

# **HALIFAX REGIONAL MUNICIPALITY**

## **SECONDARY PLANNING STRATEGY**

### **SACKVILLE DRIVE**

**THIS COPY IS A  
REPRINT OF THE SACKVILLE DRIVE  
SECONDARY PLANNING STRATEGY  
WITH AMENDMENTS TO  
29 MAY 2010**

**MUNICIPAL PLANNING STRATEGY  
FOR  
SACKVILLE DRIVE**

**THIS IS TO CERTIFY** that this is a true copy of the Secondary Planning Strategy for Sackville Drive which was passed by a majority vote of the Halifax Regional Municipality on the 7th day of May, 2002, and approved with amendments by the Minister of Municipal Affairs on the 24th day of June, 2002, which includes all amendments thereto which have been adopted by the Halifax Regional Municipality and are in effect as of the 29<sup>th</sup> day of May, 2010.

**GIVEN UNDER THE HAND** of the Acting Municipal Clerk and under the seal of Halifax Regional Municipality this \_\_\_\_\_ day of \_\_\_\_\_, 2010, A.D.

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Cathy Mellett  
Acting Municipal Clerk

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## **PART 1: PLAN PURPOSE AND ORGANIZATION**

### **1.1 Why a Secondary Plan for Sackville Drive?**

This Secondary Plan is necessary specifically to address the growing concerns voiced by the public, local community associations, the business community and local politicians about Sackville Drive's condition. The Plan will help guide the revitalization of Sackville Drive into a safe, well functioning, and a thriving retail destination. The Plan will help to sustain existing businesses, attract new retail businesses, and draw local and non-local consumer markets to the street.

### **1.2 What is the Secondary Plan for Sackville Drive?**

The primary purpose of the Plan is to provide guidance for change along the street. The Plan strives to depict a desired future for Sackville Drive predicated on sustaining and improving Sackville's business community, economic health, local quality of life, pride and community identity. Besides a comprehensive inventory of the existing conditions, the Plan contains guiding principles, policies, approaches, and specific actions for the municipality, local businesses, and community associations.

### **1.3 Who was Involved with the Creation of the Plan?**

Since 2001, an Area Advisory Committee of local businesses, community development associations, community members, and municipal planners have prepared a Secondary Plan for Sackville Drive. To assist with the preparation of the Plan, many studies prepared by outside consultants served as the basis for public discussion, including the Sackville Drive Streetscape Design Study and the Comprehensive Transportation Study for Sackville. These studies included public participation programs by which interested persons, and business owners and operators were invited to open house sessions, and focus group discussions.

A draft Secondary Planning Strategy (SPS) and Land Use By-law (LUB) was presented to the business community and the North West Planning Advisory Committee (NWPAC) for input. The NWPAC then held a further public meeting on the draft documents.

The final Plan adopted by Council reflects the community ideas received at each stage of preparation.

### **1.4 What Role Can You Play in the Secondary Plan?**

The success of the Secondary Plan entirely depends upon the commitment and cooperation of the business community, community development associations, community members, and the municipality. To encourage this partnership, the Plan recognizes a need for the business community to tailor the street's retail offerings to reflect local consumer demands, and to provide attractive properties that evoke a sense of pride and community identity. The Plan also recognizes that community development associations offer a wealth of talented volunteers who can help in marketing the street, developing positive architectural and graphic designs, organizing events and promoting the street. Moreover, the Plan acknowledges that HRM can establish land use policies to revitalize the street, provide a streamlined development permitting process, provide highly effective technical and support services, and offer political support to specific projects. Lastly, the Plan recognizes a need for the public to commit to shopping in the community so to support the street and local businesses.

## 1.5 The Organization of the Plan

The Plan is organized into the following sections:

**PART 2 - Introduction** provides a general overview of the condition and trends occurring on Sackville Drive.

**PART 3 - Planning History** provides an overview of the planning activity and studies on Sackville Drive since its inception to present.

**PART 4** - describes the **Vision**, and the long, medium and short term **Goals and Objectives** toward which specific projects and activities are ultimately directed.

**PART 5 - 9 - Policy section** includes land use policies that will apply to the commercial corridor area, and describes the actions needed to achieve the goals and objectives.

**PART 10 - Implementation** establishes the manner by which the land use policies are carried out, and the specific actions required by the four respective groups (HRM Council, Business Community, Community Development Associations, and the Public).

## **PART 2: INTRODUCTION**

### **2.0 The Community and its Main Street**

Sackville is a suburban community in the northern sector of the Halifax-Dartmouth metropolitan area. Although distinctly rural until the mid-1960s, the Sackville area was identified in a 1963 housing study as a suitable site for urban residential development. In 1967, the Nova Scotia Department of Housing began land banking in the area. This activity, concurrent with the development of central sewer and water supply systems, set the stage for the development of a suburban community.

The street is approximately 3.5 kilometres in length beginning at Cobequid Road and ending where it intersects with the Beaver Bank Road and Connector at Highway 1. The Sackville Drive/Beaver Bank Connector currently provides the only direct link to the provincial highway system (Highway 101), although the Cobequid Road intersection provides less convenient access to Highway 102 to Truro and Highway 107 to Burnside.

Sackville Drive functions as a primary vehicular route through the community of Sackville. It is heavily used with a capacity of approximately 1,500 car trips per hour. The street supports a significant amount of peak-hour traffic, especially the early morning and evening commuters that use the street to travel to and from Halifax and Dartmouth. To satisfy growing traffic demands, over the years Sackville Drive has been widened to four lanes.

#### **The Businesses**

Approximately 150 businesses can be found on the street and adjoining side streets. More than one third of the businesses have operated for 20 years, while approximately three quarters have operated for 10 years or more. Just over half the businesses found on Sackville Drive are owner operated, while the remaining lease space. Table 1 provides a general overview of the range of goods and services found along Sackville Drive.

#### **Development Trends**

Sackville Drive remains active in terms of new construction, building renovations, and additions. Specifically, many older buildings on the street have undergone substantial renovations recently, including McDonalds, Burger King, Tim Hortons, and the SuperStore, Cars R Us, Sunset Auto, and Kingston Auto.

One of the more recognizable and controversial land uses to establish along Sackville Drive in recent years is used car lots. More and more used car lots have established along Sackville Drive due to the growing availability of affordable serviced commercial land and unoccupied buildings.

<b>Table 1 - Proportion of Businesses along Sackville Drive offering specified goods and services (2001)</b>	
<b>Retail Composition</b>	<b>Sackville Drive</b>
Automotive Fuels, Oils and Additives	11%
Motor Vehicles, Parts, Services and Rental	20%
Food and Beverage	15%
Health and Personal Care	32%
Clothing, Footwear and Accessories	3%
Home Furnishings and Electronics	3%
Sporting and Leisure	4%
Hardware, Lawn and Garden	2%
Housewares and Household Supplies	3%
Other	8%
<i>Source: HRM, Planning Services</i>	

The closure of K-Mart, and the increasing competition from Bayers Lake and Bedford, have resulted in a gradual decline of the Downsview Mall. In response, the Mall is attempting to reinvent itself by attracting offices, school related uses, and major retailers like Staples. The Mall will undergo a major renovation in 2002 with a new Big Box development, and plans for several new offices and retailers.

<b>Table 2 - Sackville Drive Commercial Property Status</b>				
	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
Commercial Vacancy Rate	13.6%	9.7%	5.1%	n/a
Available Retail Space	475000	518000	518000	n/a
New Commercial Buildings-Constructed	5	3	7	5
Existing Comm. Buildings New Occupants	10	8	14	10
Existing Comm. Buildings-Additions	3	2	3	4
Existing Comm. Buildings-Altered	15	16	16	13
<i>Source: HRM, Planning Services, August 2001</i>				

Sackville Drive continues to attract new big box retailers including Staples, Canadian Tire, and Wheaton's furniture store. Moreover, existing big box stores like Nothing Fancy Furniture, Payzants Home Hardware, and Kent Home Improvement Warehouse have recently undergone major additions.

Although the amount of undeveloped vacant land on Sackville Drive is depleting, in comparison to places like the Halifax Peninsula or Bedford, there remains a healthy amount of developable land. Moreover, the low intensity of the existing development along Sackville Drive provides opportunity for infill development, should the market dictate.

## The Market

Table 3 refers to census tract information for Sackville and Beaver Bank. As shown, a total local market base of approximately 45,000 exists among these two respective census areas. The market consists of residents primarily from Sackville, Beaver Bank and Hammonds Plains, although, the majority (67%) resides within the Sackville Plan Area.

<b>Table 3-Sackville Profile</b>		
	<b>Hammonds Plains- Upper Sackville - Beaver Bank</b>	<b>Sackville</b>
<b>Demographics</b>		
Population	14830	29945
Population Density per Acre	0.23	4.02
Population Younger than five years of Age	8.7%	7.9%
Population Between 5 and 19 Years of Age	22.8%	23.8%
Population Between 19 and 29 Years of Age	23.9%	27%
Population Between 30 and 49 Years of Age	39.9%	36.8%
Population More than 65 Years of Age	4.7%	4.5%
<b>Households</b>		
Average Household Size	3	3.1
Average Household Income	\$53148	\$50521
<b>Labour Force</b>		
Employed Labour Force Working Outside CSD	70.4%	66.8%
Employment Rate	91.3%	91.8%
Unemployment Rate	8.6%	8.2%
Employed Labour Force that Drive to Work	79%	69.6%
Employed Labour Force using Transit to Work	2.9%	8.5%
Employed Labour Force that Walk to Work	2.3%	3.4%

Source: *Statistics Canada, Census Tract Information, 1996*

## **PART 3: PLANNING HISTORY**

### **3.1 The Original Vision**

The 1964 Halifax County Official Plan was the first document that presented a regional approach to planning in the rapidly growing suburban areas of Halifax County. The Plan contained a clear vision for the suburban commercial areas, like Sackville Drive, Herring Cove Road, Bedford and Cole Harbour. Specifically, a series of suburban commercial strips and regional shopping centres throughout the County were identified with the intent to support the anticipated suburban populations in the respective growth areas.

At the time, the creation of commercial strips was viewed as necessary to accommodate the rate of residential growth that was quickly spreading from the cities into these traditionally rural areas. For the most part, these communities displayed a traditional development form of scattered commercial uses lacking any truly defined commercial focal point.

The lack of a central commercial area was viewed as a major inconvenience to the new suburban residents, who would have to travel considerable distances to several different locations to reach desired goods and services. Moreover, the lack of a commercial core was thought to be contrary to fostering a true sense of community identity and character.

Consequently, the Official Plan provided for the establishment of several community centres, each to be a focal point for a residential community. These commercial centres were intended to be for the convenience of the local population, and it was anticipated that they would give social structure and physical shape to the suburbs. The centres were intended to be both the functional and visual heart of the residential areas surrounding them.

The Plan envisioned commercial areas of sufficient size to include land for primary shopping needs, and for public facilities and services such as institutions, local government, and cultural and recreational uses. The local street system and major open space system were to be designed to converge upon the community centre so that convenient access and visual prominence were assured.

The Plan further envisioned that development within the commercial centres be similar in nature to that of a modern shopping centre, in that the buildings would be arranged in groups instead of along the main street. Access to the structures within the group was intended to be largely from pedestrian walkways to be incorporated between buildings, and from parking areas at the periphery of the cluster.

The Official Plan further articulated that the largest portion of the commercial centre should be reserved for retail commercial uses required by the residential community. Included in this category would be commercial office, entertainment facilities, hotels, automotive services, and sales establishments. Uses of an industrial nature, including repair facilities and warehouses, would not be permitted unless they were clearly incidental to a permitted use.

### **3.1.1 By-law 24**

Although the Official Plan was completed in 1964, it was never officially adopted by the County. As a result, development along Sackville Drive continued to be regulated by By-Law 24 and corresponding Subdivision Regulations.

By-law 24, which was adopted in 1960, contained two zones that regulated commercial land uses, including a C-1 (Local Business) Zone and a C-2 (General Business) Zone. The C-1 Zone permitted residential uses, and a variety of retail and office commercial uses, and service stations. The C-2 Zone essentially allowed all C-1 Zone uses, and any uses deemed to be acceptable by the building inspector.

### **3.2 The Halifax-Dartmouth Regional Development Plan**

In 1975, the Halifax-Dartmouth Regional Development Plan was adopted. The 1975 Plan emphasized the development of a balanced community containing commercial and industrial areas, parks and efficient transportation connections with the Cities of Halifax and Dartmouth. The current development of the Sackville Business Park complements the Regional Plan's designated industrial corridor that stretches from the Bedford Rocky Lake area to the Burnside Industrial Park.

### **3.3 Sackville's First Municipal Planning Strategy (MPS)**

In 1982, planning in Sackville took a fundamental shift from a regional approach to a “community based” approach with the addition of the first Municipal Planning Strategy for Sackville. This change was considered necessary, at the time, as the level of residential growth in Sackville had created several unique challenges and opportunities differing from those of the more rural parts of the County.

The primary purpose of the Municipal Plan was to guide the decisions regarding the regulation of physical development and the provision of public services and facilities within the Sackville Plan area.

At the time of the Plan's adoption, Sackville's commercial core area was still relatively undeveloped and suburban in nature, with the Sackville Downs Harness Racing Track still in operation. In recognition of the significant amount of undeveloped lands, the primary thrust of the Plan was to define a core area boundary in which a variety of retail, entertainment and cultural opportunities would be encouraged. This boundary would run for approximately 3.5 kilometres along Sackville Drive extending approximately 200 feet back from the street on either side.

It was anticipated that defining a Commercial Core would help to spur new development in Sackville by providing direction to developers and establishing development controls that afforded greater flexibility. Specifically, the Plan would encourage a wider range of commercial uses than would typically be associated with an urban downtown area.

### **3.4 Mainstreet Program**

The Sackville Mainstreet Program came into effect in 1980. The program was spearheaded by the local Chamber of Commerce whose mandate was to promote and improve trade and commerce, and the economic, civil and social welfare of the community. A Business Improvement Committee was also established around the same time as the Program.

The Mainstreet Program was intended to foster physical and visible improvements on Sackville Drive. The Program was also intended to promote and market the street as a "mainstreet" or "downtown".

Many projects were carried out through the Program including new "Welcome to Sackville" signs, several pocket parks, street trees, upgraded streetlights, new bus shelters, waste receptacles, and landscaping.

A facade improvement program was also developed to encourage and help businesses to upgrade the facades of their commercial buildings that face Sackville Drive. Landscaping to enhance the appearance of a building and parking was also encouraged, and provided through the program.

### **3.5 The Sackville Economic Development Strategy**

In 1994, a Sackville Economic Development Strategy was prepared. The primary goal of the Strategy was to provide an accurate picture of Sackville's economic base, consumer purchasing patterns and business issues in Sackville, and to outline specific goals and objectives to guide Sackville's economic future.

The preparation of the Strategy involved various layers of research and analysis, including the undertaking of a business survey and residents' consumer surveys.

These surveys concluded that businesses were generally satisfied with Sackville Drive as a location for business. As for improvements that businesses felt would help to increase trade on the street, improving the identity of the street, encouraging the construction of new highways, and improving public transit and police protection, are the greatest priorities.

The Consumer Spending Habit Survey showed that 86%<sup>1</sup> of the local consumer market relies heavily on Sackville Drive for every day shopping needs. Specifically, groceries, health supplies, gas, personal services, gardening and hardware were the most sought after goods.

The Consumer Spending Habit Survey revealed that Sackville Drive is weak in specialty and higher value retail sectors. Over half of local consumer purchases in men's, women's, and children's apparel is lost to other shopping areas. A significant portion of the local market is also shopping elsewhere for electronics, furniture and sporting goods. Most businesses perceive Bedford and Halifax to be the major competitors.

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<sup>1</sup> A margin of error of +/-5%, 18 times out of 20 (90% confidence interval)

As for leisure and recreation activities, the Consumer Spending Habit Survey revealed most of the local population spends its recreation leisure time going to restaurants, movies, sporting events, lounges, or night clubs. However, the majority of these activities cannot be performed in Sackville, except eating at fast-food restaurants.

Overall, the local consumer market is generally satisfied with the shopping on Sackville Drive. The majority of the local consumer's dissatisfaction rests with the traffic, in that one-third of the survey respondents said traffic was the major deterrent to shopping locally. Moreover, there is a strong dissatisfaction with the overall identity and appearance of the street, the parking, and the quality and costs of goods and services. Most of the consumers suggested that a wider selection of goods and services, more walking trails, parkland, movie theatres and restaurants, and an improved appearance would entice the local market to do more shopping on the street.

### **3.6 The Comprehensive Transportation Study for Sackville**

In late 1994, the former Halifax County Municipality obtained a cost sharing commitment from the Department of Transportation and Public Works to help in implementing a Comprehensive Traffic Study for Sackville. The primary goal of the Transportation Study was to identify short and long term recommendations for improving network linkages to the regional transportation system.

As for specific problems on Sackville Drive, the Traffic Study recommended that access points along the street be consolidated and minimum lot frontage requirements be increased to help improve flow and enhance safety on Sackville Drive. Further, the construction of the Second Lake Collector was viewed as a necessary means to divert traffic from Sackville Drive.

In addition, the Study recommended that the service road west of the Lucasville Road connect directly to Highway 101 to relieve traffic travelling through Sackville via Sackville Drive. Lastly, the Study recommended constructing the Beaver Bank By-pass and part of the Second Lake Collector Extension from Beaver Bank Road to the Beaver Bank By-pass, which would ultimately reduce the through traffic on Sackville Drive.

Although the Study provided short and long term recommendations for "improving the road network and local road system" it was broadly criticized by the community for its lack of consideration respecting social, environmental and fiscal implications related to the recommendations. Specifically, it was criticized for its lack of alternative solutions such as Traffic Demand Management (TDM) programs, Traffic Calming Techniques, and alternative transportation opportunities (commuter rail and transit). Also, minimal support was shown for improving Sackville Drive to create a greater throughfare, rather, it was felt that the street should be used primarily for local access to the commercial properties.

### **3.7 The Little Sackville River Floodplain Study**

Sackville is found in the watershed of the Little Sackville River, which has significantly influenced the shape and form of the community. The Little Sackville River watershed comprises a drainage area of approximately 15.7 square kilometres. It originates to the north, upstream of Little Lake, and flows southwards through Sackville, eventually discharging into the Sackville River near Highway 101.

The extreme upper portion of the watershed remains in a relatively natural state of mixed forest, while the middle and lower reaches, below Millwood Drive, are predominately developed.

In 1998, Porter Dillon Limited, in association with Cumming-Cockburn Limited, were authorized to undertake a floodplain study of the Little Sackville River. The Study was initiated in recognition of the need to agree of the impact development activity has had on the floodplain, especially since the time of an original floodplain study completed in 1987. The Final Report was provided to Halifax Regional Municipality in June 1999. The Study provides updated information for the Little Sackville River Floodplain to enable HRM to assess potential development impacts, and better regulate future development within the floodplain.

One main objective of the study was the development of 1:20 year and 1:100 year flood risk mapping. Additional technical information was provided separately. The Study also made policy recommendations that could be incorporated into the Municipal Planning Strategy and Land Use By-law for Sackville. In addition, the Study made specific recommendations for flood management.

At present, the Municipal Planning Strategy for Sackville contains seven polices related to the floodplain of the Little Sackville River. The polices establish, among other things, a special zone for the 1:20 year floodplain. The P-3 (Floodplain) Zone strictly limits development on these lands, prohibiting buildings for human habitation.

Although it is important that the Sackville MPS policies and land use By-law regulations be updated to incorporate the findings and recommendations of the Hydrological Study, to date the policies have not been amended. Recently, Regional Council has directed planning staff to commence the plan amendment process to consider the proposed changes to the MPS and LUB. In the interim, the provisions contained within the existing Sackville Land Use By-law have been incorporated into the Sackville Drive Land Use By-law.

### **3.8 The Sackville Drive Design Study**

In May 2000, Ekistics Planning and Design Consultants were awarded a contract to undertake a Streetscape Design Study for Sackville Drive. The primary goal of the project was to provide: (a) a visual identity study that clearly articulates a unique theme and identity for Sackville Drive; (b) a design manual that will address the recommendations of the visual identity study and identify specific streetscape improvements to create a mainstreet atmosphere and a visually appealing streetscape; and (c) a detailed implementation plan to achieve the principles of the streetscape design manual. This manual ultimately served as a basis for the creation of the new Secondary Planning Strategy and Land Use By-law.

The Study examined all private and public lands along the portion of Sackville Drive within the Commercial Corridor Designation that extends from Cobequid Road to the Beaver Bank Road.

The Study recommends focussing on three primary aspects of improvement.

First, a series of general streetscape improvements should occur along the entire length of the street. Specifically, in recognition of the aged appearance of Sackville Drive, the Study recommends incorporating a series of individual streetscape design elements to emphasize a simple, modern, clean design palette.

Second, the Study concludes that the existing Land Use By-laws that regulate private lands along Sackville Drive are too permissive in scope and provide only a slight degree of control; therefore, it is recommended that a series of streetscape guidelines be applied to both existing and future uses along Sackville Drive.

The proposed design elements and guidelines in the Study focus on improving the appearance and overall regulation of the following broad categories:

- a) **Land Uses**
- b) **Signage**
- c) **Pedestrian Movement/Safety**
- d) **Landscaping**
- e) **Parking lots and Driveways**
- f) **Lot Sizes**
- g) **Architecture**

Besides the proposed streetscape improvements and guidelines, the Study envisages the creation of four distinct zones along Sackville Drive. These segments would articulate specific goals and objectives and appropriate land uses for each area. The Study also suggests the need for a focal centre along Sackville Drive and recommends the creation of a Village Centre near Acadia School or at the intersection of Pinehill Drive and Sackville Drive.

Third, the Study emphasizes the importance of responding to the needs of the present businesses, while simultaneously providing guidance for future development. The Study suggests one of the most effective means for representing the interests of existing businesses would be to establish a “Business Improvement District Committee” (BIDC). A BIDC would create a formal vehicle for businesses along the street to articulate their ideas and priorities concerning streetscape improvements, and provide opportunities to obtain funding for various streetscape projects.

## PART 4: VISION, GOALS AND OBJECTIVES

As outlined in Parts two and three, a significant amount of planning and analysis has been completed concerning Sackville Drive. For the most part, this analysis paints an encouraging future. Specifically, Sackville Drive is, and will continue to function as, the main retail/commercial area for a significant portion of HRM's suburban population.

Moreover, despite significant challenges respecting traffic, visual image, and municipal service system, overall the street offers several exciting opportunities and potential that will ensure its continued prosperity. Specifically, the significant amount of vacant serviced land and a low-density development form provide many opportunities for new commercial and residential development on the street. The closeness to, and high visibility from, a 100-series highway is attractive to retailers and large scale businesses. The significant residential suburban population (10,000 people living within a comfortable walking distance of the street) is attractive to both new and existing businesses as it guarantees a large local consumer catchment. A well-established business base, including a growing used car niche market, and an abundance of attractive and accessible natural resources, will also help to maintain the existing market while attracting and developing new markets to the street.

### 4.1 The Vision

In recognition of Sackville Drive's high potential, this Section of the Secondary Plan Strategy sets forth the intended course of action to optimize these opportunities and directing change along the street. The primary principles that will help in guiding changes depict a desired future predicated on sustaining and improving Sackville Drive's:

- a) **business community;**
- b) **economic health; and**
- c) **local quality of life, pride and community identity.**

Based on these three guiding principles a common vision and unified approach to problem solving on the street are outlined below:

#### *The Vision:*

**“Create a pedestrian friendly, unique main street area that fosters the historic, economic, environmental and recreational interests of Sackville.” Area Advisory Committee, 2001.**

### 4.2 The Goals

- a) *Improve traffic efficiency;*
- b) *Improve pedestrian opportunities on the street;*
- c) *Stimulate new retail & residential growth;*
- d) *Create a unique, identifiable, memorable streetscape;*
- e) *Create a destination street.*

### 4.3 The Objectives

- a) *Improve Traffic Efficiency*
  - Provide easy access and egress to/from all businesses;
  - Reduce conflicts between pedestrians and motor vehicles;
  - Reduce speed of traffic on the street;

- Reduce congestion;
- Increase convenience; and
- Reduce non-destination traffic (ie. Through-use).
- b) *Improve the Pedestrian Opportunities on the Street*
  - Provide more public destinations;
  - Encourage more pedestrian oriented uses;
  - Make businesses more accessible to pedestrians;
  - Create convenient and accessible pedestrian linkages to the street;
  - Create safe and convenient street crossings;
  - Create unimpeded pedestrian walkways;
  - Provide safe pedestrian environment;
  - Provide a more comfortable pedestrian environment; and
  - Ensure the street reflects pedestrian scale.
- c) *Stimulate Retail & Residential Growth*
  - Reestablish private sector and consumer confidence in the value of Sackville Drive as a quality place to reside and shop;
  - Encourage a greater retail and residential mix;
  - Ensure adequate serviced land is available;
  - Streamline development application processing time;
  - Create a focus for retail and residential activity on the street;
  - Strengthen the image of Sackville Drive;
  - Make Sackville Drive safe for all consumers (drivers and pedestrians); and
  - Improve traffic flow and circulation (access and egress).
- d) *Create a unique, identifiable, memorable streetscape*
  - Restore Sackville Drive as a centre for retail activity and as the core of a vibrant community;
  - Increase the recognition of Sackville Drive;
  - Showcase natural and cultural assets;
  - Develop streetscape zone themes;
  - Reduce the “suburban commercial strip” development mentality; and
  - Unify physical design components of the street.
- e) *Make Sackville Drive a Destination*
  - Define Sackville Drive as a focus of the community;
  - Create a visible destination on Sackville Drive;
  - Improve the appearance, character and communication functions of the street;
  - Emphasize the street’s special heritage;
  - Add retail activity on the street; and
  - Diversify businesses and retail mix.

These goals and objectives provide the foundation for each policy that follow. The policies have been generally categorized under the headings:

- a) **Downsview-Beaver Bank Designation;**
- b) **Pedestrian Retail Designation;**
- c) **Acadia Village Centre Designation;**
- d) **Pinehill - Cobequid Designation;**
- e) **Streetscape Design Elements;**
- f) **Little Sackville River;**
- g) **Community Parkland;**
- h) **Transportation; and**
- i) **Implementation.**

## **PART 5: THE POLICIES**

### **5.1 Land Use Designations**

Sackville Drive is defined by four distinct areas. Each displays unique and individual opportunities from which the following policies have been developed.

The first segment refers to all public and private lands found between the Beaver Bank Connector and Riverside Drive. This area's proximity to the regional transportation system and diversity of land uses provides both unique opportunities and challenges.

The middle segment includes all public and private lands found between Riverside and Pinehill Drives, with the Little Sackville River at either end creating a natural boundary. The sector includes public buildings, various restaurants, and strip malls. The area has a relatively low density form, with a limited amount of vacant land.

Near the Riverside Drive end of the middle segment is the third segment characterized primarily by the Acadia School building which is currently used as the Sackville Public Library and HRM municipal offices. The Acadia Hall building located next to the Acadia School also forms part of this area. The Acadia ballfields to the rear of the site, several small single unit dwellings, and various strip malls make up the remaining portion of this segment.

The fourth segment runs from Pinehill Drive to Sackville Heritage Park at Cobequid Road. This stretch of Sackville Drive serves as the second official entrance into Sackville. It can best be characterized by its small single dwelling residences, small scale offices and retail businesses, several large scale businesses such as Payzant's Home Hardware, Nothing Fancy Furniture Store, Farmer Clem's Farm Market, Access Cable, and Sports Traders, used-car dealerships, an auto auction, and a few large scale institutional uses (Rock Church, and the Gate of Heaven Cemetery).

Future land uses along Sackville Drive will be guided by these four areas and more specifically by the designation map - Generalized Future Land Uses - as follows:

**Downsview-Beaver Bank Designation**  
**Pedestrian Retail Designation**  
**Acadia Village Centre Designation**  
**Pinehill - Cobequid Designation**

### **5.2 The Downsview-Beaver Bank Designation**

The Downsview-Beaver Bank Designation refers to all public and private lands located between the Beaver Bank Connector and Riverside Drive including Walker Avenue and Old Sackville Road. The proximity to the regional transportation system and diversity of land uses, provides both unique opportunities and challenges. Based on these opportunities and constraints, the following policy objectives have been identified for the Downsview-Beaver Bank Designation:

## **Policy DB-1**

**A Downsvew-Beaver Bank Designation shall be established as shown on Schedule 'A' - Generalized Future Land Use, that shall:**

- (a) encourage the creation of a visually attractive and viable retail power centre in Sackville;**
- (b) discourage new high density residential uses, other than within the Downsvew Complex Zones;**
- (c) discourage small scale retail and commercial uses within the Large Scale Commercial Zone;**
- (d) encourage the restoration of the Downsvew Shopping Centre and Plaza to re-instill it as an important and viable community commercial centre;**
- (e) improve vehicular movement;**
- (f) create a recognizable entry into Sackville Drive;**
- (g) improve the visible and physical connection to the Little Sackville River; and**
- (h) improve the quality and image of the streetscape.**

### **5.2.1 Develop a Large Format Retail Power Centre**

Within the Downsvew-Beaver Bank district, Sackville's only shopping centre and most of big box retail uses such as Kent Home Building, WalMart, Sobeys, Super Store, Blockbuster, and Canadian Tire can be found. In general terms, these stores are large-format stores that typically range in size from 20,000 to more than 80,000 square feet. The definition of "big" is relative, however, and must be related to the product category in question. For instance, a large format supermarket/grocery sector would normally be in the 50,000 to 100,000 square foot range. For warehouse operations, such as Kent or Home Depot, a large format store would normally contain 100,000 square feet. In contrast, for book retailers, 25,000 to 50,000 square feet would qualify as a big-box operation. For other specialty retail categories, for example, eye glasses, a 5,000 square-foot store would qualify as a large format store. The key point is that "large format" stores are several times the size of traditional outlets in their category.

Although conventional wisdom dictates that "large-format" commercialism creates a lose-lose outcome to the community in that such uses tend to "squeeze" out the small retail market, this is not always the case. In fact, large-format stores are integral to the viability of Sackville Drive, and Sackville overall. These stores have broad market appeal drawing on both local and non-local consumer markets, which tend to spillover into the smaller retail uses, benefiting the entire street.

The long term viability of the large-format stores depends significantly on grouping the uses together, and ensuring they are within proximity to the regional transportation system in areas of high visibility and high traffic counts. Therefore, given the amount of vacant, highly visible, serviced commercial land near the interchange, the existing cluster of big box uses in this area, and the growing demand for new big box development, the creation of a "large-format power centre" shall be encouraged in this area of Sackville.

#### **5.2.1.1 Multiple Dwelling Uses**

The Downsvew-Beaver Bank designation supports most of the high density residential uses within Sackville. These uses are near the interchange and are within walking distance to the shopping centre

and other major retail uses. The large population base residing within proximity to the retail centre provides a solid market foundation to support existing and new retail projects in this area.

Although high intensity residential uses have coexisted with the retail development in the designation with minimal conflict, the amount of high density residential is adequate. The high concentration and segregation of such uses have created a somewhat displeasing effect.

Consequently, to ensure opportunity for new big box retail development and to avoid further concentration of high density residential uses, new multiple residential uses should be discouraged within the Large Scale Zone.

### **Policy DB-2**

**Within the Downsview-Beaver Bank Designation, a Large Scale Commercial Zone shall be established under the Land Use By-law and applied to a portion of the lands as shown on Schedule B. The Large Scale Commercial Zone shall permit a range of commercial and retail uses that typically require buildings of 10,000 square feet, or greater, in size, including but not limited to, retail, office, hotel and motels, self storage facilities, commercial entertainment, commercial recreation, automobile rental, motor home sales. Institutional and community uses shall be permitted. New multiple residential uses shall be prohibited in the Large Scale Zone. All residential, outdoor display, trade and contracting uses in existence as of May 7, 2002, shall be permitted within the Zone.**

### **5.2.2 Limit Small Scale Buildings and Strip Malls**

The success of the big box retail power centre will undoubtedly be influenced by the manner in which traffic is managed in this area. The significant volumes of traffic that are currently drawn to Downsview-Beaver Bank area, and any additional traffic drawn by the big box power centre, could be detrimental to the success of this area.

One means to ensure the effective management of traffic is to generally discourage small scale uses within this area. The traditional combination of large and small scale uses have fostered a scattered patchwork of varied lot sizes and building scales, creating an overall dysfunctional traffic system. Inappropriately spaced driveways and poorly planned and spaced turning lanes have only exacerbated the situation.

Consequently, new small scale, pedestrian oriented uses should be discouraged. However, where it can be shown that a small scale development would further the intent of traffic access management principles and efficiency in this area, such uses could be considered. Specifically, small scale uses should prove that they will not complicate the task of driving, increase overall travel times, and necessitate the need for additional travel lanes. Moreover, small scale uses should be sited to ensure the predictability of motorist travel patterns is easily discernable. Small scale uses should also demonstrate that they would not decrease the capacity of existing transportation system.

### **Policy DB-3**

**To foster a well-functioning, traffic efficient, retail power centre, within the Large Scale Zone, new commercial developments with building footprints of less than 10,000, or any proposed expansion to existing commercial developments that would have a total building footprint of**

**less than 10,000 square feet, may only be considered by the development agreement provisions contained within the Municipal Government Act. In considering such agreements, Council shall have regard to the following:**

- (a) that the proposed use is permitted within the Large Scale Commercial Zone;**
- (b) that in lieu of direct access onto Sackville Drive, alternative access and egress options have been considered, such as shared driveways or parking lot easements;**
- (c) notwithstanding (b), where alternative accesses are considered infeasible, that the use can be accommodated by a maximum of one driveway opening per 100 feet of street frontage;**
- (d) that any new driveway is located so that its opening abuts an existing driveway;**
- (e) that traffic access management principles are applied so to improve existing traffic circulation and efficiency, to reduce the task of driving, to reduce the need for additional travel lanes, to maintain or improve existing local travel times, and increase the predictability of motorist travel patterns;**
- (f) that significant vegetation stands are retained, where possible and;**
- (g) Policy I-5.**

### **5.2.3 Reinvigorate the Downsview Shopping Centre**

The Downsview shopping area is viewed as an important community centre, however, the recent closure of K-Mart, the growing competition among retail establishments, and the cyclical shifts in the retail industry have left the Downsview Mall in a state of flux. Specifically, maintaining viable community shopping in the area has become ever more difficult.

Experts contend that the decline of shopping centres is a result of changing demographics and tastes. Specifically, the “love affair” with the shopping centres seems to have stalled, and as competition from stand-alone mega-stores grows and fewer department stores “anchor” these centres, they have gradually become less attractive. Moreover, competition from discount retailers and a resurgence of old-fashioned main street shopping has drawn customers away. The creeping sameness of malls also contributes to the “mall malaise”.

In response to the decline of the traditional shopping centre format, many centres have been reinvented. Specifically, with major structural renovations and fresh approaches to retailing, many failing centres have become true success stories. The Sunnyside Mall in Bedford is a good example of a mall reinvented.

For this reason, it shall be the intention of this strategy to ensure basic principles of shopping centre re-design are encouraged to reinvigorate the shopping centre and restore it to an important and viable commercial entity again. These methods include the introduction of new uses, increasing the density of the centre, improving internal vehicular and pedestrian movement, and improving accessibility.

#### **5.2.3.1 Land Uses**

At present, the range of stores and services within the Downsview Complex are limited. To attract more consumers back to the mall strategies to increase the diversity of uses should be considered. For instance, many malls have been turning to entertainment, which is being called the hot shopping centre trend of the millennium. Just as food courts boosted mall traffic in the 1980s, analysts predict

movie theatres, and other forms of interactive entertainment, will win back shoppers in this decade. Moreover, many malls have capitalized on the growing market for interactive educational experiences, including stores such as the Discovery Channel store that leads the market in education retailing.

The introduction of new residential uses within shopping complexes has successfully been applied in reinvented malls. New high density residential uses provides excellent opportunity for introducing a new consumer market, and for maximizing the provision of public transit and central services. Seniors' residential developments are considered especially appropriate land uses within or near shopping malls, given the easy access to services.

The introduction of small office towers is another key strategy used to reinvent poorly performing shopping centres. The growing demand for suburban office space lends credibility to this strategy.

### **5.2.3.2 Internal Circulation and Access**

Another important component to the overall viability of the shopping centre is its internal circulation. At present, Downsview Plaza does not foster a pedestrian friendly environment, nor does it advance quick and efficient vehicular movement. Consequently, a more inward focus is encouraged so to facilitate free and easy internal pedestrian and vehicular movement between the various buildings contained within the Plaza.

To ease a better relationship between pedestrians and automobiles, it is recommended that traffic circulation and flow patterns be adjusted so as not to overpower the pedestrian. Every effort should be made to place bus stops at the main building entrances, to connect all buildings with walkways, to create safe pedestrian street crossings, and to consolidate driveways.

The future success of the Downsview Complex is also dependent upon the ability to improve and facilitate easy and efficient access to the Plaza. A planted median in several locations along Sackville Drive may improve the overall movement of traffic and improve the access and egress to and from the Plaza. New signals at the intersection of Walker Connector and Sackville Drive would improve left-hand turns. Consideration should also be given to reconfiguring the southern entrance into WalMart to reduce some congestion at the northern entrance across from the SuperStore.

### **5.2.3.3 Site Plan Approval**

The community recognizes that the planning/development approval process for commercial projects has, in the past, been long and cumbersome and very costly to the developer. Unfortunately, the time and money involved in the planning process has been counterproductive in that it has discouraged the developer from investing in the time it would take to receive approval to redevelop the plaza.

A significant portion of the delay can be attributed to the lack of clear vision for Sackville. Specifically, where a clear vision, goals and objectives are lacking, a great deal of time and energy is required to negotiate and undertake public consultation as the municipality, developer and residents work toward a plan or proposals of acceptable character and quality. However, where a clear vision has been developed by the community, and is generally accepted by residents and businesses alike, the approval process time could be greatly reduced. Therefore, to encourage the redevelopment of

the Plaza, the approval of all new buildings, or additions to existing buildings, should be permitted as-of-right through site plan approval process. This process would not only reduce the overall length of the permit processing time, but it would ensure an overall comprehensive and well-planned development.

#### **Policy DB-4**

**Within the Downsview-Beaver Bank Designation, Downsview Complex Zones 1, 2 and 3 shall be established and applied to the lands shown on Schedule B. The Zones shall facilitate a comprehensive approach to shopping centre redevelopment by encouraging: a broader range of land uses; increased density; commercial and residential infilling; improved internal vehicular and pedestrian movement; and improved accessibility to the site. Within the Zones, permitted uses shall include, but not be limited to, commercial, institutional, community, and residential uses, including new multiple dwelling uses. All uses in existence of as May 7, 2002, shall be permitted. Site Plan Approval shall be required for all uses, *excluding internal renovations with no external renovation or modifications (RC-Apr 12/05;E-May 7/05)*, within the Downsview Complex Zones 1, 2 and 3. Site Plan approval criteria and general provisions shall be established in the Land Use By-law to regulate the: location of all building and structures; location, number and width of driveway entrances; location of parking and loading facilities; type, location and height of walls, fences, hedge; the location of shrubs groundcover or other landscaping elements; retention of exiting vegetation; location of walkways and all other means of pedestrian access; type and location of outdoor lighting; location of service easements; grading and alteration for the management of stormwater and surface waters; type, location and number of signs or sign structures; location of solid waste facilities; maintenance; and architectural controls.**

### **5.3 Pedestrian Retail Designation**

The Pedestrian Retail district includes all public and private lands found between Riverside and Pinehill Drive, with the Little Sackville River at either end creating a natural boundary. The sector includes public buildings, various restaurants, and strip malls that cater to personal services. The area has a relatively low density form, with a limited amount of vacant land.

#### **Policy PR-1**

**A Pedestrian Retail Designation shall be established as shown on Schedule ‘A’ - Generalized Future Land Use that shall:**

- (a) create a safe, vibrant, pedestrian scaled, retail centre;**
- (b) encourage a greater balance of retail, commercial and residential uses;**
- (c) encourage uses that cater primarily to pedestrians;**
- (d) improve the visible and physical connection to the Little Sackville River;**
- (e) improve quality and image of the streetscape; and**
- (f) encourage the provision of new parkland and open space.**

#### **5.3.1 Encourage Pedestrian Oriented Uses**

The type of land uses within the Pedestrian Retail Designation will undoubtedly influence the ability to transform this area into a thriving civic core and a viable retail shopping area. Specifically, existing car related uses, such as used-car lots, service stations, car washes, drive-thrus, large

appliance and furniture stores, motor vehicle parts and services, heavy equipment rental facilities and recycling depots, are considered inappropriate in this area. These uses would be more appropriately located within the Downsview-Beaver Bank or the Pinehill - Cobequid designations.

Only uses that are directly relevant to pedestrians should be encouraged within the Pedestrian Retail designation. Pedestrian oriented uses refer to those that do not relate or require a motor vehicle to acquire the goods or service. For instance, pedestrian related uses provide goods or services that can be easily carried-away by a pedestrian, or where a service is offered and conducted on-site. Small scale retail, clothing outlets, eat-in restaurants, dry cleaners, hairdressers, flower shops, butchers, coffee shops, ice cream parlours, and galleries, are examples of pedestrian oriented uses.

Office uses are an appropriate use in the Pedestrian Retail Designation. Because office space is increasingly declining in the downtown area, and land for new office buildings has diminished, developing new office space in Sackville is a timely opportunity. Office uses would provide local employment opportunities, limit the amount of commuter traffic along Sackville Drive, and facilitate a new consumer market (non-local) base. New offices should be small in scale, provide street level entry, and outdoor common space for the pedestrian.

Tourism or recreation-based uses within the Pedestrian Retail Designation should also be encouraged. Such uses reflect the tremendous recreational and educational opportunities that natural resources like the Little Sackville River and Trail System provide in this area. Specifically, hotels, motels, bed and breakfasts, wilderness, hiking, canoeing, fishing and other outdoor outfitter uses should be encouraged to capitalize on Sackville's natural assets and to facilitate greater tourism and recreation based pedestrian activities.

### **Policy PR-2**

**Within the Pedestrian Retail Designation, a Pedestrian Retail Zone shall be established and applied to the lands shown on Schedule B. The Zone shall permit a range of pedestrian oriented uses, including but not limited to, retail, offices, service and personal service shops, restaurants (full service, take-out), bakeries, bed and breakfasts, motels,, and institutional and community developments, with footprints less than 5,000 square feet. *One and two residential units, and (RC-Apr12/05;E-May 7/05) Multiple Dwelling uses shall be permitted within the Zone where street front commercial is provided. All uses in existence as of May 7, 2002 with the exception of any existing pawn shops, shall be permitted within the Zone.***

### **5.3.2 Retain and Expand Specialized Retail Uses**

The range of retail goods found in the Pedestrian Retail district is limited. Although every day shopping needs can be found, the area does not cater to the consumers looking for specialty and higher value retail goods and services. In fact, over half of the local consumer purchases in mens, womens and children's apparel is lost to other shopping areas. Further, approximately 70% of the local market is shopping elsewhere for electronics, and more than 80% shops elsewhere for furniture and sporting goods.

With respect to leisure and recreation activities, the majority of residents spend their time going to restaurants, attending movies, sporting events, lounges, or night clubs. Although the pedestrian retail area provides a limited range of restaurants, opportunities for participating in recreation and leisure

activities are limited in Sackville. To retain more of the local market, a higher selection of quality apparel, restaurants, book stores and other recreation and leisure based business should be encouraged.

### **Policy PR-3**

**Where possible, the Pedestrian Retail Designation shall be actively marketed and promoted for purposes of attracting a greater range of recreation and leisure type retail use, including wilderness, hiking, canoeing, fishing, outdoor outfitters, bookstores, restaurants, theatres, galleries and specialty retail.**

### **5.3.3 Limit Large Scale Buildings and Strip Malls**

The existing mix of small, medium and large scale retail uses, including strip malls, have made the facilitation of a comfortable pedestrian realm difficult. Specifically, varying building scales, wide lot widths, long lot frontages and building setbacks, have discouraged pedestrians from easily and comfortably walking from business to business. Consequently, a dependence on private automobiles has been reinforced.

To foster a pedestrian oriented retail environment, large scale uses, which include uses with building footprints of 5,000 square feet or greater, should be discouraged from locating in this area. However, because developments such as strip malls, which tend to be large in scale, and often exceed 5,000 square feet, are an integral component of the retail fabric along Sackville Drive, limited application of such uses may be considered. In consideration of new large scale uses, buildings should be designed to replicate and reinforce a pedestrian oriented scale and should complement or enhance the overall functionality of the Pedestrian Retail designation.

### **Policy PR-4**

**To foster a comfortable, pedestrian scaled, retail environment within the Pedestrian Retail Designation, new commercial developments exceeding a building footprint of 5,000 square feet, or any proposed expansion to existing commercial developments that currently exceed a footprint of 5,000 square feet, or would result in a building greater than 5,000 square feet, may only be considered by the development agreement provisions contained within the Municipal Government Act. In considering an agreement, Council shall have regard to the following:**

- (a) that commercial uses are limited to those permitted within the Pedestrian Retail Zone;**
- (b) that no new drive-thru function is proposed;**
- (c) that the primary facade(s) of the new buildings facing Sackville Drive does not exceed 40 feet in width;**
- (d) that any addition to an existing building would not increase the primary facade(s) facing Sackville Drive beyond 40 feet in width;**
- (e) that safe and comfortable pedestrian internal site movement is provided;**
- (f) that outdoor pedestrian facilities, such as seating, lighting, water features, orientation signs, and kiosks, are provided;**
- (g) that existing significant vegetation stands are retained, where possible; and**
- (h) Policy I-5.**

### 5.3.4 Transitional Land Uses

Within the area defined as the Pedestrian Retail designation, near the Pinehill Drive intersection, remains several uses considered more conducive to the Pinehill - Cobequid designation. For instance, many used car lots and automobile repair and service shops are interspersed within this transitional area.

The intention of the Pedestrian Retail designation is to foster a greater pedestrian focus on the street, therefore, these type of car related uses are generally discouraged. In recognition of the transitional nature of **the area near Pinehill Drive**, existing used car lots and automobile repair uses should be permitted to continue to operate. Moreover, in recognition that these existing businesses may wish to expand sometime in the future **or sell to similar businesses given the nature of the property**, such **options exist. Therefore, used car lots and automobile repair uses are permitted but shall be considered with a comprehensive approach and be sympathetic to the existing site characteristics to ensure the intent of the Pedestrian Retail designation is maintain. Therefore, a site plan approval process is required for used car lots and automotive repair outlets in the transitional area near Pinehill Drive. (RC-Sep5/06;E-Oct7/06)**

#### Policy PR-5

**For properties within the Pedestrian Retail Zone of the Land Use By-law located near Pinehill Drive on the north and south side's of Sackville Drive, outdoor display courts and automotive repair outlets shall be permitted uses; however, shall be considered by way of site plan approval through the Land Use By-law. Site plan approval criteria and general provisions shall be established in the Land Use By-law to regulate the: location of the building and structures; location of display areas; location of walkways and other means of pedestrian access to and through the site; location of outdoor lighting; and location of service bays. (RC-Sep5/06;E-Oct7/06)**

#### Policy PR-6

**The property at 651 Sackville Drive contains a quonset style building which is occupied by an automotive repair outlet. The automotive repair outlet did not exist at the time a land use survey was conducted in early spring of 2002 or at the date of the Public Hearing for the Sackville Drive Secondary Planning Strategy and Land Use Bylaw. However, the automotive repair outlet has existed since the summer of 2002 without municipal permits. In order to address this outstanding issue, provision will be made in the Land Use Bylaw to permit an automotive repair outlet at 651 Sackville Drive. (RC-Apr12/05;E-May7/05)**

### 5.4 The Acadia Village Centre Designation

Since the early 1920s, the Acadia School, Acadia Hall and ballfields have been traditional meeting and gathering places for Sackville's residents. These landmarks have provided venues for several community functions and, as such, are highly recognized and regarded for their contribution to Sackville's social and cultural heritage.

Even today these buildings continue to play an important role in Sackville's social and cultural life. The Acadia school contains the Sackville public library and HRM municipal offices, the Acadia Hall provides a much needed community meeting facility, and the Acadia ballfields provide a place for community-based sport and recreational activities.

Unfortunately, over the years, the commercial properties surrounding the School and Hall have developed in a way that is not indicative of the School's heritage value. As a result, the once visibly evident historical and cultural significance of the Acadia School and Hall, has become overshadowed by the commercial development. In recognition of the significance of the Acadia School and Hall properties, the Plan should provide opportunities to re-instill the sense of lost history and civic importance to this area of Sackville Drive. Specifically, three key strategies should be carried out to preserve and enhance the historical value and integrity of these properties.

First, consideration should be given to registering the Acadia School and Hall, and their associated properties, as designated Municipal Heritage buildings and properties. Section (F)(1) of the Action Table identifies this process as a high priority. Moreover, every effort to support the Acadia Recreation Club with future renovation projects should be encouraged to ensure the building's original architectural stylings are emphasized.

The second strategy involves the application of a new zone on the lands where Acadia school, Acadia Hall, and the ballfields are situated. This zone would also include the commercial developments on the lands that abut immediately abut these properties, and several existing single unit dwellings on Acadia Lane.

The zone would recognize the historical significance of the Acadia Hall, School and ballfields, by providing special controls to ensure existing and future commercial development projects are more sensitive to the cultural integrity of the area.

The final strategy for this area is to create a master plan for the area that would build upon its traditional role as Sackville's village centre. For years, these lands have been regarded as Sackville's civic and cultural core. Specifically, the existing land uses, the visibility and prominence of this site on Sackville Drive, its proximity to the Little Sackville River, and its central location within the community, create a very favourable position for a successful and vibrant village centre.

The Master Plan should focus primarily on the redevelopment of the commercial lands surrounding Acadia School and Hall. In addition, although, at present, the Acadia Recreation Club does not have any intention to redevelop the Acadia Hall and ballfield lands, should the Club's plans change and an interest in redeveloping the ballfield lands is expressed, then the Master Plan should account for this potential. Specifically, the Master Plan should ensure the Acadia Recreation Club lands are developed in a manner reflective of a traditional village. In addition, new development should reflect the community-based principles of the Acadia Recreation Club. HRM should endeavour to maintain an open dialogue with the Acadia Recreation Club executive. This is important so to ensure that if ever the Club decides to dispose of the lands, HRM would be provided first option to secure the lands for public use.

Moreover, the redevelopment of any existing commercial uses or the Acadia lands should be well planned and comprehensively approached. Specifically, development should not occur in a piecemeal fashion without thought or regard to how each component of the larger development relates to each other. However, should the Acadia School, Hall or existing single unit dwelling units wish to make improvements to their properties, these should be exclusive of any requirement for master planning.

Any future master planning exercise should focus on several key design elements as generally outlined in the following preamble:

#### **5.4.1 Creating a Village Centre Identity and Form**

A vivid, recognizable image is important to distinguish the village centre as a special place, and to imbue that place with personal and communal meaning. If that identity has a positive appeal for people, it will be a marketing asset for the Village. A central park surrounded by a mix of uses would effectively create a recognizable image and establish a clear identity. The intensity of land uses, and the manner in which the uses relate to the street and pedestrians, will also influence the sense of identity and the level of pedestrian interaction. Highlighting the natural feature of the Village will also lend a special identity, and will attract a great many residents and tourist alike.

For the purpose of creating a strong visual image and identity, consideration should be given to the human scale, quality materials, and architectural detailing of buildings in the village. These elements can be especially powerful identity-building resources-whether as landmark buildings or contributors to recognizable character.

##### **5.4.1.1 Architectural Styling**

The Village Centre should be distinguishable from surrounding development by regulating the architectural style and richness in detailing of its buildings.

Older style architecture should be used so to provide the added benefit of creating a sense of continuity over time and a link to Sackville's history. The detailed architectural and site design guidelines attached in Schedule D should be applied to all new developments within the Centre. The primary intention of the design guidelines is to foster a traditional downtown atmosphere by carefully applying specific streetscape, siting and building design principles.

##### **5.4.1.2 Streetscape**

A well-designed streetscape can be a major factor in creating a sense of identity for the village Centre.

A distinctive development pattern along the street should be encouraged to establish a recognizable image and sense of place. The Village Centre buildings, streetscape, and open spaces should provide different layers of detail into consistent themes through the repeated application of minor visual elements. These thematic elements may include spatial relationships, architectural forms and details, materials, colour, signs, and street furniture. Specifically, the repeated use of a selected vocabulary of street furnishings, (light poles, paving, benches, tree plantings, kiosks, public phones, and bus shelters) will create a visual overlay that reinforces the character of the Village Centre. However, these elements must be carefully orchestrated to create identifying characteristics. Schedule "D" contains a set of detailed design guidelines that should be applied to the Acadia Village Centre.

### **5.4.1.3 Building Height and Mass**

The Village Centre should be distinguishable from surrounding development by regulating the height and of its buildings. For instance, the height of the clock tower on the Sackville library already distinguishes this building along Sackville Drive. Therefore, similar treatments should be applied for all buildings contained within the Village Centre.

Continuity at the ground level is also a very powerful tool for creating a sense of visual identity. Specifically, the Village Centre buildings should be similar in materials, massing, and spacing. There also needs to be a positive relationship in location and proportion of facade openings, and the organization of the facade into a clearly defined base and upper stories.

### **5.4.2 Fostering a Traditional Village Density**

The intensity of land use and the relationship the buildings have to the street will influence one's ability to recognize easily and distinguish the Village Centre from the rest of Sackville Drive. A clearly defined sequence or progression in development scale and density can signal arrival at the Village Centre. In contrast, if the Village Centre were homogeneous in scale, form and intensity with the rest of the street, people would have difficulty in understanding where the Village Centre begins and ends.

At present, the average development density along Sackville Drive is approximately six units per acre. To distinguish the Village Centre from the surrounding land uses, the intensity of land use should be much greater. To achieve this, buildings in the Village Centre should be sited closely to one another, lot frontages should be narrow, setbacks should be very limited, and building footprints should be much smaller.

### **5.4.3 Internal and Peripheral Open Space**

Public open spaces should be used to enhance the overall recognition of a Village Centre. Specifically, where open spaces are meaningfully related to the street, they often provide sound landmarks and provide the design framework from which a Village Centre is organized. A central public park and/or a major pedestrian promenade or arcade would be two forms of effective public open space.

A central park should be designed and programmed for maximum visibility and accessibility to function as an identity builder effectively. The space should provide for flexible uses, incorporate actively programmed edges, and a significant amount and variety of seating, and represent the best possible quality of design and materials. As for designing a traditional central green, the optimal size would generally relate to the population. For the Acadia Village Centre area, approximately 25% of the total gross acreage should be dedicated to open space features. Part 8 (c) and Section (b)1 of the Action Table generally articulates the central park concept envisioned for the Acadia Village Centre.

### **5.4.4 Creating Pedestrian and Cyclist Linkages and Connections**

A network of pedestrian walkways is a basic design feature of an effective Village Centre. To ensure a comfortable, convenient and safe pedestrian realm, new linkages should be provided between the Acadia Village Centre, the existing residential neighbourhoods, and the street.

Within the Acadia Village Centre, a series of esplanades is envisioned to link the open spaces, commercial and residential uses, and the river. A riverside boardwalk is also envisioned to ease movement within and beyond the Village Centre. Sections (B)(3) and (C)(1) of the Action Table describes the esplanade and boardwalk envisioned for the Centre.

A connection between the Downsview-Beaver Bank and Village Centre is critical to the success of the centre. At present, there is limited relationship between these two areas. The provision of pedestrian connections would provide free and unrestricted movement between the Village Centre, the shopping malls, and the big box stores. Moreover, a linkage between the Downsview Mall and the Centre would also provide direct access to the Park and Ride facility, thereby providing greater opportunities for pedestrians and/or cyclists to park and walk to the Village Centre.

A connection between the Little Sackville River Trail System and the Village Centre is also key to its success. Given the proposed Sackville River Trail system is to expand the entire length of Sackville and beyond, the opportunity to provide easy and convenient pedestrian access between the river and the Village Centre should be given high priority. (Section (C)(1) of the Action Table)

#### **5.4.5 Natural Features**

Natural assets can lend a special identity to a Village Centre. The most obvious natural feature of the Village Centre would be the Little Sackville River. Given its proximity to the Acadia Village Centre, every effort to integrate the river into the master plan should be encouraged. Moreover, the potential drawing power of the river should be a major marketing feature, from both an educational and recreational point of view.

An urban wildlife park near the storm water management ponds on the land between the river and WalMart could be the focus of many education programs. The park would comprise a butterfly garden, wildflower meadow and trails. The natural shaping of the wetland will make this site much more attractive than the collection ponds that currently exist. A small amphitheatre cut into the slope should be provided in the urban wilderness park. Part 8 and Section (B)(2), (C)(1)(2)(3) and (4) of the Action Plan outlines various projects involving the river.

#### **5.4.6 Parking, Driveways and Circulation**

Although the pedestrian should be the primary focus of the Village Centre, parking must be a consideration. It is well recognized that the automobile prevails along Sackville Drive and will likely continue to dominate into the future. Therefore, parking is a necessary consideration in planning for the Village Centre.

Although on-site parking is typical of most Village Centres, such parking usually comes in the form of on-street parking, as opposed to the large surface parking lots that dominate most of Sackville Drive. Usually, the on-street parking surrounds the perimeter of the central park. Therefore, head-in and parallel parking may be considered around the green, and on-street parking.

However, in determining how much parking is required, greater emphasis should be placed on minimizing the amount of new asphalt parking lots. In particular, easy, convenient, and comfortable walking and bicycle trails should be required before any new surface parking lots are permitted.

Pedestrian and cyclist amenities such as seating, protected enclaves, and bicycle stalls should be mandatory components of the Village Centre development.

Besides alternative transport modes, underutilized public parking areas, such as the Park and Ride, library and municipal office parking or Downsview Complex Parking, should be used where linkages can be provided to the Village Centre. Where possible, underground parking shall be encouraged. The layout of the Village Centre should also facilitate accessible and convenient public transit.

Another important component to the overall viability of the Village Centre is internal circulation. A more inward focus is encouraged in the Centre to provide free and easy internal pedestrian movement between the various buildings, and to limit vehicular movement. Specifically, traffic circulation and flow patterns should be adjusted so not to overpower the pedestrian. Every effort to place bus stops at the main building entrances, connecting buildings with walkways, creating safe pedestrian street crossings should be encouraged.

Easy access to the Village Centre should also be a priority. A planted median on Sackville Drive in this location should be considered so to facilitate the overall movement of vehicular traffic to and from the Village. The number of new driveways or roads on Sackville Drive accessing the Village Centre should be limited to ensure traffic is well managed.

#### **Policy AVC-1**

**An Acadia Village Centre Designation shall be established as shown on Schedule 'A' - Generalized Future Land Use that shall:**

- (a) encourage the creation of a vibrant, pedestrian scaled, walkable, traditional downtown area where pedestrians and tourists can gather and participate in civic life;**
- (b) preserve and enhance the appearance of Sackville's civic, cultural and historic buildings and sites;**
- (c) re-instill a sense of local identity, community pride, and civic mindedness;**
- (d) encourage the redevelopment of inappropriate commercial developments next to Acadia School and Hall;**
- (e) create a streetscape distinctive from the rest of Sackville Drive;**
- (f) improve the visible and physical connection to Little Sackville River; and**
- (g) provide and maintain new public open space and linkages.**

#### **Policy AVC-2**

**Within the Acadia Village Centre Designation, an Acadia Village Centre Zone shall be established and applied to the lands shown on Schedule B. All uses in existence as of May 7, 2002 shall be permitted. Any re-use of an existing building shall be limited to Pedestrian Retail Zone uses.**

#### **Policy AVC-3**

**Within the Acadia Village Centre Designation, except for Acadia School, Acadia Hall, *accessory buildings and additions to existing buildings of 300 sq ft (27.87 m<sup>2</sup> or less) (RC-Apr12/05;E-May7/05)*, and existing single unit dwellings on Acadia Lane, all new commercial, residential, community or institutional developments, any expansion to existing commercial buildings and structures, or any redevelopment of a commercial site, shall be considered according to the**

development agreement provisions of the Municipal Government Act. In consideration of all development *agreement (RC-Apr15/05;E-May7/05)* proposals, a detailed Concept Plan(s) shall be submitted depicting the entire village centre and respective phasing plan. The Plan(s) shall identify all existing and proposed public and private streets(s), parking areas, public open spaces, including central park, pedestrian system (sidewalks and trails) and land use mixtures. Separate development agreements may be considered for individual components of the Acadia Village Centre concept, but only where each phase displays a clear relationship to the overall concept plan. In considering any development agreement, Council shall have regard to the following:

- (a) that land uses are limited to traditional village uses including, open space, institutional, residential, specialty retail, and pedestrian oriented commercial;
- (b) that the intensity of land uses concerning lot frontage, lot coverage, and building location (side yard, rear yard, frontyard setback) reinforce a sense of human scale and high density to distinguish the Village from the rest of Sackville Drive, as generally described and shown in Schedule 'D';
- (c) that adequate open spaces, including a central park, esplanade, board walks, paths and trails, and arcades are provided at each phase of development;
- (d) that new buildings are generally sited around the perimeter of a central park, esplanade or arcade;
- (e) that new or renovated buildings satisfy the architectural design guidelines as generally described and shown in Schedule 'D';
- (f) that greater priority is placed on the provision of walking and bicycle trails versus new surface parking lots;
- (g) that adequate pedestrian and cyclist amenities, such as seating, protected enclaves, and bicycle stalls are provided;
- (h) that public transit can be easily accessed;
- (i) that new access points on Sackville Drive are limited;
- (j) that the internal vehicular circulation does not conflict with free and easy internal pedestrian movement;
- (k) that on-street parking is provided;
- (l) that existing parking lots, such as the Downsview Park and Ride Facility, Downsview Complex parking, and the Library and Municipal Offices, are used to reduce on-site parking lots;
- (m) that street level commercial is provided in all new commercial and multiple residential unit developments;
- (n) that existing vegetation stands, including the pine tree stand found to the rear of the public library, are retained, where possible; and
- (o) Policy I-5.

#### **5.4.7 Land Assembly**

Given the limited amount of vacant land on Sackville Drive, there are very few areas where a Village Centre could actually be successfully developed. Because the development of a Village Centre is viewed as a critical component of Sackville Drive's future success, where lands within the Pedestrian Retail district become available, they should be secured and reserved for a Village Centre.

To reserve the lands, it may become necessary for a certain degree of land assembly to occur. Land assembly has been used effectively throughout HRM to reserve and consolidate lands, especially for park systems. Land assembly has also been used to provide an impetus for housing to take place in particular areas.

To develop a land assembly program for the Village Centre, a capital budget program would need to be established for purposes of banking these lands. The assembled lands could ultimately be resold to builders to construct the project as described above. The funds obtained from the resale would be put back into the fund for additional assembly projects.

#### **Policy AVC-4**

**A land assembly program shall be implemented to purchase and bank lands for purposes of facilitating a village centre on Sackville Drive.**

#### **5.4.8 Alternative Village Centres**

In the event that the redevelopment of the land surrounding the Acadia School and Hall does not look likely, an alternative location for the Village Centre concept should be considered. Although the proposed location is the most ideally situated for the reasons outlined above, there may be other areas along Sackville Drive that could be as suitable. One such area identified in the Sackville Drive Streetscape Design Study was the property known as PID# at the base of Riverside Drive. Given the intention of the Village Centre is to create a vibrant, civic, retail, commercial destination along Sackville Drive, a substantial portion of land would be required. Therefore, in consideration of alternative locations, an area of approximately 8 acres should be available. Moreover, the area should provide access to and from the Little Sackville River, and should be within a comfortable walking distance of the dense commercial retail found in the Pedestrian Retail and Downsview-Beaver Bank districts.

#### **Policy AVC-5**

**After three years from May 7, 2002, the development of an alternative location for a village centre may be considered in any designation. In consideration of an alternative Village Centre, Council shall amend the Land Use By-law and shall have regard to the following:**

- (a) that a contiguous land area no less than 8 acres, which may include land that currently supports existing civic facilities or public uses, is available;**
- (b) that a minimum frontage of 500 feet along Sackville Drive;**
- (c) that the proposed centre is not located beyond 2000 feet from either side of the Pedestrian Retail Designation boundary (Pinehill Drive and Riverside Drive) measured along Sackville Drive; and**
- (d) that immediate or indirect access to the Little Sackville River can be provided.**

#### **Policy AVC-6**

**Pursuant to Policy AVC-5, all development within the alternative village centre development shall be considered according to the development agreement provisions of the Municipal Government Act. Individual phases or components of the overall Village Centre concept may be considered. In consideration of any development agreement proposal, a detailed Concept Plan shall be submitted. The Plan shall identify all proposed streets(s), parking areas, public open spaces, including central park, pedestrian system (sidewalks and trails) and land use mixtures. In considering any such agreement, Council shall have regard to:**

- (a) Policy AVC-3; and**
- (b) Policy I-14.**

## **5.5 Pinehill - Cobequid Designation**

The Pinehill - Cobequid Designation runs from Pinehill Drive to Sackville Heritage Park at the Cobequid Road. This stretch of Sackville Drive serves as the second official entrance into Sackville. This area can best be characterized by its small single dwellings (some of which have been converted into small scale offices and retail businesses), several large scale businesses (Payzant's Home Hardware, Nothing Fancy Furniture Store, Farmer Clem's Farm Market, Access Cable, and Sports Traders) many used car dealerships, an auto auction, and a few large scale institutional uses (Rock Church, and the Gate of Heaven Cemetery).

### **Policy LD-1**

**A Pinehill - Cobequid Designation shall be established, as shown on Schedule 'A'- Generalized Future Land Use that shall:**

- (a) support and encourage development of specialized niche markets;**
- (b) encourage new residential opportunities;**
- (c) encourage a greater balance of commercial and residential uses;**
- (d) improve the visible and physical connection to the Little Sackville River;**
- (e) create a more recognizable entry into Sackville Drive;**
- (f) improve vehicular movement; and**
- (g) maintain low density appearance.**

#### **5.5.1 Supporting Existing and New Niche Markets**

Economically, used car lots are very attractive. In particular, they have been extremely profitable for individual car dealerships, and to the business community in general, who benefits from a broader consumer market drawn to Sackville.

The success of the used car lots on Sackville Drive can, in part, be attributed to the high concentration and grouping of lots. Many retail experts contend that grouping used car lots in relatively small areas is a very effective retail marketing strategy. In fact, this approach has been used extensively throughout the U.S., where it is called "used car power centres". Similar to its predecessors the "big box power centre" - used car lot power centres provide a broad range of products at competitive pricing, and convenient locations.

In recognition of the success of used car lots grouped in relatively confined areas, and the potential economic benefits to be derived, such uses should be encouraged within the Pinehill - Cobequid designation. However, despite these economic benefits, the community has argued that car lots have not come without a price. Used car lots are generally viewed to be visually unattractive. Further, it has been suggested that the poor visual image of most used car lots has contributed to the overall conveyance of a community that lacks a true sense of value and pride.

Therefore, to increase aesthetic appeal of the car lots, without jeopardizing the important curb-appeal, car dealerships should be required to limit public view of the cars on display. Specifically, dealers shall be encouraged to showcase a few select vehicles in a creative and attractive manner. Landscaping, and attractive site design shall be encouraged to minimize the public's view of "sea of parking". Moreover, the use of banners and pennants shall be prohibited as it is felt that these lend a "carnival" like atmosphere to the lots.

Furthermore, to improve the function of the used car lots, dealerships shall be encouraged to minimize and localize driveway entrances. Property owners should be encouraged to share entrances.

### **5.5.2 Car Related Uses**

In recognition of the value of used car lots, it is important that the type of service that would normally support these uses be close by. Therefore, it shall be the intention of this Plan to establish a Pinehill - Cobequid zone that encourages car related uses within proximity of the used car lots. These include service stations, automotive repair outlets, car washes, and trade and contracting services.

### **5.5.3 Balancing Commercial and Residential Uses**

Used car lots and related uses are recognized as a key component to the success of the Pinehill - Cobequid designation. However, creating a balance of uses is important to ensure the long term sustainability of this area, and to avoid perpetuating the problems that exist where a mix of uses has been discouraged.

One means for ensuring a greater balance of uses in this area is to introduce more medium and high density residential development. Although low density residential uses are found along the street, at present, medium and high density residential uses are basically absent.

Given the availability of land, significant natural spaces, and close proximity to the Park and Ride Facility, opportunities for new apartment and townhouse developments would be appropriately located in the low density area. Moreover, the new market for residential opportunities will likely rise as the life-spans of some used car lots diminishes due to the rising value of the land on which they sit. In addition, as the baby boomer population of Sackville continues to age, local demand for high quality townhouse and multiple dwelling projects is expected to increase.

Traditionally, apartments have been discouraged along Sackville Drive due to their high density appearance. The majority of high intensity residential uses do not relate well to the street, and do not provide adequate open space. In addition, parking lots are typically sited at the front of properties, and lack adequate green space creating very harsh transitions between the public and private realms.

Consequently, although encouraging a mix of residential and commercial uses is important, equally important is the need for effective controls concerning the siting and design of new apartment or townhouse projects. Specifically, new projects should enhance the overall appearance of the street through the application of common design themes and ensuring an appearance of quality. Buildings should be sited to provide significant landscaped courtyards that are visible from the street. Landscaped buffers should also be provided to create a visual separation between existing uses and unsightly components of the projects.

### **5.5.4 Maintaining a Low Density Appearance**

Most of the vacant serviced land along Sackville Drive is found in the Low Density Designation. In addition, a large cemetery consumes a significant portion of frontage in the Pinehill - Cobequid district. Collectively, these assets help to convey a “low density” appearance at this end of the street.

In addition, many attractive single unit dwellings are scattered along this portion of the street, which also help to convey a low density appearance. Many of these dwellings have been converted to small business offices. Consequently, conversion and reuse of these dwellings should be encouraged so to ensure the low density character is retained.

Because the majority of new building activity is occurring in this area, and development pressures continue to persist, maintaining the low density appearance will become more difficult. Therefore, controls on the building scale and bulk should be required to preserve and enhance a low density appearance.

#### **Policy LD-2**

**Within the Pinehill - Cobequid Designation, a Pinehill - Cobequid Zone shall be established and applied to the lands shown on Schedule B. The Zone shall permit a mix of commercial, institutional and residential use, and emphasize car related uses. The permitted land uses shall include, but not limited to, automotive repair outlets, car washes, service stations, retail, food, personal service, offices, schools, banks, restaurants (full service, take-out, drive-thru), commercial entertainment, and motel and hotel uses. The Zone shall permit *one and two residential units where accompanied by commercial uses, (RC-Apr12/05;E-May7/05)* multiple and townhouse uses. Townhouse dwellings shall be grouped and may be developed on private roads. All uses in existence as of May 7, 2002, shall be permitted.**

#### **Policy LD-3**

**For properties within the Pinehill-Cobequid designation, outdoor display courts shall be a permitted use; however, shall be considered by way of site plan approval through the Land Use By-law. Site plan approval criteria and general provisions shall be established in the Land Use By-law to regulate the: location of the building and structures; location of display areas; location of walkways and other means of pedestrian access to and through the site; location of outdoor lighting; and location of service bays. (RC-Sep5/06;E-Oct7/06)**

#### **Policy LD-4 - Deleted (RC-Sep5/06;E-Oct7/06)**

#### **Policy LD-5**

**Existing residential buildings shall be converted and reused, where feasible.**

#### **Policy LD-6**

**Within the Pinehill - Cobequid Designation, new commercial developments exceeding a building footprint of 15,000 square feet, or any proposed expansion to existing commercial developments that currently exceed a footprint of 15,000 square feet or would result in a building greater than 15,000 square feet, shall only be considered by development agreement according to the provisions of the Municipal Government Act. In considering any such agreement, Council shall have regard to the following:**

- (a) that commercial uses are limited to those permitted within the Pinehill - Cobequid Zone;**
- (b) that the primary facades(s) of all new buildings facing Sackville Drive do not exceed 75 feet in width;**
- (c) that safe and comfortable pedestrian movement is provided within the site;**
- (d) that existing vegetation stands are retained, where possible;**

- (e) that in lieu of new driveway openings, alternative access and egress options have been considered, such as shared driveways or parking lot easements.
- (f) that notwithstanding (e), where alternatives are infeasible, that the use can be accommodated by a maximum of one driveway opening per 100 feet of street frontage;
- (g) that any new driveway is located so that its opening abuts an existing driveway;
- (h) that traffic access management principles have been considered; and
- (i) Policy I-5.

### 5.5.5 30 Old Sackville Road

Pursuant to a decision of the Nova Scotia Utility and Review Board, in August 2001, the property known as 30 Old Sackville Road was rezoned from R-1 (Single Unit Dwelling) Zone to C-3 (Commercial Corridor) Zone.

The C-3 Zone within the Sackville Land Use By-law enables a minimum lot area of 6,000 square feet and a set back of 20 feet. However, in the context of the Secondary Plan, these property guidelines would no longer apply. Rather, within the Secondary Land Use By-law, a minimum lot area of 10,000 square feet is required.

In recognition of the public and legal process that has occurred concerning the property known as 30 Old Sackville Road, smaller commercial lots would be reasonable.

#### Policy LD-7

**For the property identified as 30 Old Sackville Road (PID#: 40010241), the lot area and front yard setback provisions established under the Pinehill - Cobequid Zone shall be reduced to a minimum lot area of 558 m<sup>2</sup> (6,000 sq. ft.) and a minimum frontyard setback of 6.1m (20 feet).**

### 5.5.6 Sackville Cross Road

Although Sackville Cross Roads is somewhat removed from the primary commercial strip, it functions as an extension of Sackville Drive supporting a broad range of commercial uses. For the most part, the commercial activity is relegated to one side of the street, but extends almost its entire length. The uses on the street include a recycling depot, small offices, community facilities, multiple dwellings, and an automotive repair facility.

Similar to Sackville Drive, the street lacks any true sense of cohesion and visual identity. A strong tie or connection between Sackville Drive and Sackville Cross Road is also lacking. In recognition of the poor relationship, there is a greater need for directional signage on Sackville Drive to encourage potential customers to enter this portion of the commercial area.

#### Policy LD-8

**In recognition of the important contribution and relationship the commercial uses found on Sackville Cross Road have made to Sackville Drive, the Pinehill - Cobequid Zone shall be applied to all land uses as shown in Schedule B in order to foster a mutually supportive and compatible relationship.**

## **PART 6: Streetscape Design Guidelines**

This Secondary Plan is predicated on the recognition of the vested value in creating an identity for Sackville Drive. In fact, promoting an unique or local identity in suburban commercial districts has shown to be both economically and socially beneficial. Specifically, unique, visually attractive streetscapes encourage more government investment in public amenities and infrastructure, attract new businesses, encourage longer visits in the community, and increase tourism.

The potential benefit derived from an attractive commercial streetscape is not the isolated view of only a few vocal residents, but broadly represents the views of the public, business and government alike. In 1995, many businesses along Sackville Drive were surveyed to reach a better understanding of the issues confronting them. Approximately 70% of the businesses surveyed suggested the appearance of the street was one of the most significant deterrents to business. Consequently, it was recommended that greater efforts be placed toward improving the overall appearance of the street.

Since streetscape elements are central for fostering community image, preserving culture and heritage, and fostering an economically viable commercial area, streetscape design should be a major element in the Secondary Planning Strategy. Specifically, detailed streetscape design guidelines should be established and applied along the entire length of Sackville Drive. The ultimate goal of the guidelines is to create a cohesive, attractive and safe street.

### **Policy SS-1**

**Streetscape Design guidelines shall be established within the Land Use By-law to foster a cohesive, attractive and safe street. The guidelines shall address all aspects of the streetscape related to signage, architecture, landscaping, and parking.**

### **6.1 Signage**

The proliferation of commercial signage found along Sackville Drive is often blamed for the visual clutter that persists. Sign clutter is certainly not unique to Sackville Drive, rather it is quite common throughout most North American commercial strips. In fact, sign clutter is commonly viewed as the greatest challenge facing communities wishing to improve a commercial streetscape's visual appearance.

In Sackville, sign clutter can be linked to a historically lenient approach to sign control. Although a certain degree of control has always been in place, regulators historically chose to limit the level of controls placed on businesses along Sackville Drive. This approach was adopted based on a view that limited restrictions would ultimately attract more businesses to Sackville Drive.

Unfortunately, this approach to regulatory approach reflects an unawareness of the type of benefits that can be derived from a sound regulatory framework. Evidence has shown that a well planned and coordinated sign program can contribute to a commercial strip's overall visual attractiveness and viability.

Issues related to commercial signage on Sackville Drive can be broadly categorized as follows:

- (1) proliferation of signage;
- (2) lack of identifiable and uniform signage treatments;
- (3) visual clutter created by excessive signage; and
- (4) lack of compatible and complementary signage to building design and architecture.

### **6.1.1 Reducing Sign Proliferation**

The clutter of signs is one of the single largest problems on the street, and the proliferation has compromised their legibility. To make commercial signage more meaningful, the number of permitted signs should be reduced. Specifically, the permitted number of signs should be reduced from 3 signs for each premise, where each business is considered a separate premise, to a maximum of 2 signs. Typically, this would allow one fascia sign per business and one freestanding sign per business. This rule is also applicable in instances where several businesses occupy a multiple tenancy building.

The continued application of on-premises temporary signage should also be discouraged to reduce the overall number and clutter of signs. Moreover, the application of portable temporary signs, such as the day-glow letter signs, which are seen as one of the biggest problems on Sackville Drive, should be limited.

In recognition of a need for short term advertising opportunities, changeable copy signs should be encouraged in place of temporary or portable signs. Changeable copy signs could be permanent in nature, and provide a level of uniformity to the streetscape that would not be achieved through temporary signs. However, changeable letter signs should be included as part of a building or a permanent sign structure.

Another alternative portable sign that could be employed is the “sandwich-board”. These A-shaped signs, which are movable by one person, would be very appropriate on Sackville Drive, where the flow of pedestrian traffic is not impeded or a driver’s visibility restricted.

### **6.1.2 Increasing Compatibility**

The size, proportion, and scale of signs contribute to the overall perception of uniformity and appropriateness. For instance, signs of disproportionate scales, or that extends above the roof line and cover architectural details, columns, or windows, are incompatible in the manner in which they compete with a building.

Signs should be treated as an important component of the design concept for the building architecture and site. Usually, the most effective signage is compatible with the proportion, size, location, and background. For instance, the size of fascia signs should correlate with the length of the wall for each business on which the sign is affixed. However, signboards treated as an integral part of a facade should be permitted to exceed the area restrictions described above. Such signboards should run above the ground-floor windows, and extend the entire length of the facade.

Regulations to prevent ground signs from exceeding a specific area for each lineal foot of wall of the main building should also help. The maximum number of ground signs per business should be

limited to one. For permanent ground signs, landscaping at the base of the sign should be required. Setbacks for sign bases should be increased to ensure that they do not intrude on the pedestrian environment.

### **6.1.3 Increasing Identity and Uniformity**

There is a need to create a more identifiable and uniform approach to on-premise business signs. For instance, incorporating a simple, stylized “S” logo into all public signs would promote a sense of identity. An “S” is fitting for Sackville Drive in that it represents both the sinuous nature of the river and the street. This type of initiative promotes a sense of place and local identity, and should be encouraged in the new sign program.

The “S” logo could be easily incorporated into any sign on HRM property. The “S” logo would also be an appropriate element within street signs. In addition, the two existing gateway signs (Downsview Designation and Pinehill - Cobequid Designation) should be replaced with new gateway signs that include the “S” logo. This dynamic image expresses a positive message for Sackville that focuses on the river. It also introduces some streetscape theme elements and provides opportunities for temporary messages to be used.

Another example of an identifiable logo or theme is the incorporation of regional or historical names in public and private signage. The Atlantic SuperStore, for example, has adopted this approach by incorporating the name “Lower Sackville” in an otherwise corporate identity fascia sign.

To require legally that all businesses incorporate the “S” logo is not possible, however, it is anticipated that the Business Improvement District Commission could work with businesses to encourage this practice.

#### **Policy SS-2**

**Within the Land Use By-law provisions shall be established to regulate signage in all Zones on Sackville Drive. Sign controls shall address the nature, size, location, number, and type of signs (including signboards, projecting signs, canopies, and window signs) as well as their illumination. The primary intention of the sign controls shall be to:**

- (a) prevent the chaotic proliferation and avoid the visual clutter created by excessive signage;**
- (b) create an identifiable and uniform signage program for Sackville Drive;**
- (c) promote building-mounted signage compatible with, and complementary to, building design and architecture; and**
- (d) identify place, name and product, and provide price, service and directional information. (RC-Sep26/06;E-Nov18/06)**

#### **Policy SS-3**

**HRM Council shall, through the Land Use by-law for Sackville Drive, adopt sign provisions that ensure consistency. (RC-Sep26/06;E-Nov18/06)**

## **Temporary Signage:**

**In recent years, HRM has received a number of complaints regarding signage throughout the region, especially along major transportation routes. Most of the concerns raised with signage deal with the location, number, and maintenance of mobile signs, sandwich boards, posters, inflatable signs, planter box type signs, and banners (known as Temporary Signs). To address the lack of adequate sign provisions and effective enforcement tools for temporary signage, HRM established a license by-law under the Municipal Government (HRM By-law S-800). Therefore, any reference or provision relating to temporary signs within the land use by-law is superseded by the provisions of By-law S-800.**

**Policy SS-4 Further to Policy SS-2, the land use by-law shall not contain sign provisions for signs regulated under HRM By-law S-800 (A By-law Respecting Requirements for the Licensing of Temporary Signs).**

## **6.2 Architecture**

Sackville has established itself as a heterogeneous mixture of building forms, proportions, colours, and materials. Corporate prototypical designs proliferate across the landscape that are detrimental to community aspirations and sense of place. These structures generally do not contribute or integrate with their surroundings.

Conventional commercial franchises pose serious challenges with preserving the visual integrity of Sackville Drive's streetscape. Specifically, many existing buildings along Sackville Drive deploy the standardized image or architecture applied from town to town. As a result, there has been a loss of community character and cultural distinctiveness that accompanies this "cookie-cutter" architecture.

To reverse these trends, architectural guidelines should be established to direct the future development of all new, renovated, or expanded buildings along Sackville Drive. The primary purpose of architectural guidelines would be to produce buildings that depict a consistent architectural theme reflecting the broad community values and to reinforce human scale.

### **6.2.1 Develop a consistent architectural theme**

The architecture of Fultz House and other older residential properties along the street has the greatest influence on the Community's perception of "beauty". Therefore, these structures should be used as the foundation for the street's architectural theme.

As for the application of a consistent architectural theme, existing and future retail trends must be acknowledged. For instance, designing all new or renovated buildings in an exact likeness to the Fultz House is not feasible nor desirable. Rather, important architectural elements from the Fultz House should be incorporated so to ensure attractive buildings that elicit positive responses.

Certain design elements will elicit a greater response than others. In considering the Fultz House, the scale of the architecture seems to elicit the greatest response. In particular, the specific elements

of the building that influences the perception of scale, such as the facade, roofline, and height provides clues about how to interpret the visual quality of the building.

### **6.2.2 Reinforcing a Sense of Human Scale**

The length of a building's facade significantly influences the perception of scale. For instance, where a wall is too long it creates an overwhelming sense of mass and scale. To reduce the sense of mass without actually limiting the size of the building, specific design features should be incorporated. For instance, wall plane projections or recesses should be provided for all building walls greater than 100 feet in length. Further, architectural features and patterns that provide visual interest at the pedestrian scale and incorporate local character detailing, while avoiding massive aesthetic effects, should be incorporated. Repetitive elements at intervals, either horizontally or vertically, should also be applied.

Consideration should also be given to the rear and side building walls adjacent to highly visible streets or public spaces. These elevations should show a level of articulation consistent with the front elevation by carrying the primary design features around all visibly exposed sides. Where these design provisions cannot be applied due to building codes or internal function, blank window or door openings should be used to articulate the walls.

Variations in the roof plane should be used to add interest to, and reduce the massive scale of large buildings. Roof shapes should be compatible with, and complement the character of neighbourhood buildings.

Roof offsetting should be encouraged to avoid the effect of long, single roof lines. Specifically, the use of parapet roofs would not only be an effective design tool for concealing rooftop equipment, but to add visual interest and to break up the monotony of long roof lines.

**The height of a building will also influence one's perception of scale. Medium rise form is encouraged. High rise form maybe considered for large sites subject to appropriate shadow impacts, wind analysis, views, skyline impacts, relationship to surrounding building and street proportion by a development agreement. (RC-Sep5/06;E-Oct7/06)**

Creating a sense of human scale would be accomplished by encouraging street level entry. Entry features should include canopies, porticos, overhangs, recesses, projections, peak roof forms and gables. To create a sense of individuality for strip malls, different architectural treatments should be applied for each individual store front including lintels, pediments, pilasters, columns, porticos, porches, overhangs, railings and balustrades.

Facade treatments also influence the perception of scale. All facades should have arcades, display windows, canopies, awnings or similar features along their horizontal length.

#### **Policy SS-4**

**Within the Land Use By-law provisions shall be established to regulate building architecture in all Zones. The controls shall address building size, lot coverage, facade treatments, roofs, and entryways. The primary intent of the architectural guidelines shall be to:**

- (a) establish a common architectural design vernacular for Sackville Drive;**

- (b) reinforce a sense of human scale;
- (c) foster individuality and sense of place; and
- (d) improve the overall aesthetics of Sackville Drive.

**Policy SS-4 (a)**

**Within all designations, buildings over 50ft (15.24m) in height above established grade shall only be considered by development agreement in accordance with the provisions of the Municipal Government Act. In considering any such agreement, Council shall have regard to the following:**

- (a) Building shall be oriented to the street and transit services and primary entrances shall be orientated to the sidewalk and primary pedestrian ways;
- (b) in a multiple unit dwelling compatible commercial use may be required at street level and adequate recreation and amenity space shall be provided;
- (c) compatibility and impact on the surrounding built form, lands uses and residential areas;
- (d) microclimate issues such as wind, solar orientation, and shadowing;
- (e) pedestrian street level activity shall be encouraged through, but not limited to, the incorporation of outdoor cafes and ground floor uses. Consideration shall be given to weather protection for pedestrians;
- (f) incorporation of building setbacks at various levels to reduce the visual impact of the height and mass in relation to the surrounding built form;
- (g) landscaping complements shall reinforce circulation paths, highlight entrances, provide shade, and add seasonal interest and designed for appreciation by pedestrians, bicyclists and motorists. Adequate landscaping features and/or street trees should be provided around the perimeter and throughout the site of the development to enhance the aesthetics of the site;
- (h) incorporation of streetscape elements and furniture;
- (i) traffic circulation and access to and from the site should be designed to minimize adverse impacts on the adjacent residential uses and street network;
- (j) significant natural and cultural features on the site should be identified and protected where appropriate;
- (k) lighting shall be designed to provide security, safety, and visual appeal for both pedestrians and vehicles while ensuring minimal impact on adjacent properties;
- (l) the provisions of Policy I-5 be met.

**(RC-Sep5/06;E-Oct7/06)**

**6.3 Parking Lots and Driveway Entrances**

The automobile prevails along Sackville Drive, and its dominion extends well beyond the street with acres of accompanying parking lots. Although, parking is a necessary part of suburban commercial developments, and will continue to demand a great deal of space for the future, the location, design and appearance of parking lots could be better.

Conventional regulatory provisions have enabled large expanses of poorly designed parking lots throughout Sackville. The large expanses of parking often create alienating scales for pedestrians due to the extended separation distance between the street from the commercial buildings. A lack of physical separation between parking lots and sidewalks has resulted in overhanging bumpers from

parked cars and trucks, forcing pedestrians off sidewalks onto grass strips, and in some cases onto the roadway. The width and profusion of driveway entrances along the street also disrupt the continuity of the sidewalk system and tend to give the car dominance over the pedestrian.

To satisfy parking needs while simultaneously fostering an attractive and functional streetscape, parking lot design guidelines should be adopted. The primary intent of these guidelines shall be to:

- (a) minimize the visual impact of the cars on public streets, spaces and residential properties;
- (b) ensure easy and safe access and egress to and from the parking lots; and
- (c) reduce conflict between pedestrians and vehicles.

### **6.3.1 Minimizing Visual Impact of Cars**

In reducing the visual impact of cars, the location of the parking is a very important consideration. Specifically, the space between a building and a public street or space should be preserved for pedestrians, whereas the sides and rear of a building should be encouraged for parking.

Screening the parking lots is also effective at minimizing the visual impact. Specifically, screening lots would best be accomplished through the incorporation of a landscaped buffer surrounding any area in which several cars will be parked.

Besides peripheral screening, intermediate screening should be required within very large parking lots. This screening would relieve its overwhelming scale by providing division and delineating and defining parts of the larger lot. The need for intermediate screening is, however, equally important for lots that may not be vast, but are used only on specific days, such as for churches, schools, government buildings, or even shopping centres.

### **6.3.2 Ensuring Easy and Safe Access and Egress**

Driveways are a very important element to regulate in any suburban community, and this is particularly true for Sackville Drive. Motorists on Sackville Drive face considerable risks due to the numerous driveway openings and lengthy curb cuts. Driveway openings should be limited in both width and number. A maximum number of driveway openings per lot should be established.

Any system of shared driveway entrances should be encouraged, and should be planned for the ends of properties instead of the middle. New developments beside existing developments should be encouraged to acquire the right to share the use of the existing driveway.

### **6.3.3 Minimizing conflict between pedestrians and vehicles**

Parking lots will influence the effectiveness and comfort level of a pedestrian circulation system. For instance, where cars immediately abut a sidewalk, they often encroach into the sidewalk area, creating an unpleasant and unsafe pedestrian environment. Therefore, all parking lots should be designed to include a perceptible measure of “insulation” between the sidewalk and the lot. This insulation could be a grass verge, a small hedge, a simple fence, a low wall, or a grade change.

Pedestrians should also be able safely walk down the street without any threat to their sense of security on the sidewalk, no matter how subtle or subconscious the threat may be. Cars that would

potentially conflict with pedestrians should be immediately distinguishable from those that would not. For instance, a clear distinction should be drawn between cars temporarily parked versus those permanently situated for purposes of sale or display.

In large parking lots, clearly defined pedestrian circulation systems should be required. These should be either completely or partially separate from the internal vehicular circulation system. To help define these routes and clearly and unmistakably to separate them, landscaping should be used.

#### **Policy SS-5**

**Within the Land Use By-law provisions shall be established to regulate the provision of parking lot and driveway in all Zones, except the Acadia Village Centre Zone. The size, location, number, and type of parking lots and driveways shall be addressed. The primary intention of parking lot and driveway controls shall be to:**

- (a) improve the appearance of parking areas;**
- (b) encourage the provision of side and rear parking;**
- (c) limit the amount of parking in front yards;**
- (d) increase frontyard landscaping; and**
- (e) encourage shared driveways**

#### **6.3.4 Variance of Parking Space Requirements**

**As a means of ensuring development is not limited or discouraged due to parking space requirements variances to these requirements may be considered in accordance with the Municipal Government Act. (RC-Sep5/06;E-Oct7/06)**

#### **Policy SS-5(a)**

**Within the Land Use By-law parking space requirements may be varied in accordance with Section 235 (2) of the Municipal Government Act. (RC-Sep5/06;E-Oct7/06)**

### **6.4 Landscaping**

Landscaping is an effective design tool for relieving the harshness and unpleasantness of unsightly suburban streetscapes. All too often, however, landscaping is a forgotten aspect in the development process.

To ensure landscaping is used appropriately and consistently along the street, landscape guidelines should be established to direct future development on all private and public properties along Sackville Drive. The goal of landscape design is to direct attention away from the harsh and unattractive commercial suburban development along the street. The primary intent of the guidelines shall be to:

- (a) foster a level of consistency on the street;**
- (b) soften the effects of parking areas and other unsightly features;**
- (c) accentuate the building and site;**
- (d) heighten the distinction between spaces;**
- (e) strengthen a sense of movement and space; and**
- (f) aid and direct vehicular and pedestrian circulation and encourage pedestrian interaction.**

A primary problem with Sackville Drive is the varying building scales and setbacks fail to convey a consistent frame of reference, thereby evoking a disoriented and negative perception of the street.

To reduce this effect, all open unpaved spaces such as the front, side and rear yard setbacks, should be landscaped. Such landscaping would provide a needed level of consistency and visual continuity along the street.

Specifically, a landscaped setback should be established along Sackville Drive to create more continuity. Although this approach is completely contrary to that of an urban streetscape where setbacks as large as this are often discouraged, a wide buffer of this scale is generally more reflective of a suburban community. **(RC-Sep5/06;E-Oct7/06)**

Street tree planting should be used for achieving a consistent frame of reference and to foster a sense of human scale. Tree planting along Sackville Drive should be limited to areas behind the sidewalk in the right-of-way, on the boulevard and on private property.

To ensure trees have a long and healthy life, proper planting procedures should be followed. Choosing the tree species that can tolerate these conditions is the critical first step. A variety of species should be planted to resist disease better. The Land Use By-law should include a list of suitable species for Lower Sackville and identify the plant's characteristics and recommended planting locations along the street.

The size of a building, the width of a street, and the parking should influence the scale of the landscaping provided. Specifically, the sense of building scale can be reduced by using a limited plant palette with skillfully arranged massing of similar plant materials, especially along street frontages and at vehicular entries. Further, except internal courtyards, small scale, residential garden landscaping should not be used for commercial developments on Sackville Drive.

#### **Policy SS-6**

**Within the Land Use By-law provisions shall be established to introduce landscaping in all zones. Landscape controls shall address the number type, material and location of landscaping.**

**The primary intention of the controls shall be to:**

- (a) improve the appearance of land uses;**
- (b) create a pleasant and attractive environment;**
- (c) screen parking lots from the street;**
- (d) minimize the visibility of unsightly uses;**
- (e) provide street trees and more green spaces; and**
- (f) create transitional zones between residential and commercial uses.**

#### **6.5 General Streetscape Elements**

Besides the streetscape elements described in the preceding sections, several general streetscape elements are necessary to ensure the overall vision for the street is achieved. These elements include furniture, lighting, street trees, banners, artwork, statues, cenotaphs, etc. Because these uses are traditionally found within the public right-of-way, and generally do not coincide with specific land uses, the introduction of such elements will result primarily from the effort of local businesses, community associations, and business commissions. The Action Table identified in Part 10 of the Plan outlines several projects to encourage the introduction of general streetscape elements.

## **PART 7: Little Sackville River**

Within the Secondary Plan area, the Little Sackville River traverses the boundary at or near only a few key locations (Riverside Drive, Sackville Cross Roads, Pinehill Drive, Armoyan Drive, and along the back of the cemetery). Since most of the river and floodplain is outside the boundary of the Secondary Plan, the Sackville Municipal Planning Strategy and Land Use By-law will continue to guide development in and around the river. It should be noted that the policies and regulations currently contained within these documents are slated for review in 2002. The focus of this review will be to ensure that policies and controls are relevant and correspond to the recent floodplain mapping exercise undertaken with the Little Sackville River Floodplain Study.

Nonetheless, it is acknowledged that the Little Sackville River has been, and will continue to be, an important influence in shaping Sackville Drive. Specifically, the river's social, physical, cultural and economic opportunities will undoubtedly have a profound influence on the future of Sackville Drive. Therefore, the Plan's goals and objectives must acknowledge the significance of the River and the many opportunities it provides.

### **7.1 Improving the River's Environmental Integrity**

As development and redevelopment continues along Sackville Drive, the impact on the Little Sackville River will be significant. Specifically, the manner in which a particular site on Sackville Drive is designed will fundamentally affect its hydrology and ultimately influence the quality of the stormwater entering into the Little Sackville River.

Good environmental planning integrates site design and stormwater quality management into one process.

Although recapturing the historic hydrological conditions of developed sites along Sackville Drive is never possible, there is an ability to ensure that any future site development or redevelopment is designed to reduce further impact on the river. Moreover, there may be opportunity to improve the design of existing sites that could ultimately improve the overall condition of the stormwater entering the Little Sackville River.

A key opportunity for reducing the impact on the Little Sackville River and improving its overall environmental integrity would be to provide adequate water setbacks and buffer zones. A buffer would protect watercourses from erosion, sedimentation and contamination from adjacent development. A buffer would also ensure existing natural systems remain in place to handle surface runoff, provide passive recreation corridors, and wildlife habitats. Significant natural buffers would also minimize the risk of water quality reduction caused by erosion and sedimentation during construction.

#### **Policy LSR-1**

**Within all designations, no infilling of watercourses, wetlands, or flood plains shall be permitted except required stream crossings, and arcades, esplanades, board walks, open spaces, and recreation uses, or where absolutely required for road and utility access to development permitted by the land use By-law.**

### **Policy LSR-2**

**Within all designations, no development (including the erection of a structure, the clearing of vegetation or the alteration of existing grades) shall be permitted within a buffer zone of undisturbed ground and vegetation that extends 100 feet from all watercourses and wetlands, including floodplain, except required stream crossings, and arcades, esplanades, board walks and opens pace and recreational uses. Provision shall be made for 50 feet buffer zones on lots in existence as of May 7, 2002, would be made unreasonably affected by the 100 feet requirement.**

### **Policy LSR-3**

**Every effort shall be made to ensure that vegetation remains undisturbed on steep slopes.**

### **Policy LSR-4**

**HRM shall seek ways to mitigate any negative impact of runoff and storm sewer from existing development on surface water resources in the Little Sackville and Sackville River's watershed.**

#### **7.1.1 Pervious Surface**

One important site design consideration is the provision of pervious surfaces on-site. The greater the amount of impervious surfaces, the more difficult it becomes to sustain the natural rate of surface runoff, which ultimately affects the integrity of the river system.

A good practice, therefore, is to limit impervious surfaces to no more than 25% of the gross area of the proposed development. However, because most properties along Sackville Drive are developed, and already exceed this recommended amount, efforts should be concentrated on simply reducing the existing amount of impervious surfaces.

### **Policy LSR-5**

**Within the Land Use By-law a minimum pervious surface requirement shall be established and applied to all zones.**

#### **7.1.2 Erosion and Sedimentation Control**

Erosion and sedimentation control is a critical element in good site design. To control the adverse effects of sediment (and attached phosphorus), controlling erosion strictly will be essential. This means that development must be designed and carried out with erosion minimization as a primary criterion.

### **Policy LSR-6**

**Within the Land Use By-law an Erosion and Sediment Minimization Plan shall be required for all Zones. The sedimentation and erosion control measures shall be employed where a vacant lot exists or change in grade is proposed. The Plans shall show the proposed erosion and sediment controls to be employed, where the measures will be found, the timing of installation (before construction begins), the inclusion of drainage controls up-slope of the construction site; inspection and monitoring, and timing of removal (after the entire site has been stabilized).**

### 7.1.3 Stormwater Management

As Sackville Drive continues to develop there will be a need for stormwater to be controlled to remove sediments and phosphorous. However, more important, given the significant amount of developed land already along Sackville Drive, opportunities to incorporate stormwater management techniques at the redevelopment or reconstruction phases of projects, is important. Consequently, stormwater management techniques that are effective for remediation should be identified and encouraged.

#### **Policy LSR-7**

**Within the Land Use By-law, specific stormwater mediation measures shall be established and applied to all Zones. These measures are intended to improve water quality entering the Little Sackville River.**

### 7.2 Fostering a Greenway

A key goal of the Secondary Plan is to encourage more of the pedestrians living within walking distance of Sackville Drive to give up their private automobile and to walk to the street. This ultimately would help to reduce the amount of local traffic congestion along the street, and improve traffic movement and efficiency.

The Little Sackville River is configured so that a physical separation between Sackville Drive and significant amount of residential subdivision. A river trail system, therefore, could be key to fostering more pedestrian movement between the subdivisions and the street.

At present, the Sackville Rivers Association has developed a detailed concept plan for a trail along the river's edge. This trail was identified in the "HRM Regional Trails Project" document completed by Gordon Radcliffe Landscape Architects and Griffiths Muecke Associates in 1997 as key component of HRM's integrated trail system.

Specifically, a multi-use trail system of approximately 15.5 kilometres in length with 3.4 kilometres in footpaths, is envisioned for these rivers. As for the proposed routing, the Sackville Rivers Association has developed a plan that follows an area on both sides of the river. Moreover, given that approximately 80% of the land next to the river is within the confines of a municipal service easement, the SRA has been actively working toward securing public access to this right-of-way for purposes of the trail. The remainder of the lands by the river is within private ownership.

Beyond the lands within the municipal easement and those in private ownership, the SRA proposes to use the existing parks, sidewalk system, road ways and public properties for purposes of facilitating the trail. Specifically, the south end of the trail is proposed to begin at Fish Hatchery Park in Bedford, and would continue from here through several shopping centres, and sports fields. From there the trail would cross the National Defence lands and along a Nova Scotia Power easement. The trail would continue along parts of the Old Sackville Road and connect with several residential streets and sidewalks.

### **Policy LSR-8**

**In recognition of the importance of a contiguous trail system along the river between residential uses and Sackville Drive, HRM shall support the Sackville River Association toward the achievement of the Sackville River and Little Sackville River Trail Systems.**

### **7.3 Increasing Public Awareness of the River**

To ensure the long term sustainability of the Little Sackville River, recognizing how their actions may affect the river is important for the public. At present, despite the River's proximity to Sackville Drive, its historical and environmental relevance goes virtually unnoticed by most residents. This is due largely to the fact that the river is basically invisible and inaccessible from the street. As a result, the river is not a part of the community's conscious. To improve the overall awareness of the river, and its social, physical and environmental significance, this Plan should encourage a number of projects on the street.

One project that would improve the overall awareness of the river from Sackville Drive, and ease fish passage and increase habitat for urban wildlife upstream, is the construction of a bridge over the Little Sackville River. Currently, two large 5-6' diameter culverts connect the river under the road. The inverts of these culverts are too high to allow fish passage and they are too small to provide trail passage along the river. As a result, trail users will be forced to cross Sackville Drive at a very busy intersection.

Not only would a new bridge be more aesthetically pleasing, but simply by driving or walking over the bridge one's awareness that they are crossing a river would be increased. A look off on the bridge would provide accommodating view of the river and future parkland. The bridge would also serve to convey a positive image of the street that could be further enhanced through use of banners and bridge lighting for this important new urban icon.

Besides the bridge, other opportunities for observing the river should be encouraged. One idea is a series of observation platforms that would overlook the Little Sackville River and the river valley flood plain. Some platforms could have binoculars for a close up view of the wildlife in surrounding trees. There may be one in a storm water pond with a glass bottom so fish and other underwater life can be observed. These platforms will provide a great source of information and education about the wildlife around us while being enjoyable also.

An opportunity for the development of a River Centre also is an exciting opportunity for education and research. The river centre could act as a hub of watershed planning, river restoration techniques and hydrological sciences for all of Nova Scotia. The success of the Sackville Rivers Association in restoring parts of the Sackville River would give credibility to such a facility. Educators and community groups could come to learn about the latest watershed protection and stream enhancement approaches. The centre would house a library of hydrological science information while part of the centre could be a river interpretive centre. A fluvarium (a glass window next to the river) would provide views into an active part of the river on the inner thalweg bend.

### **Policy LSR-9**

**Where possible, new public awareness and education opportunities for the Little Sackville River, such as a new bridge, observation platforms, and a river centre, shall be encouraged as generally described in the Action Plan.**

### **7.4 Little Sackville River Floodplain**

Land within the Downsview-Beaver Bank Designation that supports a series of stormwater ponds that serve the entire Downsview Complex development comprises part of the Little Sackville River's "floodway" and "floodway fringe". The floodway is a part of the flood risk area that is expected to flood completely on average once in 20 years. The floodway fringe is higher and generally outside the floodway, but can be expected to flood completely once in 100 years. The reason for defining the floodrisk areas is based on a premise that such areas are unsuitable for development. Consequently, limiting the type of development on these lands, thereby maintaining natural stormwater drainage patterns, should be encouraged.

### **Policy LSR-10**

**Within the Downsview-Beaver Bank Designation, a Flood Plain Zone shall be established under the Land Use By-law. The Zone shall permit conservation, storm water engineering, recreation and parks uses, including board walks, arcades and esplanades. Any structures intended for human habitation, whether permanent or temporary, shall be prohibited.**

### **Policy LSR-11**

**In recognition of the community's desire to create a public wilderness park on Sackville Drive, and the need to limit development within the floodplain, the lands owned by Atlantic Shopping Centre that are within the floodplain of the Little Sackville River, and support the Downsview Complex stormwater pond system, shall be zoned Floodplain Zone.**

## **PART 8: COMMUNITY PARKLAND/OPEN SPACE**

Parks are vital parts of any community. Residents and tourists alike need parks and open spaces where they can enjoy a variety of sensory experiences, engage in physical activity, or simply relax. Yet simultaneously, these elements can serve to protect the natural environment. Therefore, the provision of open space and recreational opportunities is an important component of this Secondary Plan. Participation and interest in recreation and leisure opportunities will likely continue to grow, thereby placing a greater emphasis on the provision of more and varied recreation activities and facilities.

### **8.1 Preserving Open Space for Public Use**

Despite the continuous development pressure along Sackville Drive, there remain several, very attractive, parcels of undeveloped land along Sackville Drive and in some instance, next to the Little Sackville River. These vacant lands should be maintained and preserved for public enjoyment as they provide much needed green space along the street and foster a sense of place and identity. Moreover, a few of these parcels are ideally situated to foster linkages and connections between Sackville Drive and the river plus surrounding residential subdivisions.

#### **(a) Pinehill Lands**

One property in particular is a large vacant parcel of land at the base of Pinehill Drive. This attractive, well treed, parcel of land demarcates the end of the Pedestrian Retail designation. Acquisition of this land would facilitate a much needed connection between the Pedestrian Retail designation, the river, and existing residential areas.

Moreover, this parcel of land would be an ideal spot to create a nature park that would link Sackville Drive to the Little Sackville River. Existing walking trails could be greatly enhanced and developed with look-off's, interpretive nodes, and a bridge across the river that would connect pedestrians with the Old Sackville Road. There is also the possibility of developing a formal arboretum.

Given the rough topography of some of this site, it is unlikely that it would be feasible for development. Therefore, open space uses on this lot would be considered appropriate.

#### **(b) Urban Wildlife Park Lands**

An urban wildlife park is envisioned for the lands that currently comprise part of the Little Sackville River's "floodway" and "floodway fringe" next to WalMart, and owned by Atlantic Shopping Centres. These lands support a series of stormwater ponds that serve the entire Downsview Complex development.

The park is envisioned to serve many purposes including passive recreation opportunities for locals and visitors, wildlife habitats for a variety of species, and education opportunities. The diversity of the flora and fauna within this area could create interest and intellectual stimulation which leads to further curiosity, exploration and increased knowledge. The park would be the gateway to part of a unified system along the river. The proximity of the land would also enhance pedestrian linkage opportunities between the Acadia Village Centre and the Downsview Complex development.

**(c) Central Park**

A centrally located park near the public library is also envisioned for Sackville Drive. The park would be relatively significant in area to ensure an exciting new focus for Sackville Drive is fostered and that the image of the street is raised. The park would create a welcoming aspect to Sackville Drive and contribute greatly to the much needed public open space on Sackville Drive. Community information kiosks could be found at each entrance and low stone seating walls would surround the park to encourage civic gathering and interaction.

A natural water feature such as a fountain could be centrally placed within the park. The fountain could be used as a small skating surface in the winter, or if it were designed for temporary decking, as a stage for concerts and events.

One idea is to develop a park as a memorial to Fenerty-a Citizen of Sackville who invented paper. A statue of Fenerty could be on the most visible axis in the centre of the park. The park's gardens could be designed and consist of the plants that would have been used for paper making.

The park would play an important role as the centrepiece for the 2007/Canada Summer Games. With the eyes of Canada clearly focussed on Sackville, the central park project would undoubtedly project Sackville and the region in a most positive light.

**Policy CP-1**

**Within all designations, a Community Parkland and Facility Zone shall be established through the Land Use By-law. The Zone shall provide much needed green areas along the street, to foster a low density appearance, to provide linkages between the street and residential subdivisions, and to secure public access to the river. The Zone shall permit conservation related uses, public parks, trails, board walks, arcades, and cemeteries. All existing open space, park land, and community facility uses shall be zoned Community Parkland and Facility Zone.**

**Policy CP-2**

Within all designations, new open space and linkage opportunities shall be identified along Sackville Drive, as generally outlined in Section 3 of the Action Table (Policy I-10).

**Policy CP-3**

Within all designations, new open space and linkages shall be zoned Community Parkland and Facility Zone pursuant to Policy I-5.

## **PART 9: TRANSPORTATION**

A primary intention of this Plan is to reduce through-use or non-destination traffic from Sackville Drive, so to increase opportunities for developing as a destination street. Despite the closeness of the 101 Highway, transforming Sackville Drive into a destination street has proven difficult primarily because Sackville Drive is clinging to its past use as a major thoroughfare.

### **9.1 Reducing Speed**

The scale of Sackville Drive encourages fast-moving vehicles and through traffic. Also, the development form along Sackville Drive creates a strip effect, which only lends to the “through-street” versus “destination” effect. It is this combination of fast-moving vehicles and development form that has made Sackville Drive unappealing to pedestrian traffic. Design techniques should be introduced to slow the movement of traffic.

### **9.2 Managing Traffic Access**

Inappropriately spaced and poorly defined driveway openings are prolific along Sackville Drive. The number of closely spaced intersections, and the incompatible mix of large and small scale uses are detrimental to the efficient movement of traffic along Sackville Drive. These elements generally contribute toward a highly inefficient road design that causes significant traffic delays, congestion, and accidents.

Traffic access management techniques should be carried out so to simplify the task of driving, and to reduce overall travel times. Management techniques should be applied to increase the predictability of motorists travel patterns, and to reduce the decisions that pedestrian face. These management techniques should result in fewer accidents and lower injury rates, while simultaneously increasing the capacity of existing transportation facilities, reducing travel times and emissions and the need for additional travel lanes.

### **9.3 Improving Safety**

The volume of traffic on Sackville Drive is very high, speeds are considerable, and the street is often at maximum capacity. With businesses being open six days a week and the flea market opening on the seventh day, the traffic never ceases.

Crossing the street is a dangerous proposition for both vehicles and pedestrians-especially at certain points where congestion peaks due to the popularity of certain destinations. In fact, most times it is easier and safer to get into a car and drive than it is to cross the street. One of the real danger areas is the public library, from which the nearest crosswalk is approximately a five minute walk in either direction.

Moreover, despite the presence of sidewalks on either side of Sackville Drive, because they are overly punctuated by several driveways at very close intervals, they are not utilized to their full capacity. In addition, where lots directly abut the sidewalk, parked cars tend to jet out into the sidewalk area, infringing free and safe movement along the pedestrian system. In many cases,

pedestrians are forced onto the narrow grass strip between the road and the sidewalk, and sometimes into the street.

Safety measure should be introduced within the street so to ensure pedestrians can cross safely, and cars can get on and off the street without accidents. Specifically, driveway consolidation, signal light re-synchronization, and the provision of pedestrian crosswalks, with landscaped barriers between parking lots and the sidewalks, are a few measures that should be incorporated to address safety issues.

#### **9.4 Grassed Median**

In recognition of the challenges outlined above, many transportation improvement projects should be carried out to overcome the problems. Primary among the projects should be the introduction of a grass median. Should the median be constructed, the opportunity to coordinate other roadway improvements would be pursued including the reduction to the existing lane widths, relocating traffic signals, and consolidating driveways.

A ten foot wide grassed median along several portions of Sackville Drive would provide a more pleasing pedestrian scale and make the wide street easier to cross. The introduction of the median would help in reducing traffic speeds to the posted speed limit due to narrower lanes. A median would also provide for punctuated left turning lanes that would reduce congestion in the middle lane due to left turning traffic.

The right-of-way for Sackville Drive is wide enough to accommodate the median, however, some alterations would be necessary. Specifically, to accommodate the grassed median, existing sidewalks would be maintained, but the existing grass verge at the curb would be eliminated and the painted lane widths reduced slightly to create space for the boulevard. A low, curved, concrete plinth could give the median more prominence and a place to attach the durable fixture light poles.

A planted median strip could be introduced in several locations along Sackville Drive. Natural locations for the strip may include the existing painted medians in the middle of the street. Using these areas would not require any change in curbs or road widths to accommodate the grassed islands.

The centre median would be planted with colourful perennials and low shrubs to create an interesting all-season display on the street. Columnar Oaks and Maples are recommended because of their narrow, upright branching habit. Because the visibility of stores is always an issue when introducing street trees, translucent or pyramidal trees that are very tolerant of pollution (Littleleaf Linden or Honey locusts), would eliminate the issue of visibility.

#### **Policy T-1**

**To discourage new individual driveway access to Sackville Drive generally, within the Land Use By-law, driveway standards shall be established and applied to all Zones. The Land Use By-law shall encourage the use of shared driveways where land uses change, where road improvements or reconstruction takes place, and through the subdivision process for any new commercial lots.**

### **Policy T-2**

**To reduce the number of direct driveway access points to Sackville Drive from existing development, or to eliminate or improve an existing driveway configuration as land uses change, or as road improvements or reconstruction takes place, within the Land Use By-law, driveway standards shall be established and applied to all Zones.**

### **Policy T-3**

**To reduce conflict between pedestrians and vehicles on the street, provisions for physical and visual separations between private property and public right-of-way (sidewalks), shall be established within the Land Use By-law and applied to all Zones.**

### **Policy T-4**

**In recognition of the desire to reduce speed, improve pedestrian safety, and improve vehicular circulation along Sackville Drive, the introduction of a grassed median shall be encouraged.**

### **Policy T-5**

**Pursuant to Policies T-1 to T-4, a long range capital works program shall be established for undertaking infrastructure improvements to Sackville Drive.**

### **Policy T-6**

**Any major construction works on Sackville Drive shall be undertaken in consultation with businesses along the street so to minimize potential adverse impacts, ensure construction is tightly scheduled to reduce the disruption to businesses, and consumers using the street.**

## **9.5 Improving Transit**

Sackville is currently serviced by public transit. The viability of the public transit system depends greatly on the density of land uses. By encouraging the location of higher density residential development on a major collector, such as Sackville Drive, the greatest number of potential transit riders would then be concentrated nearer transit routes. In addition, the availability of two park and ride facilities at either end of Sackville Drive are intended to encourage more transit ridership by making transit more convenient and attractive to riders.

However, to ensure public transit can be easily adapted, improvements to Sackville Drive may be necessary. Specifically, where traffic flows are particularly heavy, to ensure capacity of the road is maintained or increased, bus bays should be provided. Moreover, the lack of public facilities provided at the Cobequid Road or Downsview park and ride facility discourage the public from using public transit. Therefore, every effort to provide new services such as bathroom facilities, and shelters, will be encouraged in these areas.

### **Policy T-7**

**Where possible, every effort shall be made to maintain and improve the existing service level of public transit on Sackville Drive, to provide public facilities at the Park and Ride locations, and to increase the size of the Park and Ride lot at Downsview Mall.**

## **PART 10 IMPLEMENTATION**

### **10.1 Introduction**

This Secondary Planning Strategy and Land Use By-law have been prepared pursuant to the provisions of the Municipal Government Act (the MGA) which became effective in the Province of Nova Scotia in December 1999. The MGA supersedes the Planning Act and contains new provisions regarding planning and development applied within the Sackville Drive area.

The Secondary Planning Strategy is the primary policy document used to guide the decision making process with respect to growth and development along Sackville Drive. It serves as the public policy framework for both municipal investment and private development along Sackville Drive over the next twenty years. The success of this Plan will be measured by its ability to achieve the goals and objectives as set out in each of the plan policies.

The adoption of this Secondary Planning Strategy shall not commit Council to undertake any of the projects contained herein. Yet the SPS would prevent Council from approving or undertaking any development within the scope of the Strategy in a way that is inconsistent or at variance therewith.

### **10.2 Generalized Future Land Use**

Implementing the policy objectives contained within this Plan will be primarily accomplished through the Generalized Land Use categories established for Sackville Drive as identified on the Generalized Future Land Use Designation Map (Schedule 'A'). The Generalized Land Use categories for this Plan area shall be:

- 1) Downsvew-Beaver Bank Designation
- 2) Pedestrian Retail Designation
- 3) Acadia Village Centre Designation
- 4) Pinehill - Cobequid Designation

#### **Policy I-1**

**The land uses shown on the Generalized Future Land Use Map shall be considered as the generalized future land use pattern for Sackville Drive, and portions of Old Sackville Road, Sackville Cross Road, and Walker Avenue, and area, and shall be based on the policies within this Secondary Planning Strategy.**

### **10.3 Land Use By-law**

As provided for in the MGA, Council shall approve a Land Use By-law to carry-out the intent of the Secondary Plan. The Land Use By-law is the principal mechanism by which land use policies will be implemented. As such, will set out zones, permitted uses, and development standards, including detailed design guidelines concerning signage, architecture, landscaping, property guidelines, and parking lot design, which reflect the policies of this SPS. Most notable among the Secondary Land Use By-law is the provision for site plan approval, which is a new planning tool that was only recently made available with the adoption of the MGA.

The zones provided within the Land Use By-law shall be applied to the zoning map (Schedule 'B') consistent with the land use designations shown on the Generalized Future Land Use Map. The Zone categories for this Plan area shall be:

- 1) Large Scale Commercial Zone
- 2) Downsview Complex Zone 1
- 3) Downsview Complex Zone 2
- 4) Downsview Complex Zone 3
- 5) Pedestrian Retail Zone
- 6) Acadia Village Centre Zone
- 7) Pinehill - Cobequid Zone
- 8) Outdoor Display Court Zone
- 9) Community Parkland and Facilities Zone
- 10) Floodplain Zone

### **Policy I-2**

**The land uses shown on the Land Use Zoning Map shall be considered as the permitted land use pattern for Sackville Drive and portions of Old Sackville Road, Sackville Cross Road, and Walker Avenue, and area, based on the policies within this Secondary Planning Strategy.**

### **Policy I-3 - Deleted (RC-Sep5/06;E-Oct7/06)**

### **Policy I-4**

**The following uses shall be considered subject to the entering into a development agreement:**

- (a) **Within the Downsview-Beaver Bank Designation**
  1. All commercial developments containing a building footprint of 10,000 square feet, or less. (Policy DB-3).
  2. Acadia Village Centre Uses (Policy AVC-5).
- (b) **Within the Pedestrian Retail Designation**
  1. All commercial developments containing a building footprint of 5,000 square feet, or more. (Policy PR-4).
  2. Acadia Village Centre Uses (Policy AVC-5).
  3. **Deleted (RC-Sep5/06;E-Oct7/06)**
- (c) **Within the Acadia Village Centre Designation**
  1. Except for Acadia School, Acadia Hall, and existing single unit dwellings on Acadia Lane, all new commercial, residential, community or institutional developments, or any expansion to an existing commercial buildings and structures, or any major redevelopment of a commercial site, (Policy AVC-3)
- (d) **Within the Pinehill - Cobequid Designation**
  1. All commercial developments containing a building footprint of 15,000 square feet, or greater. (Policy LDT-6).
  2. Acadia Village Centre Uses (Policy AVC-5)
- (e) **Within all Designations**
  1. **Buildings over 50ft (15.24m) in height (Policy SS-4(a)). (RC-Sep5/06;E-Oct7/06)**

### **Policy I-5**

**In considering a development agreement or rezoning, Council shall have regard to the following matters:**

- (a) the proposal furthers the intent of the streetscape guidelines established within the Land Use By-law and Schedule D relating to signage, architecture, landscaping, parking and driveway entrances;**
- (b) that the proposal is not premature or inappropriate by reason of:**
  - (i) the financial capability of the Municipality to absorb any costs relating to the development;**
  - (ii) the adequacy of sewer and water services;**
  - (iii) the adequacy or proximity of school, recreation and other community facilities;**
  - (iv) the adequacy of road networks leading or next to, or within the development; and**
  - (v) the potential for damage to or for destruction of designated historic buildings and sites.**
- (c) that controls are placed on the proposed development to reduce conflict with any adjacent or nearby land uses by reason of:**
  - (i) type of use;**
  - (ii) height, bulk and lot coverage of any proposed building;**
  - (iii) traffic generation, access to and egress from the site, and parking;**
  - (iv) open storage;**
  - (v) maintenance; and**
  - (vi) any other relevant matter of planning concern.**

### **Policy I-6**

**The following uses shall only be considered subject to the entering into a Site Plan Approval:**

- (a) Within the Downsview Complex Zones 1, 2, and 3**
  - 1. All shopping centres, commercial institutional and multiple residential uses, where a new building(s), expansions and/or renovations, **excluding internal renovations with no external renovation or modifications, (RC-Apr 12/05;E-May 7/05)** to existing buildings are proposed (Policy DB-4).
- (b) Within the Pedestrian Retail Designation**
  - 1. **Outdoor display courts and automotive repair outlets for properties within the Pedestrian Retail Zone located near Pinehill Drive on the north and south side's of Sackville Drive.**

**(RC-Sep5/06;E-Oct7/06)**

- (c) Within the Pinehill/Cobequid Designation**

- 1. **Outdoor display courts.**

**(RC-Sep5/06;E-Oct7/06)**

## **10.4 Business Improvement District**

The MGA provides for the establishment of Business Districts and enables the Municipality to pay grants to a body corporate for promoting or beautifying a business district. Moreover, an area rate applicable only to the commercial property and businesses occupancy assessments in this area benefitted by the expenditures to recover them, may be established.

In addition to the tools outlined in Section 10.1, to ensure the goals and objectives of the SPS and LUB are carried out and applied to both existing and future uses, and private and public properties along Sackville Drive, a Business Improvement District should be considered for Sackville Drive.

The Business Improvement District could provide a vehicle for organizations to coordinate the streetscape efforts and to establish the necessary lines of communication with local government. It could be charged with the task of representing the interests of the businesses found within the boundaries of the BIDC. In particular, the BIDC could be responsible for pursuing and facilitating:

- (a) Cooperative Enterprises – which allow for joint advertising and purchase of services that would otherwise be too expensive or impractical for individual businesses.
- (b) Research and planning/education services – BIDC’s collect and analyze economic and demographic data to identify local trends that are valuable to businesses. Lectures by business experts and business data become readily available for all members.
- (c) Advocacy – enabling Sackville businesses to speak collectively with a unified position on matters that effect the local economy. The group also helps to improve dialogue between relevant government agencies.

**Policy I-7**

**Pursuant to Section 57 of the MGA, the establishment of a business district shall be encouraged for Sackville Drive.**

**Policy I-8**

**Pursuant to Policy I-7, the establishment of a Business Improvement District Commission shall be encouraged for purposes of coordinating streetscape efforts and establishing a line of communication between businesses and local government.**

**10.5 Plan Monitoring**

To ensure this Plan is a success, municipal staff must work closely with local residents and future business associations, and draw on the extensive skills and knowledge of local people.

The BIDC as described in Section 10.4 would be key to representing businesses in the area. Another key player is the Sackville Rivers Association, which has completed extensive work in the community and along the river reaping many benefits enjoyed by the entire community at large. In addition, economic development agencies such as the Regional Development Agency and the Sackville Community Development Association would be important partners. The Fultz House and Acadia Recreation Association, and other cultural institutions with a presence on the street should play an important role in working toward emphasizing the heritage of the street and effecting positive change along Sackville Drive. Collectively, these groups could help in promoting the street and developing specific projects that would ultimately accomplish the goals set forth in the Secondary Plan. These and other groups with an interest in Sackville Drive need to band together with a common mission to carry out the objectives of this Plan.

Although all of these groups will have an important role to play in Sackville Drive’s future, one body needs to be appointed to take ownership and monitor the implementation and effectiveness of this Plan. It is suggested that the Planning Advisory Committee act in this capacity. Specifically, a PAC is the appropriate mechanism for long term monitoring. The PAC, which has been endorsed by

Council, already provides regular and timely advice to Council on all planning matters within Sackville, and has actively participated in the formulation of the Secondary Planning Strategy. Therefore, it is reasonable to suggest this body continues in an advisory role for this purpose.

The measures on which success will be benchmarked include quantitative measures such as the tax dollars generated, housing starts, vacancy rates, employment and residential population, the number of trees planted, etc. Although less measurable, more qualitative indicator, such as a stronger sense of community sense of place, public involvement, and the increased life and activity in the streets, will also represent success.

### **Policy I-9**

**The Planning Advisory Committee, in association with any future Business Improvement organization, shall undertake an annual review of the development occurring along Sackville Drive to assess the effectiveness of the Secondary Planning Policies and Land Use By-law. The Planning Advisory Committee shall submit an annual report to Council outlining policies that have been effective and policies needing improvement. The PAC shall also review the list of permitted “existing uses” along Sackville Drive, and provide recommendations where such existing uses have ceased operation.**

## **10.6 Action Plan**

A ten-year action program accompanies this Plan detailing several key initiatives intended to have a visible impact contributing to the revival of Sackville Drive. The action program relies on many small high profile projects to create the synergy needed to turn Sackville Drive around.

The action program includes a balance of recommended improvements to the public spaces and also private development opportunities. Therefore, it should be used by both Council and the BIDC to set short, medium and long term priorities. The Action Plan does not obligate Council, or any other party identified, to undertake any or all of the recommended projects and programs.

### **Policy I-10**

**An Action Plan shall be established to provide guidance respecting short, medium and long term goals for Sackville Drive. HRM Council, or any other party identified within the Table, shall not be obligated to undertake any, or all, of the recommended projects and programs described wherein.**

### **Policy I-11**

**HRM shall continue to collaborate with the BIDC, and other agencies, to identify projects that will achieve the short, medium and long term goals as set-out in the Action Plan.**

## **10.7 Enforcement**

### **Policy I-12**

**HRM Council shall support and assist the BIDC with the development and implementation of a “By-law” education program. The intention of this program shall be to educate the business owners along the street of the requirements concerning signage, architecture, landscaping, and parking.**

## **10.8 Previously Approved DAs**

### **Policy I-13**

**Notwithstanding the foregoing policies, development permits for all development agreements approved to be entered by HRM pursuant to the policies contained in the 1982 and 1994 Sackville Municipal Planning Strategy shall be issued.**

### **Policy I-14**

**Notwithstanding the foregoing policies, any proposed major and minor amendment to a development agreement approved before May 7, 2002, shall be considered by Council. In considering amendments Council shall have regard to the following matters:**

- (a) the proposal furthers the intent of the streetscape guidelines established within the Land Use By-law relating to signage, architecture, landscaping, parking and driveway entrances;**
- (b) that the proposal is not premature or inappropriate by reason of:**
  - (i) the financial capability of the Municipality to absorb any costs relating to the development;**
  - (ii) the adequacy of sewer and water services;**
  - (iii) the adequacy or proximity of school, recreation and other community facilities;**
  - (iv) the adequacy of road networks leading or next to, or within the development; and**
  - (v) the potential for damage to or for destruction of designated historic buildings and sites.**
- (c) that controls are placed on the proposed development to reduce conflict with any adjacent or nearby land uses by reason of:**
  - (i) type of use;**
  - (ii) height, bulk and lot coverage of any proposed building;**
  - (iii) traffic generation, access to and egress from the site, and parking;**
  - (iv) open storage;**
  - (v) maintenance; and**
  - (vi) any other relevant matter of planning concern.**

## **10.9 Relationship to Other Plans**

### **Policy I-15**

**This Plan is secondary to the Sackville Municipal Planning Strategy, and shall take precedence over any issues affecting Sackville Drive and area. All matters not specifically addressed within the Secondary Plan, including but not limited to, central servicing, education, protection and emergency services, and social housing, shall be deferred to the Sackville Municipal Planning Strategy for primary reference and guidance.**

## **10.10 Public Participation**

### **Policy I-16**

**A variety of opportunities to increase public awareness on planning issues shall be provided and the public shall have input in all planning processes.**

**10.11 Municipal Finances**

**Policy I-17**

**Where applicable, the capital and operating budgets shall reflect and conform to the objectives and policies established in the Secondary Planning Strategy.**

<b>Action Table</b>		
<b>Action</b>	<b>Department/Agency</b>	<b>Timing/Priority</b>
<b>(a) Business Improvement District</b>		
Identify and Establish Business District	HRM Council Sackville Drive Businesses	<b>Priority:</b> High <b>Estimated Start Date:</b> 2002/2003
Establish Business Improvement District Commission	HRM Council Community Associations RDA	<b>Priority:</b> High <b>Estimated Start Date:</b> 2003
Establish a contract (management agreement) between HRM and Business District Commission	HRM Council BIDC	<b>Priority:</b> High <b>Estimated Start Date:</b> 2003/4
Establish Area Rate to be applied to Business District	HRM Council BIDC	<b>Priority:</b> High <b>Estimated Start Date:</b> 2003/4
Establish a regular funding program for Sackville Drive through the capital budgeting program.	HRM Council BIDC	<b>Priority:</b> High <b>Estimated Start Date:</b> 2003/4
<b>(b) Community Parkland and Open Space</b>		
<b>1. Acadia Square Park Development Project</b>		
Develop a new central park near the library on Sackville Drive to provide a public meeting and gathering spot. (See Diagram 1 and 10)	Parkland & Rec. Services Library Services Businesses Community Groups	<b>Priority:</b> High <b>Estimated Start Date:</b> 2002/2003
<b>2. Urban Wildlife Park Development Project</b>		
Negotiate a Management Agreement with Atlantic Shopping Centres Ltd. regarding the stormwater management pond in consideration of developing an urban wilderness park. Alternatively, acquire these lands pursuant to the provision of parkland contribution through subdivision approval process. (See Diagram 2)	Parkland & Rec. Services Real Estate Businesses Community Groups SRA	<b>Priority:</b> High <b>Estimated Start Date:</b> 2002/2003

Naturalize and upgrade the existing stormwater ponds to the quality of a new wetland.(See Diagram 2)	SRA ASC Ltd. Businesses Community Groups	<b>Priority:</b> High <b>Estimated Start Date:</b> 2003/4
Design and install a butterfly garden next to the stormwater wetland. (See Diagram 2)	Businesses Community Groups Parkland & Recreation Services Private Investors	<b>Priority:</b> Medium <b>Estimated Start Date:</b> Unknown
Design and install a wildflower meadow next to the wildlife park. (See Diagram 2)	Businesses Community Groups Recreation Services Private Investor	<b>Priority:</b> Medium/Low <b>Estimated Start Date:</b> Unknown
<b>3. Parkland Identification Study</b>		
Undertake a need assessment study to identify new parks and pedestrian linkages on Sackville Drive. The Study should specifically explore the feasibility of the land near Pinehill Drive. (See Diagram 3 and Location Map)	Parkland and Recreation Services	<b>Priority:</b> High <b>Estimated Start Date:</b> Unknown
Contingent upon the outcome of the above study, acquire the large open space at the foot of Pinehill Drive as a nature park to link Sackville Drive with the Little Sackville River. (See Diagram 3 and 4 and Location Map)	Parkland and Recreation Services Real Estate	<b>Priority:</b> High <b>Estimated Start Date:</b> Unknown
Design walking trails with look-off's, interpretive nodes, and a bridge across the river that would connect pedestrians with the Old Sackville Road. (See Diagram 3 and 4 and Location Map)	Parkland & Rec. Services Real Estate	<b>Priority:</b> High <b>Estimated Start Date:</b> Unknown
Develop plans for a formal arboretum, complete with parking and an arboretum centre.	Parkland & Rec. Services Real Estate	<b>Priority:</b> High <b>Estimated Start Date:</b> Unknown
Design and install a river trail system that firmly connects with the path along the river upstream of the urban wildlife park. (See Diagram 2 and Location Map)	Businesses Community Groups Parkland & Rec. Services SRA Private Investor	<b>Priority:</b> High/Medium <b>Estimated Start Date:</b> 2004/2005

<b>(c) Little Sackville River</b>		
<b>1. Boardwalk Development Project</b>		
Design and install a Little Sackville River Boardwalk (See Diagram 2 and Location Map)	Businesses Community Groups Parkland & Rec. Services SRA Other Governments	<b>Priority:</b> Medium <b>Estimated Start Date:</b> Unknown
Develop Observation Platforms overlooking the Little Sackville River and the river valley floodplain. The platforms could provide a great source of information and education about the wildlife. (See Diagram 2)	Businesses Community Groups Parkland & Rec. Services SRA Private Investor Other Governments	<b>Priority:</b> Medium <b>Estimated Start Date:</b> Unknown
<b>2. River Centre Development Project</b>		
Develop a River Centre as a hub of watershed planning, river restoration techniques and hydrological sciences for all of Nova Scotia. The centre would house a library of hydrological science information while part of the centre could be a river interpretive centre. A fluvarium (a glass window next to the river) would provide views into an active part of the river on the inner thalweg bend.	SRA Businesses Community Groups HRM Other Government	<b>Priority:</b> Low/Medium <b>Estimated Start Date:</b> Unknown
<b>3. River Bridge Restoration Project</b>		
Construct a new bridge over the Little Sackville River and replace the two large 5-6' diameter culverts that currently connect the river under Sackville Drive. (See Diagram 5).	HRM Other Governments	<b>Priority:</b> Low/Medium <b>Estimated Start Date:</b> Unknown
<b>4. Master Stormwater Management Planning</b>		
Prepare a Master Stormwater Plan for the Little Sackville River in recognition of its significance and the importance of preserving and improving its environmental integrity.	HRM Council Planning and Development SRA HC/HWAB	<b>Priority:</b> High <b>Estimated Start Date:</b> Unknown
<b>(d) Streetscape Improvements</b>		
<b>1. Signage Project</b>		
Develop HRM sign by-law that will include special provision for Sackville Drive.	HRM Council Planning and Development	<b>Priority:</b> High <b>Estimated Start Date:</b> 2002

Remove or relocate Billboard currently situated by Little Sackville River at the corner of Sackville Drive and the entrance into WalMart. (See Location Map)	HRM Council BIDC	<b>Priority:</b> Medium <b>Estimated Start Date:</b> Unknown
Remove and relocate the current “Welcome to Sackville Drive” sign on the Fultz House property to the northern intersection of the Old Sackville Road and Sackville Drive. (See Diagram 6 and Location Map)	BIDC	<b>Priority:</b> High <b>Estimated Start Date:</b> 2003
Install furniture clusters including concrete walls, interpretive signage and benches. (See Diagram 7 and Location Map)	Recreation Services BIDC	<b>Priority:</b> Medium <b>Estimated Start Date:</b> Unknown
Design and install gateway signage. (See Diagram 6 and Location Map)	HRM Council BIDC	<b>Priority:</b> High/Medium <b>Estimated Start Date:</b> Unknown
Design and install new street signs. ( See Diagram 8)	Civic Addressing BIDC	<b>Priority:</b> High/Medium <b>Estimated Start Date:</b> Unknown
Design and install new orientation signage. (See Diagram 9)	BIDC Business Owner	<b>Priority:</b> Medium/Low <b>Estimated Start Date:</b> Unknown
Design and Install Community Kiosks. (See Diagram 10 and Location Map)	BIDC Business Owner	<b>Priority:</b> Medium/Low <b>Estimated Start Date:</b> Unknown
Incorporate seasonal or events related banners into the new street lighting to add colour and movement on the street.	BIDC Business Owner	<b>Priority:</b> Medium <b>Estimated Start Date:</b> Unknown
<b>2. Landscaping and Separation Buffers Project</b>		
Develop a landscaping program focussed on the installation of new deciduous street trees in the area’s most lacking greenery. (See Location Map)	BIDC HRM Council Recreation Services	<b>Priority:</b> High/Medium <b>Estimated Start Date:</b> Unknown
Work closely with the graveyard owner operator to develop a program to replace the existing chain link fence running along the front of the cemetery. This fence could be replaced with a more permanent wall and fence punctuated by stretches of a dense hedge and other plantings. (See Diagram 11 and Location Map)	BIDC Business Owner	<b>Priority:</b> Low <b>Estimated Start Date:</b> Unknown
Design and install the bollards to separate vehicular and pedestrian traffic along Sackville Drive. (See Diagram 12 and Location Map)	BIDC Business Owner	<b>Priority:</b> Low <b>Estimated Start Date:</b> Unknown

<b>3. Lighting Program</b>		
Develop a street lighting program to ensure all new lighting incorporates the Sackville Drive identity logo. Pedestrian level lights will be provided on poles fourteen (14) feet high to create a special sense of place. (See Diagrams 13 and 14 and Location Map)	BIDC HRM Council NSP	<b>Priority:</b> Medium/High <b>Estimated Start Date:</b> Unknown
<b>4. Seating Project</b>		
Install steel benches for their durability and resistance to vandalism. (See Location Map)	BIDC Business Owner HRM	<b>Priority:</b> Medium/Low <b>Estimated Start Date:</b> Unknown
Install furniture clusters along the street to provide mini-plazas for people to collect at strategic locations, such as crosswalks. Grouping the furnishings into small clusters creates a stronger impression than individual items would provide when stretched out along the street. Individual furnishings would compete for attention with the busy background of buildings, signage and parking lots. A half-circle concrete plinth is the primary structural element forming an intimate space. (See Diagram 7 and Location Map)	BIDC Business Owner HRM	<b>Priority:</b> Medium/Low <b>Estimated Start Date:</b> Unknown
<b>(e) Transportation Improvements</b>		
<b>1. Traffic/Functional Design Study</b>		
Undertake a detailed Traffic/Functional Design Study to evaluate different options for improving and facilitating traffic along Sackville Drive. The focus of the Study should be the installation of a landscaped median, relocating signals, and consolidating driveways. (See Diagrams 13 and 14 and Location Map)	Traffic Services/Public Works	<b>Priority:</b> High <b>Estimated Start Date:</b> 2002/3
Pursuant to the Study findings, retain a consultant to develop detailed drawings and cost estimates for future street improvements. (See Diagrams 13 and 14)	Traffic Services/Public Works	<b>Priority:</b> High <b>Estimated Start Date:</b> 2002/3
<b>2. Transit Shelters Program</b>		
Develop a program to replace existing bus shelters with new bus shelters that exhibit Sackville Logo design.	Transit Services BIDC	<b>Priority:</b> Medium <b>Estimated Start Date:</b> Unknown

<b>(f) Acadia Hall and School Heritage Designation Program</b>		
Process application to find out whether Acadia Hall qualifies for Municipal heritage registration.	Acadia Recreation Club Planning Services HAC HRM Council	<b>Priority:</b> High <b>Estimated Start Date:</b> 2003

## Action Table Diagrams #1

## Action Table Diagrams #2

## Action Table Diagrams #3

## Action Table Diagrams #4

Action Table Diagrams #5

## Action Table Diagrams #6

Action Table Diagrams #7

Action Table Diagrams #8

Action Table Diagrams #9

## Action Table Diagrams #10

## Action Table Diagrams #11

## Action Table Diagrams #12

## Action Table Diagrams #13

## Action Table Diagrams #14

## Streetscape Element Location Map

SCHEDULE 'A'

Generalized Future Land Use Map

SCHEDULE 'D'

Village Centre Design Guidelines

**SECONDARY PLANNING STRATEGY  
AMENDMENTS - SACKVILLE DRIVE**

<u><i>Amendment Number</i></u>	<u><i>Policies/Maps</i></u>	<u><i>Subject</i></u>	<u><i>Council Adoption</i></u>	<u><i>Effective Date</i></u>
1	Amended to address several issues, requests, inconsistencies, omissions and housekeeping matters discovered over the past two years of implementing the document	Case No. 00603	C - April 12, 2005	E - May 7, 2005
2	Amend Section 6.4; Add 6.3.4 - Variance of Parking Space Requirements and Policy SS-5(a); Amend 5.3.4 - Transitional Land Uses; Replace PR-5; Replaced LD-3; Delete LD-4; Amend Section 6.2.2; Add Policy SS-4(a); Delete Policy I-3(a); Amend Policy I-4; and Amend Policy I-6.	Case No. 00808	C - September 5, 2006	E - October 7, 2006
3	Replace Policy SS-2 and SS-3; Add pre-amble and Policy SS-4: Temporary Signage.	Project No. 00327	C - September 26, 2006	E - November 18, 2006
4	Amend Sackville Drive GFLUM to remove property from the Sackville Drive SPS	Case No. 01323	C - May 4, 2010	E - May 29, 2010