



PO Box 1749  
Halifax, Nova Scotia  
B3J 3A5 Canada

## MEMORANDUM

TO: Chair and Members of North West Planning Advisory Committee

FROM: Darrell Joudrey, Planner

DATE: June 19, 2014

**SUBJECT: Case 19060: Application by Tri-Arm Holdings Ltd to amend the Sackville Drive Secondary Planning Strategy to enable a development agreement for a mixed use project with 124 apartment units and 10,000 square feet of commercial space in two buildings on lands located at 8 Walker Avenue and 732 Old Sackville Road, Lower Sackville**

---

**Background:** An application has been received from Tri-Arm Holdings Ltd. to amend the Sackville Drive Secondary Planning Strategy (SPS) (Map 1) and Land Use By-law (LUB) (Map 2) to enable the consideration of mixed use residential and commercial development at 8 Walker Avenue and 732 Old Sackville Road, Lower Sackville. The SPS does not contain policies to enable consideration of the proposed mixed use development by either a rezoning or a development agreement. Therefore, this proposal seeks a site-specific amendment to the Sackville Drive SPS, whereby the proposed mixed use development may be considered by development agreement.

The applicant is proposing two multiple unit dwellings with a total of 124 residential units and approximately 10,000 square feet of commercial floor space. Building A (Map 3) fronts onto Old Sackville Road and Walker Avenue, having 68 residential units consisting of a mix of 2 and 3 bedroom units and 5000 square feet of commercial space. Building B (Map 3) fronts onto 8 Walker Avenue, having 56 residential units consisting of a mix of 2 and 3 bedroom units and 5000 square feet of commercial space.

The proposed buildings are 4 stories in height and of wood frame construction. Construction materials proposed are horizontal fibre cement siding, vinyl shakes, composite metal panels and glass. Access to underground parking (124 spaces) will be via the northwest side of Walker Avenue (Attachment C) and surface parking will be accessed from Old Sackville Road and southwest side of Walker Avenue (Attachment C).

The Traffic Impact Statement (TIS) submitted in support of this application identifies the potential impact of the proposed multiple unit dwelling and associated retail commercial use. A copy of the TIS is included as Attachment B.

---

Community and Recreation Services – Development Approvals

Tel: 902.490.4181 Fax: 902.490.4346  
Email: joudred@halifax.ca halifax.ca

A Public Meeting for Case 19060 was held on May 29, 2014. A draft copy of the meeting minutes is included as Attachment D.

**Existing Use** The subject lands currently contain a 14,600 square foot retail and warehouse building (known as Caps Plus).

**Designation** Downsview-Beaver Bank under the Sackville Drive SPS (Map 1).

**Zoning** Large Scale Commercial (LS) under the Sackville Drive LUB (Map 2).

**Proposal** Two 4-storey multiple unit dwellings with a total of 124 units (68 units in one building and 56 units in the other) and 5,000 square of commercial floor space in each building (Attachment C).

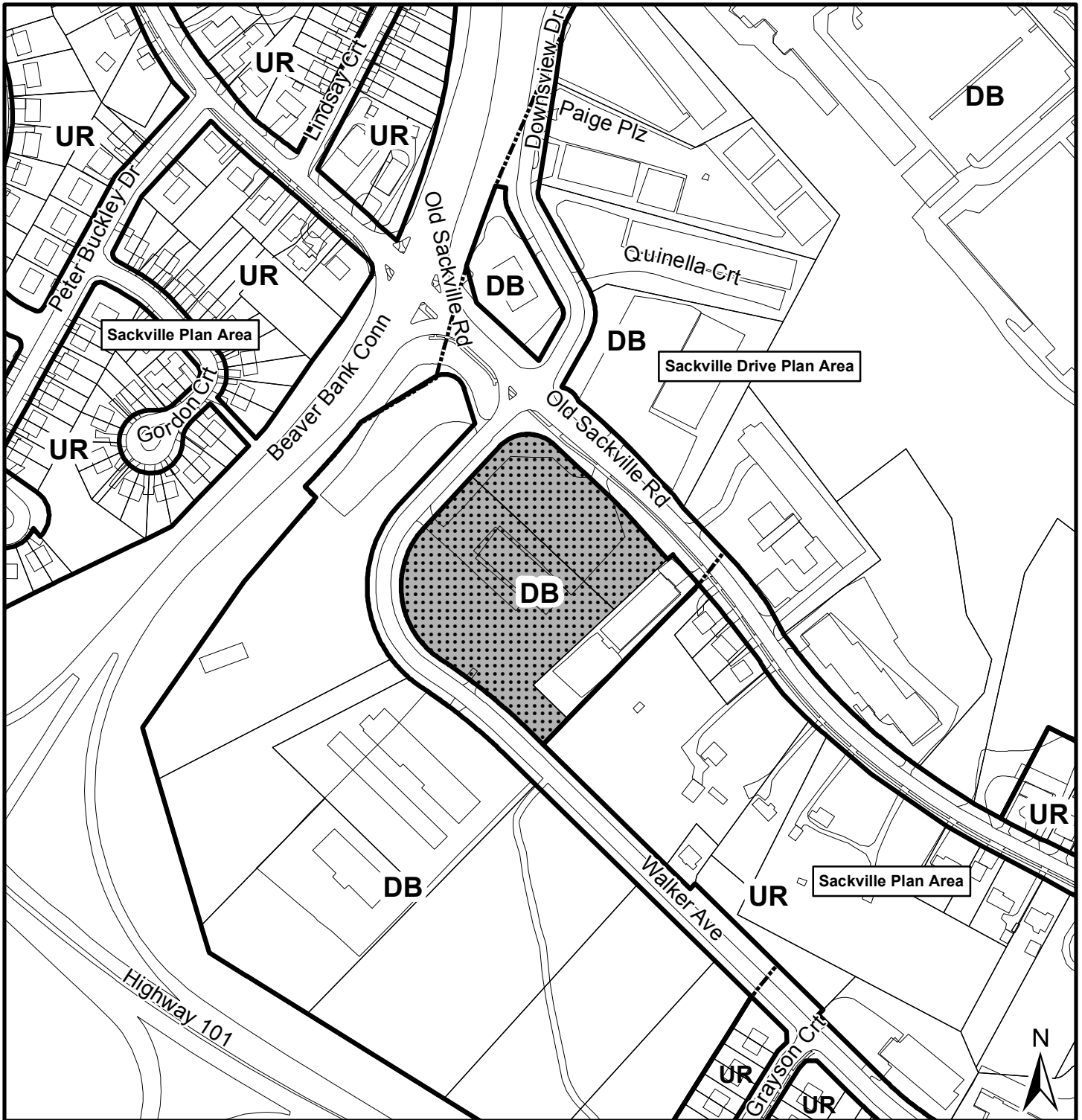
**SPS Policy** The Downsview–Beaver Bank designation encourages a visually attractive and viable retail power center and discourages new high density residential uses, small scale retail and commercial uses (Attachment A). The Sackville Drive SPS anticipated increased large format commercial development in this area that has not occurred. Further, since the adoption of the SPS in 2002, the Metro Transit Sackville Terminal has been developed at 7 Walker Avenue, across the street from the subject lands, and provides merit in considering a mix used development in close proximity to such a facility. The SPS states that the viability of the public transit system depends greatly on the density of land uses in the area of such facilities and encourages higher density residential development in these areas. For these reasons, the designation of the subject lands for such large format commercial may no longer be appropriate and other forms of development may be considered appropriate.

### **Input Sought from North West Planning Advisory Committee**

Feedback is sought from NWPAC relative to this proposal. NWPAC's recommendation will be included in the staff report to Community Council.

### **Attachments**

Map 1	Generalized Future Land Use (GFLUM) Map
Map 2	Zoning Map
Map 3	Proposed Site Plan
Attachment A	Excerpts from the Sackville Drive SPS
Attachment B	Traffic Impact Statement
Attachment C	Walker Building Concept
Attachment D	Draft Public Meeting Minutes

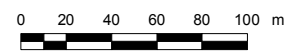


**Map 1 - Generalized Future Land Use**

8 Walker Avenue  
Lower Sackville



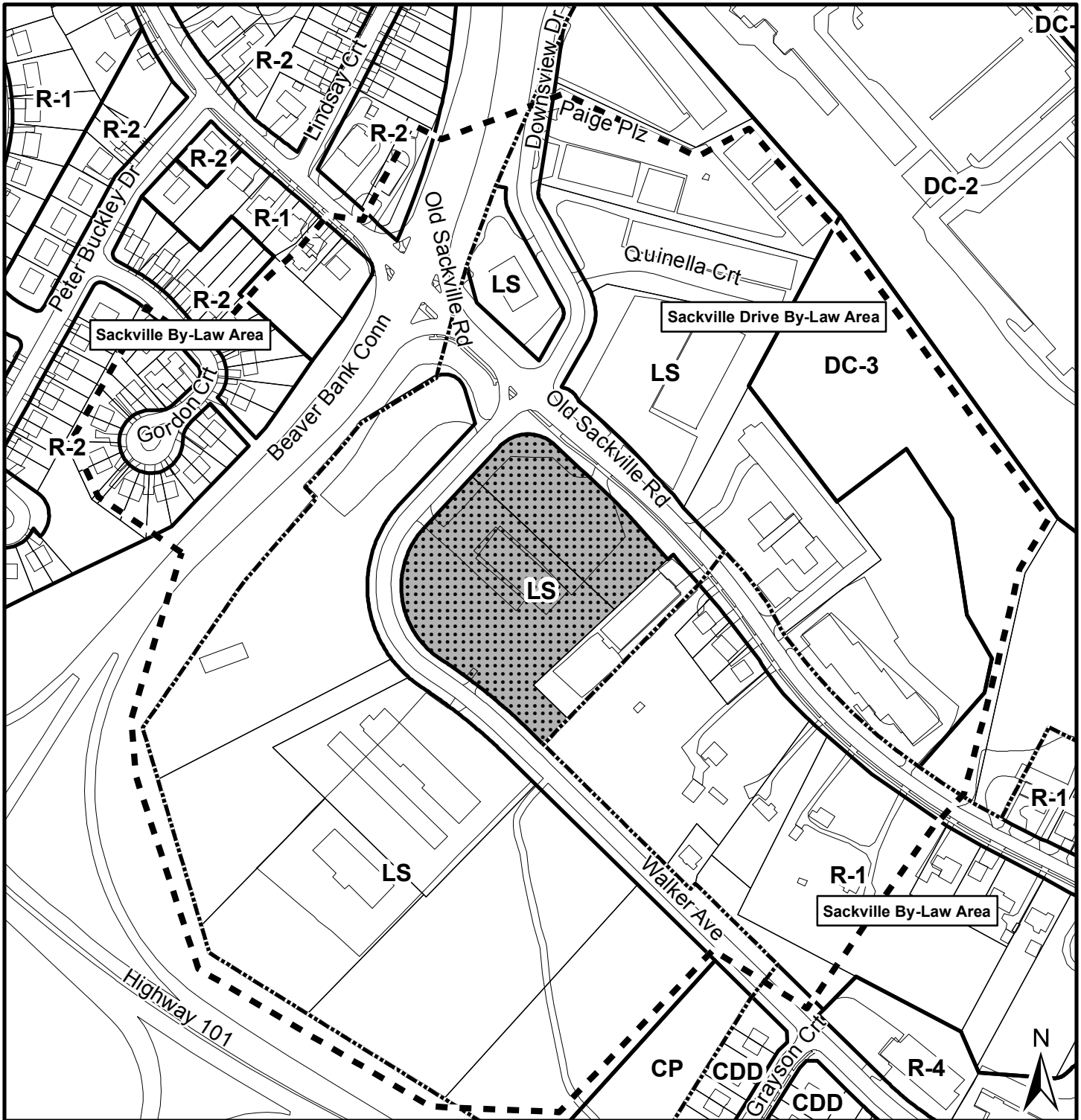
- Subject Properties
- Sackville Drive Designations**
- DB Downview / Beaver Bank
- Sackville Designations**
- UR Urban Residential



Sackville Drive  
Secondary Plan Area

This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the plan area indicated.

HRM does not guarantee the accuracy of any representation on this plan.



## Map 2 - Zoning and Notification

8 Walker Avenue  
Lower Sackville



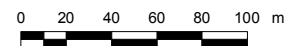
 Subject Properties


### Sackville Drive Zones

- DC-2 Downsview Complex-2
- DC-3 Downsview Complex-3
- LS Large Scale Commercial
- CP Community Parkland and Facility

### Sackville Zones

- R-1 Single Unit Dwelling
- R-2 Two Unit Dwelling
- R-4 Multiple Unit Dwelling
- CDD Comprehensive Development District



 Area of notification

This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.

Sackville Drive  
Land Use By-Law Area

HRM does not guarantee the accuracy of any representation on this plan.



## **Attachment A Excerpts from the Sackville Drive SPS**

### **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 Downsview-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 Downsview Complex Zones;**
- (c) discourage small scale retail and commercial uses within the Large Scale Commercial Zone;**
- (d) encourage the restoration of the Downsview 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 Downsview-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 "largeformat power centre" shall be encouraged in this area of Sackville.

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

The Downsview-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.**

#### **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.**





Ref. No. 121-12667-019

August 14, 2013

Mr. Mark McGonnell, P. Eng.  
Development Engineer  
636 Sackville Drive, Acadia School  
LOWER SACKVILLE NS B4C 2S3

**RE: Traffic Impact Statement, Proposed Multi-Unit Residential and Commercial Development, Southwest Corner of Old Sackville Road and Walker Avenue, Lower Sackville, Nova Scotia**

Dear Mr. McGonnell:

*W. M. Fares Group* is preparing plans to develop the southwest corner of the Old Sackville Road and Walker Avenue intersection. The proposed development (Figure 1) will include approximately 124 apartment units, 10,000 square feet of commercial space, and 240 parking spaces (124 underground and 116 surface). This is the Traffic Impact Statement (TIS) required to accompany the development application.

**Description of Site Accesses -**  
Three driveways are planned for the site (Figure 1):

**1. West Driveway** (Photos 1 and 2) is on Walker Avenue between Wheatons' driveway and Sackville Transit Terminal to serve the surface parking area. Walker Avenue has curb and gutter on both sides with a sidewalk on the west side at this location.



Photo 1 - Looking south on Walker Avenue towards the Self Storage / Wheatons' driveway from the west site driveway south of Sackville Transit Terminal.

There is good visibility to the south (Photo 1). Stopping sight distance (SSD), measured from a driver's eye height of 1.05 metres to a 150 mm object, is 90 metres on the north approach (Photo 2), and can be increased by removal of bushes on the inside of the curve. SSD on the north approach is suitable for an approach speed of approximately 60 km/h in the 50 km/h posted speed zone.



Photo 2 - Looking north towards Sackville Transit Terminal and Old Sackville Road from the west site driveway near Wheatons' driveway. Sight distance to the north can be improved by removal of bushes on the inside of the curve at the top of the photo.

**2. North Driveway** (Photos 3 and 4) is on Walker Avenue between Sackville Transit Terminal and Old Sackville Road to serve the underground parking area. Walker Avenue has curb and gutter on both sides with a sidewalk on the north side at this location



Photo 3 - Looking west on Walker Avenue towards Sackville Transit Terminal at the north site driveway to the underground parking level. Sight distance to the west can be improved by removal of bushes on the inside of the curve.

Visibility to the east towards Old Sackville Road is good (Photo 4). Stopping sight distance (SSD), measured from a driver's eye height of 1.05 metres to a 150 mm object, is 65 meters on the west approach (Photo 3), and can be increased by removal of bushes on the inside of the curve. SSD on the west approach is adequate for an approach speed of approximately 50 km/h in the 50 km/h posted speed zone.



Photo 4 - Looking east on Walker Avenue towards Old Sackville Road from the north site driveway to the underground parking level.

**3. East Driveway** (Photos 5 and 6) is on Old Sackville Road between the RCMP detachment and Walker Avenue / Downsview Drive to serve the surface parking area. Old Sackville Road has curb, gutter, and sidewalks on both sides at this location.



Photo 5 - Looking north on Old Sackville Road towards Beaver Bank Connector from the east site driveway.

Visibility to the north towards Walker Avenue is good (Photo 5). Stopping sight distance (SSD), measured from a driver's eye height of 1.05 metres to a 150 mm object, is 70 meters on the approach from the south (Photo 6) and is adequate for an approach speed of approximately 50 km/h in the 50 km/h posted speed zone.



Photo 6 - Looking south on Old Sackville Road from the east site driveway.

**Traffic Volumes** - Traffic count data obtained by HRM Traffic & Right of Way Services at the Old Sackville Road / Walker Avenue / Downsview Drive intersection during September 2010 and July 2012 are summarized in Table 1. While the volumes from the September 2010 count are higher than the summer counts obtained during July 2012, AM and PM peak hour volumes on Walker Avenue and Old Sackville Road are moderate at the three driveway locations.

Table 1 - Traffic Volumes - Sackville Road / Walker Avenue / Downsview Drive Intersection				
Intersection Approach (Driveway Location)	Two-Way Volumes - September 2010		Two-Way Volumes - July 2012	
	AM Peak Hour (vph)	PM Peak Hour (vph)	AM Peak Hour (vph)	PM Peak Hour (vph)
Walker Avenue (West and North Driveways)	470	325	355	270
Old Sackville Road (East Driveway)	245	460	230	435

NOTE: Source: HRM Traffic & Right of Way Services

**Trip Generation** - Trip generation estimates for the development were prepared using published trip generation rates from *Trip Generation, 9<sup>th</sup> Edition*. It is estimated (Table 2) that the proposed development will generate 61 two-way vehicle trips (30 entering and 31 exiting) during the AM peak hour and 77 two-way trips (37 entering and 40 exiting) during the PM peak hour.

Table 2 - Trip Generation Estimates for Proposed Development									
Land Use <sup>1</sup>	Units <sup>2</sup>	Trip Generation Rates <sup>3</sup>				Trips Generated <sup>3</sup>			
		AM Peak		PM Peak		AM Peak		PM Peak	
		In	Out	In	Out	In	Out	In	Out
Mid-Rise Apartment (Land Use 223)	124 units	0.09	0.21	0.23	0.16	12	26	28	20
Specialty Retail (Land Use 826) <sup>4</sup>	5.0 KGLA	0.76	0.60	1.19	1.52	4	3	6	8
General Office <sup>5</sup> (Land Use 710)	5.0 KGFA	2.74	0.37	0.51	2.47	14	2	3	12
<b>Trip Generation Estimates for the Proposed Development</b>						<b>30</b>	<b>31</b>	<b>37</b>	<b>40</b>

NOTES: 1. Rates are for the indicated Land Use Codes, *Trip Generation, 9<sup>th</sup> Edition*, Institute of Transportation Engineers, 2012.  
 2. KGFA is 'Gross Floor Area x 1000 square feet'; KGLA is 'Gross Leasable Area x 1000 square feet'.  
 3. Rates are 'vehicles per hour per unit'; Trips generated are 'vehicles per hour for peak hours'.  
 4. Since there are no published rates for the AM peak hour for Speciality Retail (Land Use 826), and since AM peak hour trips to Speciality Retail are generally lower than PM rates, AM trip rates have been assumed to be 50% of the PM rate with reversal of the directional split.  
 5. Since the proposed 5,000 square foot unit is significantly smaller than the average 222,000 square foot buildings included for General Office (Land Use 710), the published trip generation rates *Trip Generation, 9<sup>th</sup> Edition* (Institute of Transportation Engineers, 2012) have been doubled to provide a more realistic estimation of trips that will be generated by the building.

**Transit Service** - The site has excellent transit service with Sackville Transit Terminal across Walker Avenue providing access to Metro Transit Routes 80, 82, 83, 84, 85, 87, 185, and 400.

**Summary -**

1. The proposed development at the southwest corner of the Old Sackville Road / Walker Avenue intersection will include approximately 124 apartment units, 10,000 square feet of commercial space, and 218 parking spaces (124 underground and 94 surface).

2. The site will be served by three driveways with west and north driveways on Walker Avenue and the east driveway on Old Sackville Road. Visibility observations and measured stopping sight distance (SSDs) at the three driveways include:
  - **West Driveway (Walker Avenue)**- There is good visibility south of the intersection and 90 meters SSD from the north, however, SSD can be increased by removal of bushes on the inside of the curve. SSD on the southbound approach is suitable for an approach speed of approximately 60 km/h in the 50 km/h posted speed zone.
  - **North Driveway (Walker Avenue)** - There is good visibility to the east towards Old Sackville Road and 65 meters SSD from the southwest of the intersection, however, SSD can be increased by removal of bushes on the inside of the curve. SSD on the eastbound approach is adequate for an approach speed of approximately 50 km/h in the 50 km/h posted speed zone.
  - **East Driveway (Old Sackville Drive)** - There is good visibility to the north towards Walker Avenue and 70 meters SSD from the south of the intersection. SSD on the northbound approach is adequate for an approach speed of approximately 50 km/h in the 50 km/h posted speed zone.
3. Walker Avenue is a two lane paved street with curb and gutter on both sides and a sidewalk on the side opposite the proposed development site. Two-way volumes on Walker Avenue approach to Old Sackville Road adjacent to the site are approximately 470 vehicles per hour (vph) during the AM peak hour and about 325 vph during the PM peak hour.

Old Sackville Road is a two lane paved street with curb, gutter and sidewalks on both sides adjacent to the site. Two-way volumes on Old Sackville Road approach to Walker Avenue adjacent to the site are approximately 245 vehicles per hour (vph) during the AM peak hour and about 460 vph during the PM peak hour.
4. The site has excellent transit service with Sackville Transit Terminal across Walker Avenue providing access to Metro Transit Routes 80, 82, 83, 84, 85, 87, 185, and 400.
5. It is estimated that the proposed development will generate 61 two-way vehicle trips (30 entering and 31 exiting) during the AM peak hour and 77 two-way trips (37 entering and 40 exiting) during the PM peak hour.

#### **Conclusion -**

6. Since peak hour volumes are moderate on both Walker Avenue and Old Sackville Road, and site generated trips are low, vehicle trips generated by the site are not expected to have any significant impact to the performance of adjacent streets, nearby intersections, or the regional street network.

#### **Recommendations -**

7. Remove the bushes from the ditch on the inside of the curve on Walker Avenue to improve sight distance for the southbound approach to the west driveway and the eastbound approach to the north driveway.
8. During final site design and construction, ensure that buildings and landscaping do not reduce available sight distance at the site driveways, with particular attention to the eastbound approach to the north driveway on the inside of the curve on Walker Avenue.

If you have any questions or comments, please contact me by Email to [ken.obrien@genivar.com](mailto:ken.obrien@genivar.com) or telephone 443-7747.

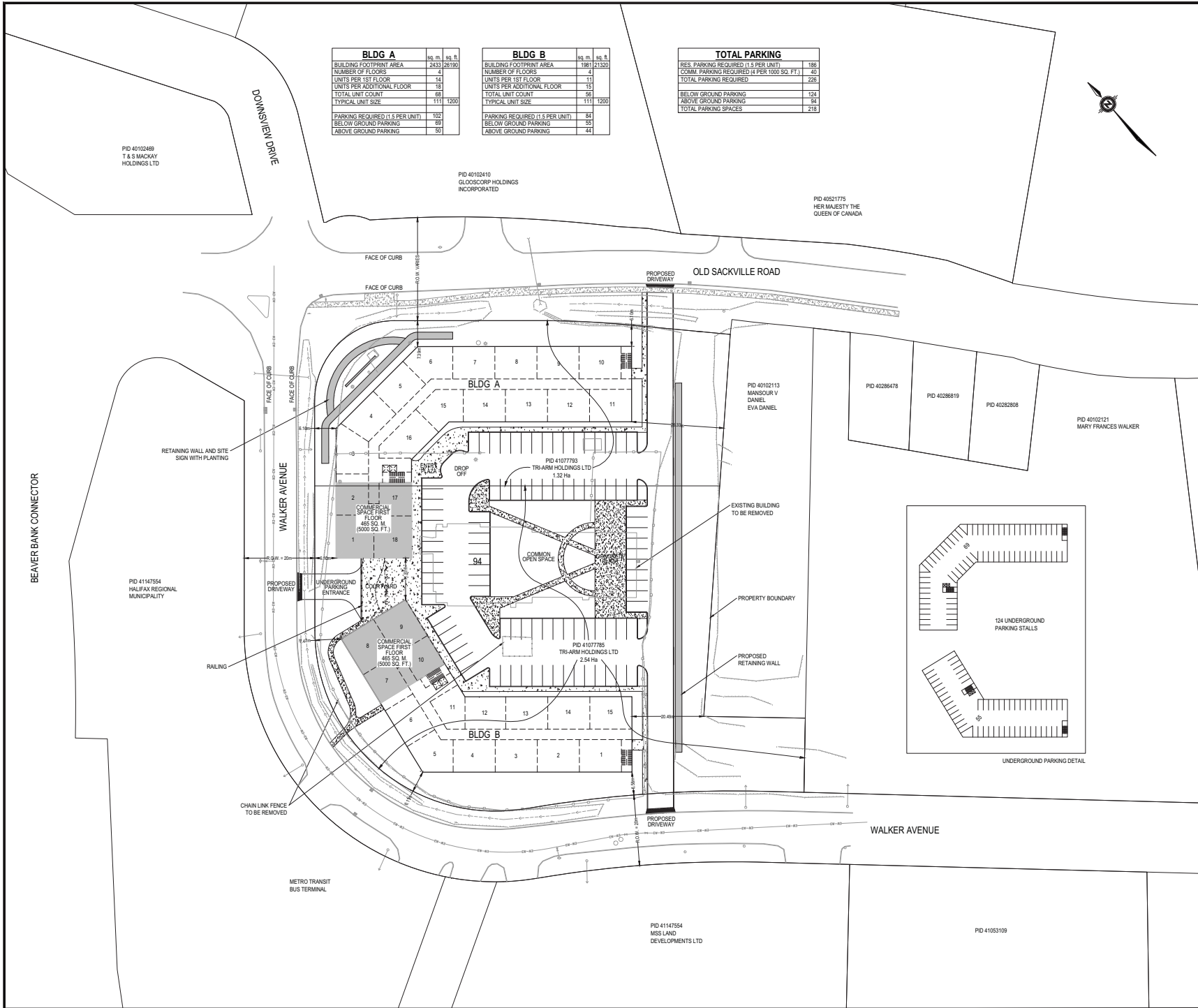
Sincerely:

Original signed

Ken O'Brien, P. Eng.  
Senior Traffic Engineer  
GENIVAR Inc.



# Case 19060 Attachment C - Walker Building Concept



BLDG A		sq. m.	sq. ft.
BUILDING FOOTPRINT AREA	2433	26190	
NUMBER OF FLOORS	4		
UNITS PER 1ST FLOOR	14		
UNITS PER ADDITIONAL FLOOR	18		
TOTAL UNIT COUNT	86		
TYPICAL UNIT SIZE	111	1200	
PARKING REQUIRED (1.5 PER UNIT)	129		
BELOW GROUND PARKING	89		
ABOVE GROUND PARKING	50		

BLDG B		sq. m.	sq. ft.
BUILDING FOOTPRINT AREA	1981	21320	
NUMBER OF FLOORS	4		
UNITS PER 1ST FLOOR	13		
UNITS PER ADDITIONAL FLOOR	15		
TOTAL UNIT COUNT	58		
TYPICAL UNIT SIZE	111	1200	
PARKING REQUIRED (1.5 PER UNIT)	87		
BELOW GROUND PARKING	55		
ABOVE GROUND PARKING	44		

TOTAL PARKING	
RES. PARKING REQUIRED (1.5 PER UNIT)	186
COMM. PARKING REQUIRED (4 PER 1000 SQ. FT.)	40
TOTAL PARKING REQUIRED	226
BELOW GROUND PARKING	124
ABOVE GROUND PARKING	84
TOTAL PARKING SPACES	218



	PROPOSED	EXISTING
CATCH BASIN		
PYRAMID CB		
HYDRANT		
SEAM MANHOLE		
STUM MANHOLE		
VALVE		
POWERSPOLE		
CULVERT		
SANITARY STORM		
WATER		
SEWER		
WATER		
SEWER		
ELECT. OVERHEAD		
SEWER / DITCH		
CONTOUR		
SPOT ELEVATION		
PROFILE GRADE		
SANITARY LATERAL		
STORM LATERAL		
WATER LATERAL		
CATCH BASIN LEAD		
FORCE MAIN		
EASEMENT		
RIGHT OF WAY		
PROPERTY LINE		
LOT LINE		
GAS LINE		
TOPTOP OF BANK		
CLEARING LIMIT		
ALARM PIPESIGNAL		
NSP URD BOX		
SIAMSE CONN.		
TRUCK SURGE		
END CAP		
DRIVEWAY CUT		
HEADWALL		
UTILITY POLE		
ROAD SIGN		
STREET TREE		
SIDEWALK		

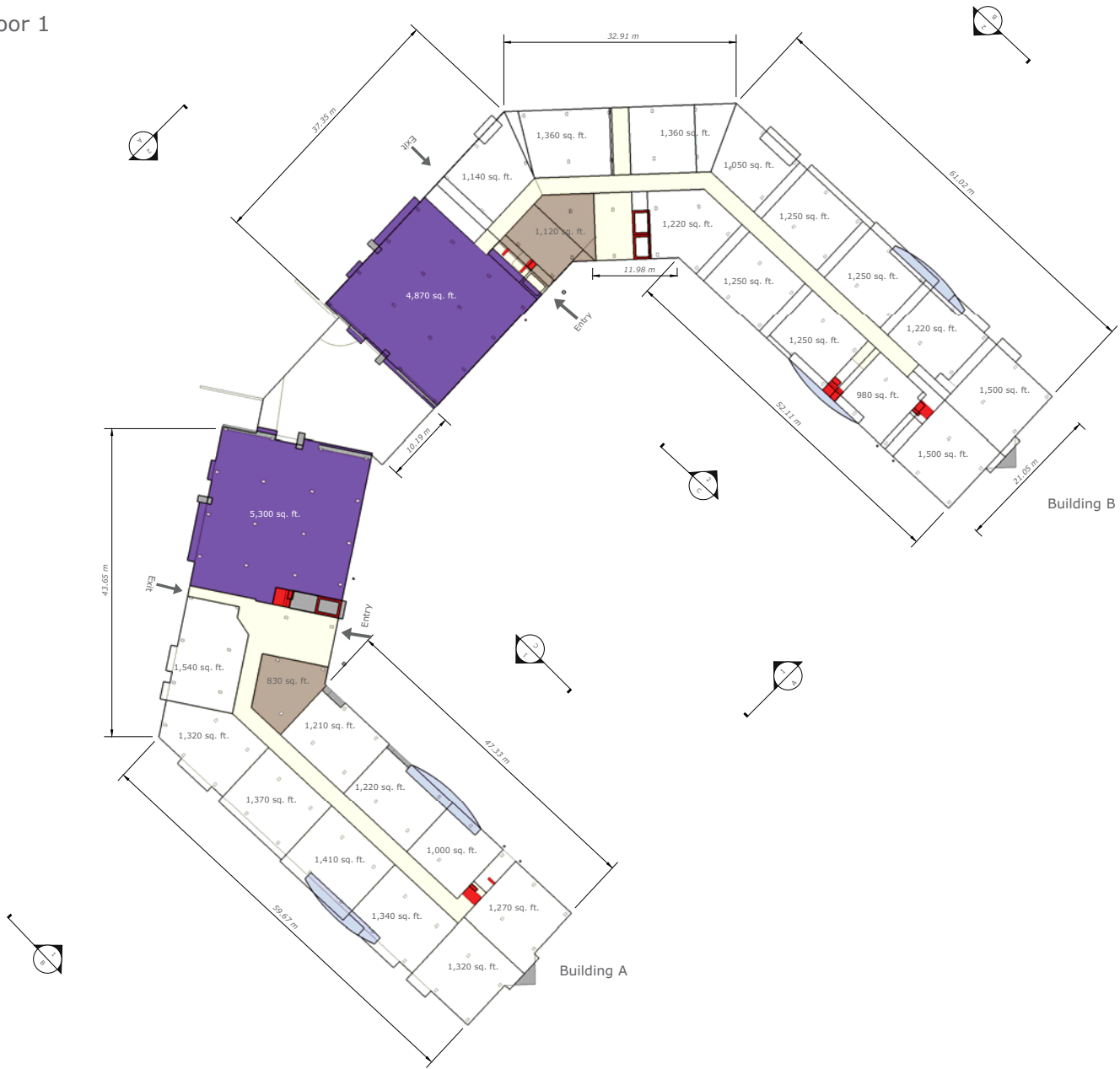
NO.	REVISION	DATE
02	REVISED AS PER CLIENT COMMENTS	2013-08-13
01	ISSUED FOR PLANNING PRE-APPLICATION	2013-08-07
00	DESCRIPTION	DATE

**WM FARES GROUP**

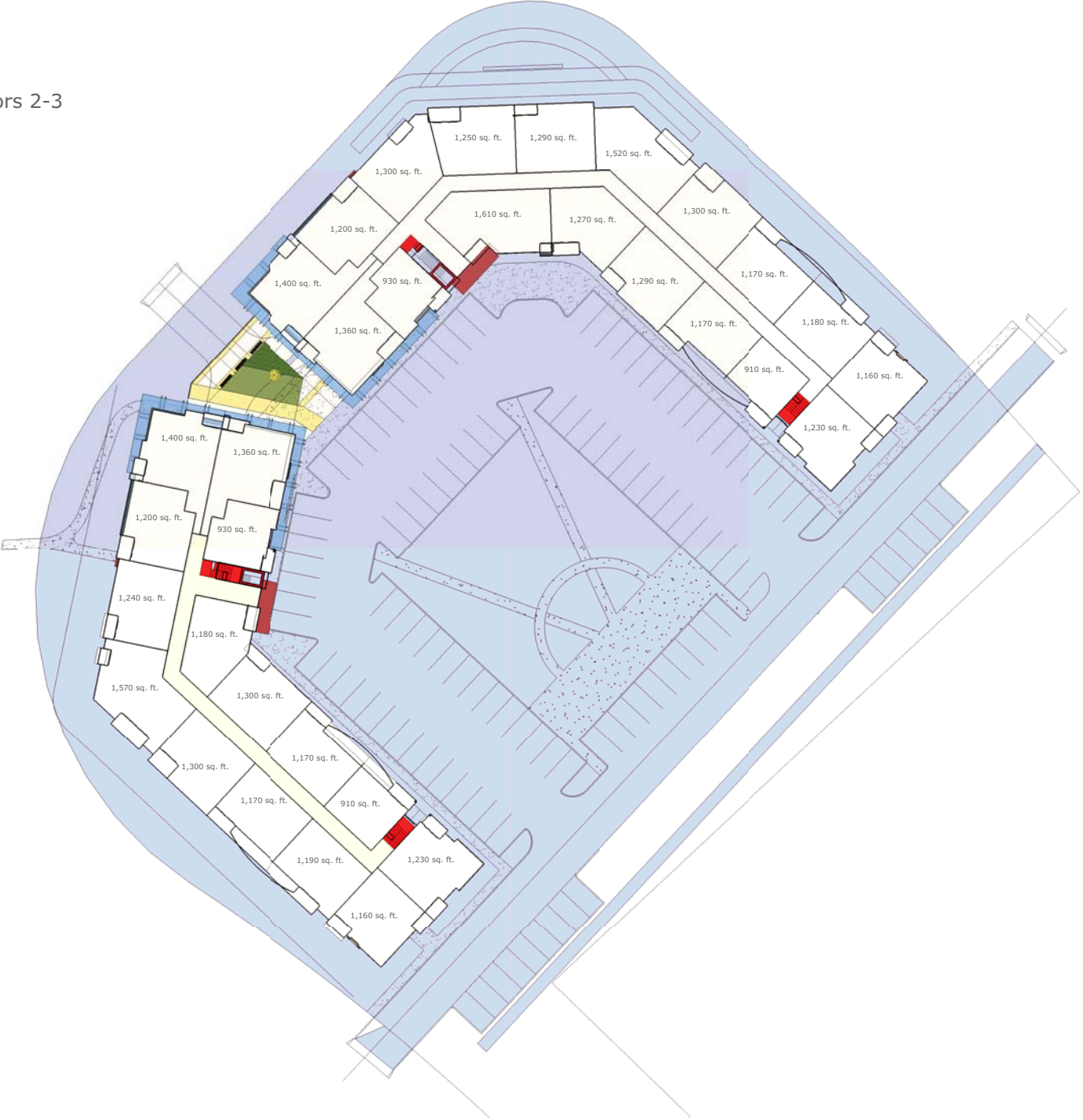
**Armco CAPITAL**

CLIENT	8 WALKER AVENUE		
PROJECT	SACKVILLE, NOVA SCOTIA		
SHEET DESCRIPTION	SITE PLAN		
SCALE	DATE	SHEET	
1:500	2013/09/20	SDP	
DRAWN	CHECKED	PROJECT NO.	
F.MCH	AJB	13-178	

Floor 1



Floors 2-3





Floor 4



1 A Northwest View



Building A

Building B

2 A Southeast View



Building B

Building A

1 B East View



Building A

2 B West View



Building B

1 C West View



Building A

2 C East View



Building B