



PO Box 1749  
Halifax, Nova Scotia  
B3J 3A5 Canada

## MEMORANDUM

TO: Chair and Members of North West Planning Advisory Committee

FROM: Nathan Hall, Planning Intern

DATE: July 25, 2016

**SUBJECT: Case 20504: Application by Personal Care Holdings Ltd. to enter into a development agreement to permit a landscaping business at 387 Cobequid Road, Lower Sackville**

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**Background:** Personal Care Holdings Ltd. has submitted a request for a development agreement to allow for a landscaping business at 387 Cobequid Road in Lower Sackville. The subject property had been used for landscaping materials and equipment storage for several years without the benefit of a permit. The property owner has applied to enter into a development agreement to resume the use legally.

**Site:** The property is 2.18 acres in area with 225 feet of frontage on Cobequid Road. The site contains a single unit dwelling, and a large open area that has been used for the storage of landscaping equipment and materials.

**Designation:** RR (Rural Residential) Designation under the Sackville Municipal Planning Strategy (MPS) (Map1).

**Zoning:** R-6 (Rural Residential) Zone under the Sackville Land Use By-law (LUB) (Map 2).

**Proposal:** The applicant wishes to enter into a development agreement with the Municipality to permit a landscaping business to operate at the subject property. The applicant has indicated that the property would be used primarily for the storage of landscaping equipment and materials (such as soil) for the business, as well as for the existing single unit dwelling use. The primary office and storage for the business are located elsewhere.

**MPS Policy:** The application can be considered under Policies UR-24 and IM-137 (Attachment A) of the Sackville MPS, which allows Council to consider permitting community commercial zone (C-2) uses by development agreement within the Rural Residential (RR) Designation.

**Public Engagement:**

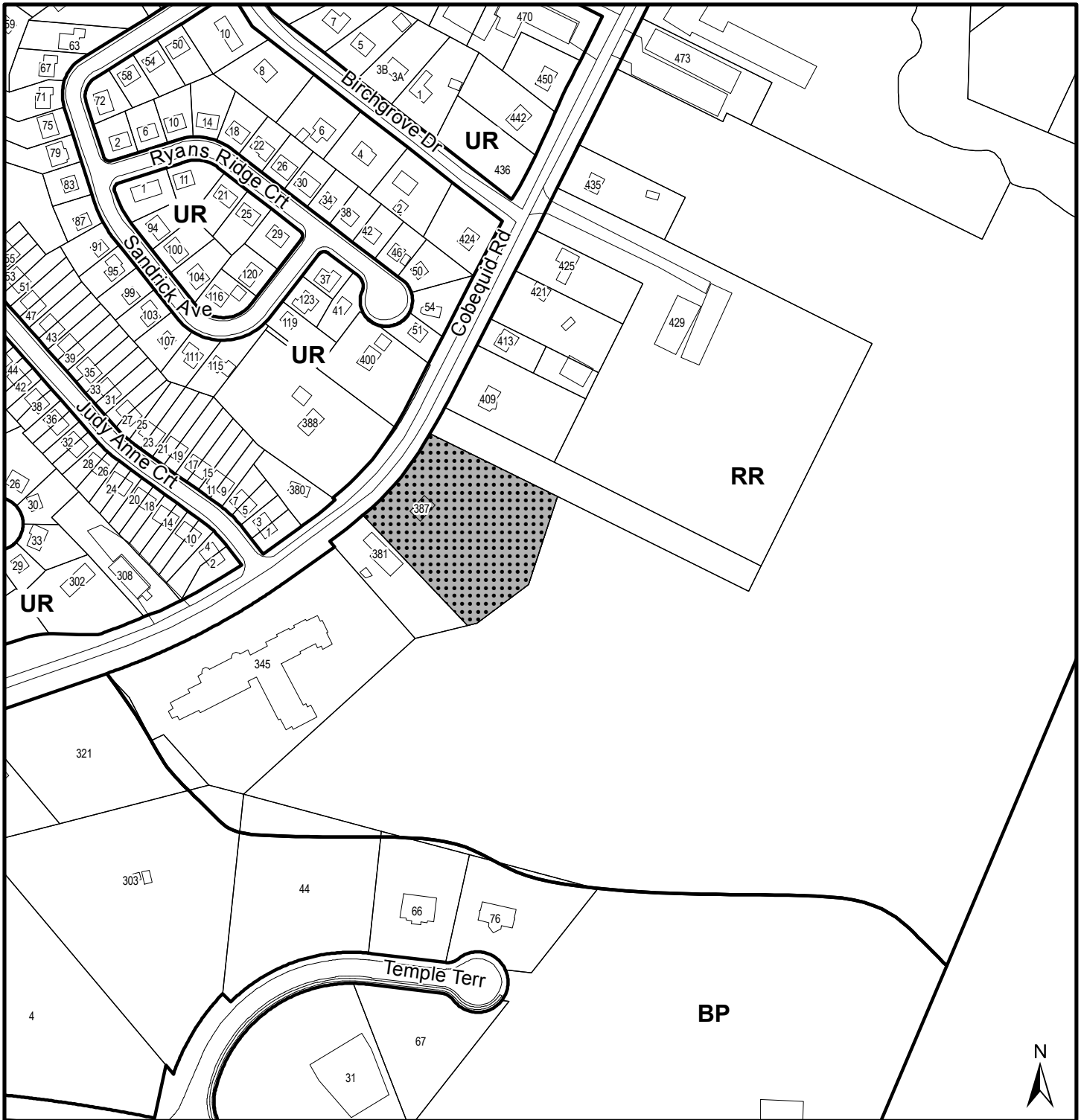
A public information meeting (PIM) was held for the case on July 7, 2016 at the Knights of Columbus Hall, 252 Cobequid Road. One member of the public attended and there was a discussion between all parties present. The notes from the PIM are included as Attachment B.

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

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

**Attachments:**


Map 1	Generalized Future Land Use Map
Map 2	Zoning Map
Attachment A	Excerpts from Sackville MPS
Attachment B	Minutes from Public Information Meeting
Attachment C	Proposed Site Plan
Attachment D	Proposed Landscape Plan
Attachment E	Proposed Stormwater Drainage Plan
Attachment F	Traffic Impact Statement



**Map 1 - Generalized Future Land Use**

387 Cobequid Rd.,  
Lower Sackville

**HALIFAX**

 Area of Proposed Development Agreement

**Designation**

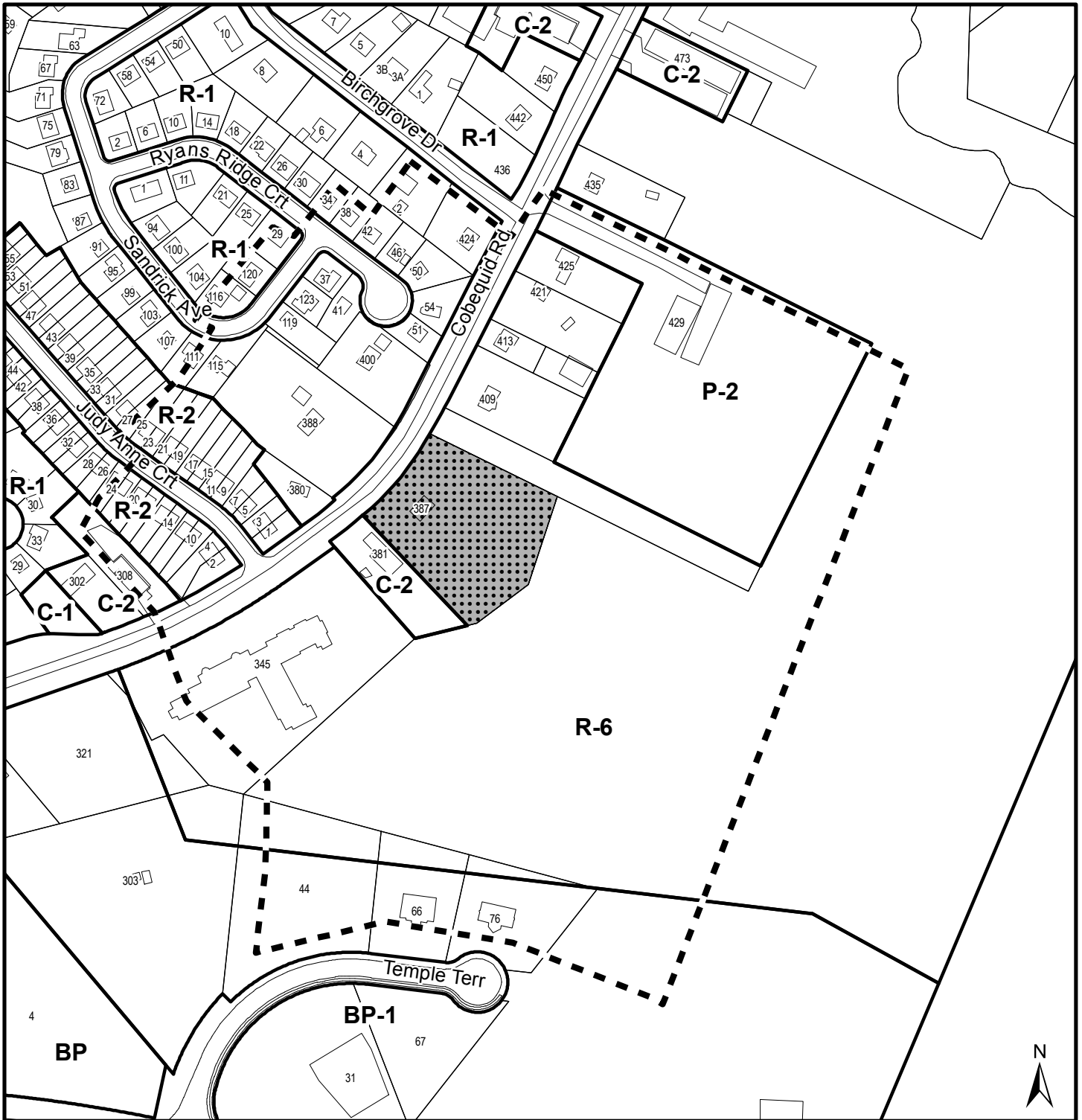
- UR Urban Residential
- RR Rural Residential
- BP Business Park



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

The accuracy of any representation on this plan is not guaranteed.


Sackville  
Plan Area




### Map 2 - Zoning and Notification

387 Cobequid Rd.,  
Lower Sackville

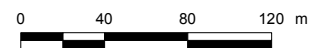


 Area of Proposed Development Agreement

 Area of Notification

#### Zone

- R-1 Single Family Dwelling
- R-2 General Residential
- R-6 Rural Residential
- C-1 Local Business
- C-2 Community Commercial
- P-2 Community Facility
- BP Business Park
- BP-1 Business Park-1



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

The accuracy of any representation on this plan is not guaranteed.

Sackville  
Plan Area

**Attachment A**  
**Excerpts from Sackville MPS**

**UR-24** Notwithstanding Policies UR-2 and RR-2, within the Urban and Rural Residential Designations, Council may consider permitting community commercial zone uses on properties along the Cobequid Road, between Sackville Drive and First Lake Drive, according to the development agreement provisions of the Planning Act. In considering such agreements, Council shall have regard to the following:

- (a) that no proposal shall be considered on lands along the northwest side of Cobequid Road, south of Glendale Drive;
- (b) that the site has frontage on and direct access to Cobequid Road;
- (c) that the height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses;
- (d) that adequate provision is made for buffering and screening from adjacent residential properties;
- (e) that site design features, including landscaping, signage, parking areas and driveways are of an adequate size and design to address potential impacts on adjacent development and to provide for the needs of users of the development;
- (f) that appropriate controls are established to address environmental concerns, including stormwater runoff;
- (g) hours of operation;
- (h) maintenance of the development; and
- (i) the provisions of Policy IM-13.

**IM-13** In considering amendments to the land use by-law or development agreements, in addition to all other criteria as set out in various policies of this planning strategy, the Sackville Community Council shall have appropriate regard to the following matters:

- (a) that the proposal is in conformity with the intent of this planning strategy and with the requirements of all other municipal by-laws and regulations;
- (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 adjacent 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 so as 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) signs; and
  - (vi) any other relevant matter of planning concern.
- (d) that the proposed site is suitable in terms of steepness of grades, soil and geological conditions, locations of watercourses, potable water supplies, marshes or bogs and susceptibility to flooding;
- (e) any other relevant matter of planning concern; and
- (f) Within any designation, where a holding zone has been established pursuant to "Infrastructure Charges - Policy IC-6", Subdivision Approval shall be subject to the provisions of the Subdivision By-law respecting the maximum number of lots created per year, except in accordance with the development agreement provisions of the MGA and the "Infrastructure Charges" Policies of this MPS.

**Attachment B  
Minutes from Public Information Meeting**

**HALIFAX REGIONAL MUNICIPALITY  
Public Information Meeting  
Case 20504**

*The following does not represent a verbatim record of the proceedings of this meeting.*

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**Thursday, July 7, 2016**

**7:00 p.m.**

**Knights of Columbus Hall, Lower Sackville**

**STAFF IN**

**ATTENDANCE:** Nathan Hall, Planning Intern, HRM Planning and Development  
Erin MacIntyre, Planner II, HRM Planning and Development  
Laura Gillies, Planning Technician, HRM Planning and Development  
Cara McFarlane, Planning Controller, HRM Planning and Development

**ALSO IN**

**ATTENDANCE:** Councillor Steve Craig, District 15  
Sean Murphy, Personal Care Holdings Limited

**PUBLIC IN**

**ATTENDANCE:** 1

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The meeting commenced at approximately 7:12 p.m.

**1. Call to order, purpose of meeting – Nathan Hall**

Mr. Hall introduced himself as the Planner and Facilitator for the application; Sean Murphy, Personal Care Holdings Limited; Councillor Steve Craig, District 15; and Erin MacIntyre, Laura Gillies and Cara McFarlane, HRM Planning and Development.

Case 20504 - Application by Personal Care Holdings Limited to enter into a development agreement to permit a landscaping business (the storage of materials and equipment) at 387 Cobequid Road, Lower Sackville.

The purpose of the Public Information Meeting (PIM) is to: a) identify the proposal and site; and b) provide information about the proposal to the community and gather their feedback. No decisions are made at this PIM.

**2. Presentation of Proposal – Nathan Hall**

Mr. Hall presented the proposal outlining the site (2.18 acres with 225 feet of frontage on Cobequid Road) and the relevant planning policy (Policy UR-24) and designation [RR (Rural Residential)] within the Sackville Municipal Planning Strategy and zoning [R-6 (Rural Residential) Zone] within the Sackville Land Use By-law. The proposed landscaping plan was presented. Mr. Hall reviewed the planning process.

### 3. Questions and Comments

**Thane Stevens, Representing Sagewood** - asked if the existing dwelling on the property will be used as an office for the business or residential? **Mr. Murphy** said it will remain as rented residential.

**Mr. Stevens** sent an email to Mr. Hall outlining his concerns. One being dust and noise from equipment backup signals at odd hours especially for the long term care facility next door. He asked what type of privacy fence will be used. **Mr. Murphy** said it will be a wooden privacy fence. **Ms. MacIntyre** explained that specific details will be discussed during the detailed review.

**Councillor Craig** – He would like the following considered when writing the staff report: a) hours of operation; b) frequency of use; c) the type of equipment relative to impact on traffic; d) noise and the impact on the surrounding residents; e) screening; f) debris left behind on the roadway (mulch, soils, lumber, etc.); g) safety of pedestrians as there are no sidewalks in the area; h) traffic control depending on what type of vehicles will be used at the facility. He also expressed that all residents of a building should be notified of planning applications, not just the property owner. In this case, the meeting was advertised.

**Ms. MacIntyre** – The development agreement process is somewhat of an advantage in terms of having the flexibility of arranging specific details on the property.

**Mr. Murphy** explained that the business hours are 7:30 to 5:30. The business has been operating for years but the development agreement would allow it to operate legally. He does have a warehouse in Halifax where crews meet every morning but the site does not allow for outdoor storage. The proposed location at Cobequid Road would allow for the outdoor storage and would only be accessed if extra materials were needed for a job site. This location would house some bobcats and one smaller piece of equipment but other smaller machinery would be kept at a job site until complete, then they would be stored at this location until needed again. His office is in Bedford; therefore, the existing house on the property would remain a rental house. In the distant future, he plans to downsize his landscaping business and may look at a proposal of townhouses and duplexes for this property.

**Mr. Stevens** is concerned that if the property is sold, the new owners can take it to a different level. **Mr. Hall** explained that any subsequent owners would be bound by whatever terms are put forth in the development agreement until it is discharged by Council. An amendment to the development agreement would have to go through a public process similar to this one.

### 4. Closing Comments

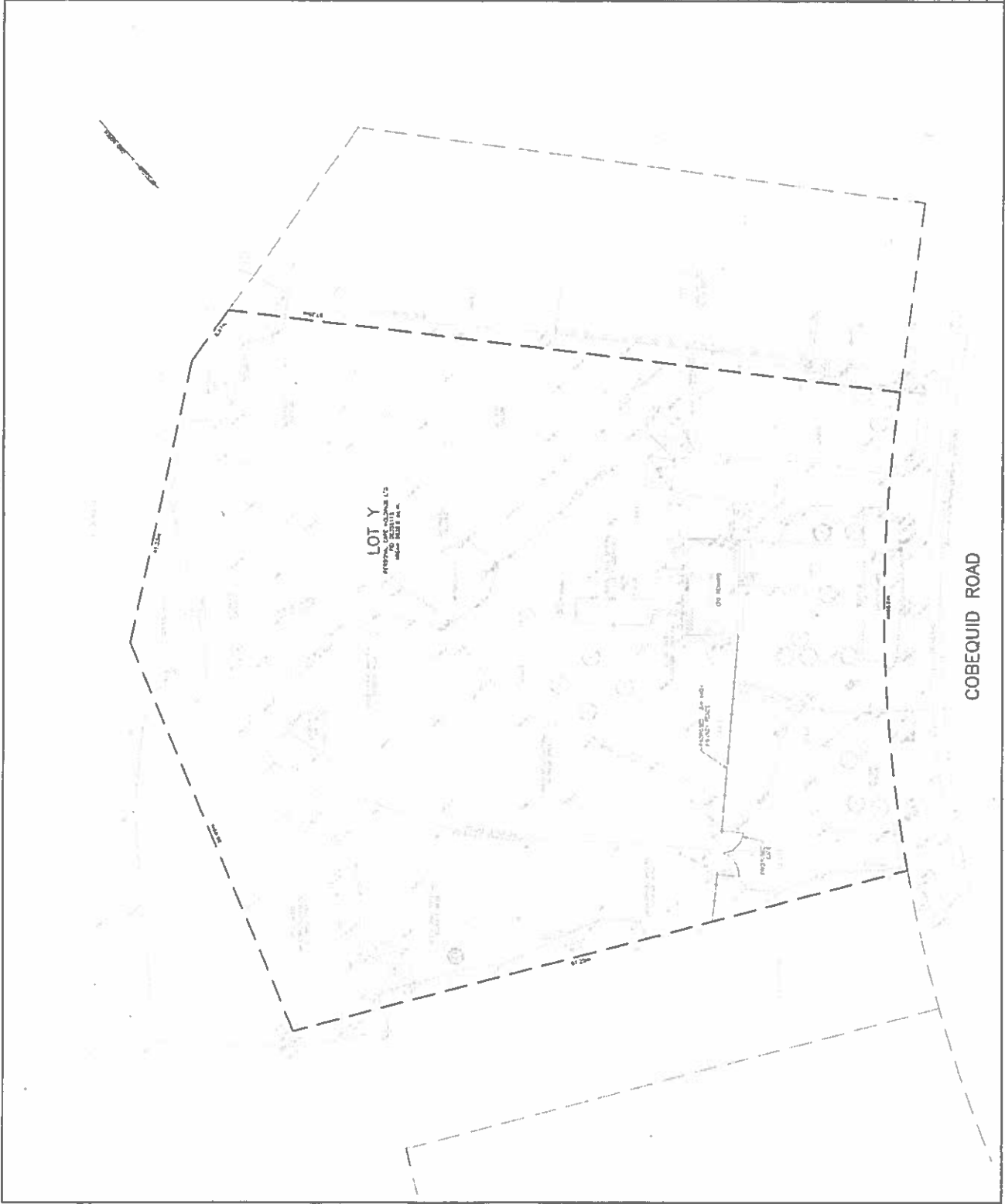
**Mr. Hall** thanked everyone for coming and expressing their comments.

### 5. Adjournment

The meeting adjourned at approximately 7:34 p.m.

# Attachment A - Proposed Site Plan

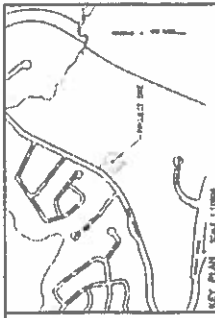
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<p><b>NOTES:</b></p> <ul style="list-style-type: none"> <li>1. ALL DIMENSIONS ARE IN METERS UNLESS OTHERWISE SPECIFIED.</li> <li>2. THE PROPOSED LOT Y IS SHOWN WITH A DASHED LINE.</li> <li>3. THE PROPOSED LOT Y IS 1000.00 M<sup>2</sup> IN AREA.</li> <li>4. THE PROPOSED LOT Y IS 10.00 M WIDE.</li> <li>5. THE PROPOSED LOT Y IS 100.00 M LONG.</li> <li>6. THE PROPOSED LOT Y IS 100.00 M DEEP.</li> <li>7. THE PROPOSED LOT Y IS 100.00 M BROAD.</li> <li>8. THE PROPOSED LOT Y IS 100.00 M HIGH.</li> <li>9. THE PROPOSED LOT Y IS 100.00 M TALL.</li> <li>10. THE PROPOSED LOT Y IS 100.00 M WIDE.</li> <li>11. THE PROPOSED LOT Y IS 100.00 M LONG.</li> <li>12. THE PROPOSED LOT Y IS 100.00 M DEEP.</li> <li>13. THE PROPOSED LOT Y IS 100.00 M BROAD.</li> <li>14. THE PROPOSED LOT Y IS 100.00 M HIGH.</li> <li>15. THE PROPOSED LOT Y IS 100.00 M TALL.</li> <li>16. THE PROPOSED LOT Y IS 100.00 M WIDE.</li> <li>17. THE PROPOSED LOT Y IS 100.00 M LONG.</li> <li>18. 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SDMM Sotheby's International Realty Inc. 1000 ... ...		PERSONAL CARE LANDSCAPING LTD. LOWER SCHEVILLE, NOVA SCOTIA	



COBEQUID ROAD



**Attachment B - Proposed Landscape Plan**



**LEGEND**

SYMBOL	DESCRIPTION
(Symbol)	PROPOSED
(Symbol)	EXISTING
(Symbol)	...

**NOTES:**

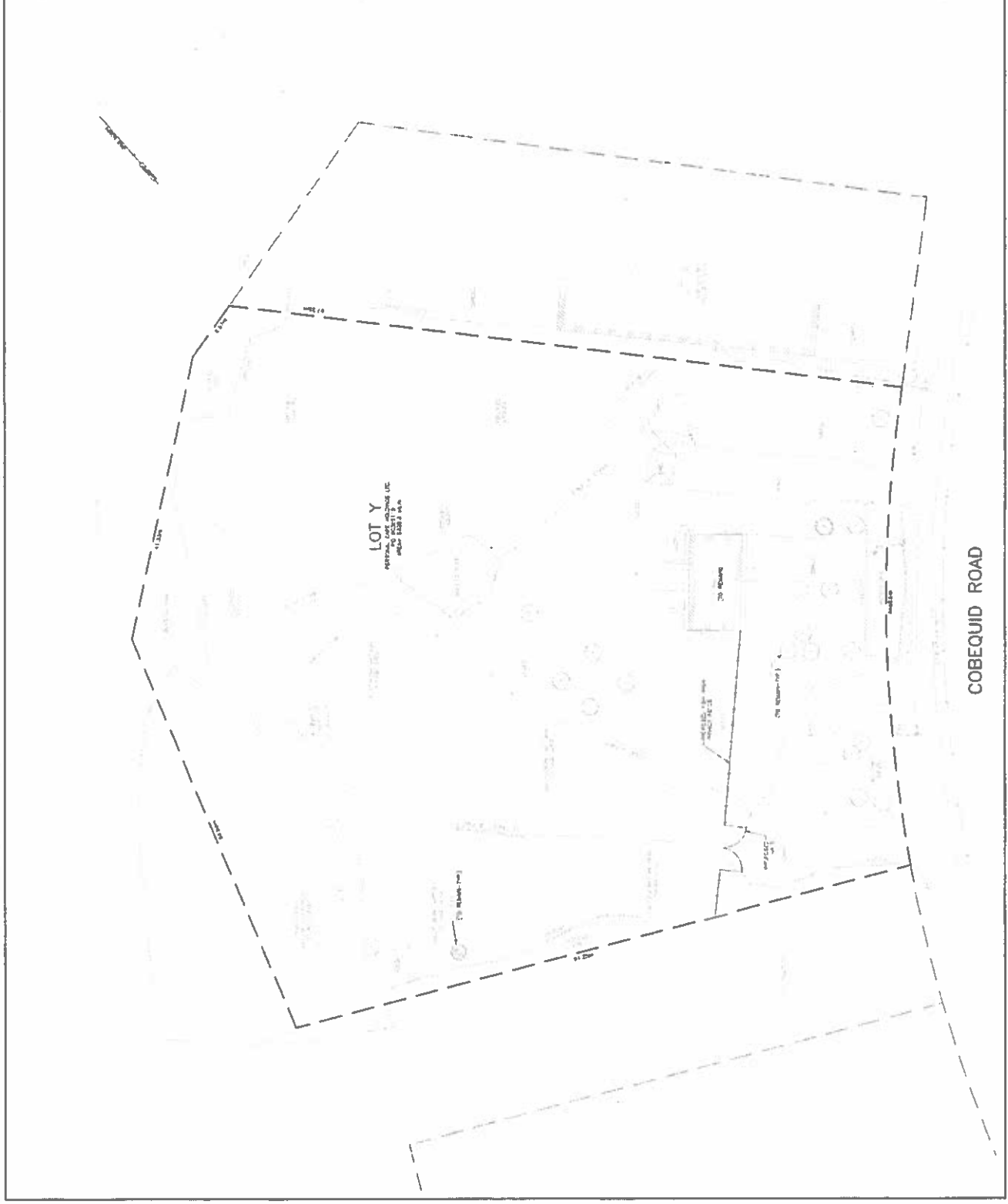
- Landscape Plan prepared in accordance with the requirements of the Planning Act, R.S.O. 1990, Chapter P.22, Section 22.04(1) and the Planning Act Regulations, R.R.O. 1997, Chapter 607, Section 607.04(1).
- Plantings are to be installed in accordance with the specifications and standards set out in the attached Schedule of Plantings.
- Plantings are to be installed in accordance with the specifications and standards set out in the attached Schedule of Plantings.
- Plantings are to be installed in accordance with the specifications and standards set out in the attached Schedule of Plantings.

**SDMM**  
Sustainable Design & Management  
1000 Lakeshore Blvd. East, Suite 1000  
Scarborough, Ontario M1V 4W5  
Tel: (416) 291-1111  
Fax: (416) 291-1112  
www.sdmm.ca


**PERSONAL CARE LANDSCAPING LTD.**  
LOWER SCARVILLE, ONTARIO

**LANDSCAPE PLAN**  
387 COBEQUID ROAD, LOT Y

Project No.	18-1011-00
Client	Personal Care Landscaping Ltd.
Site No.	18-1011-00
Scale	1:100
Author	A. P. S. J.
Check	A. P. S. J.
Date	2018-10-11
Sheet No.	2 OF 3
Scale	C2



Attachment C - Stormwater Drainage



KEY PLAN  
SCALE: 1" = 500'

**LEGEND**

EXISTING	PROPOSED
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**NOTES:**

1. EXISTING AND PROPOSED DRIVEWAYS SHALL BE 12" MIN. THICK ASPHALT ON 4" MIN. GRANULAR FILL.
2. ALL DRIVEWAYS SHALL BE 12" MIN. WIDE AT ALL TIMES.
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10/24/22  
11/17/22

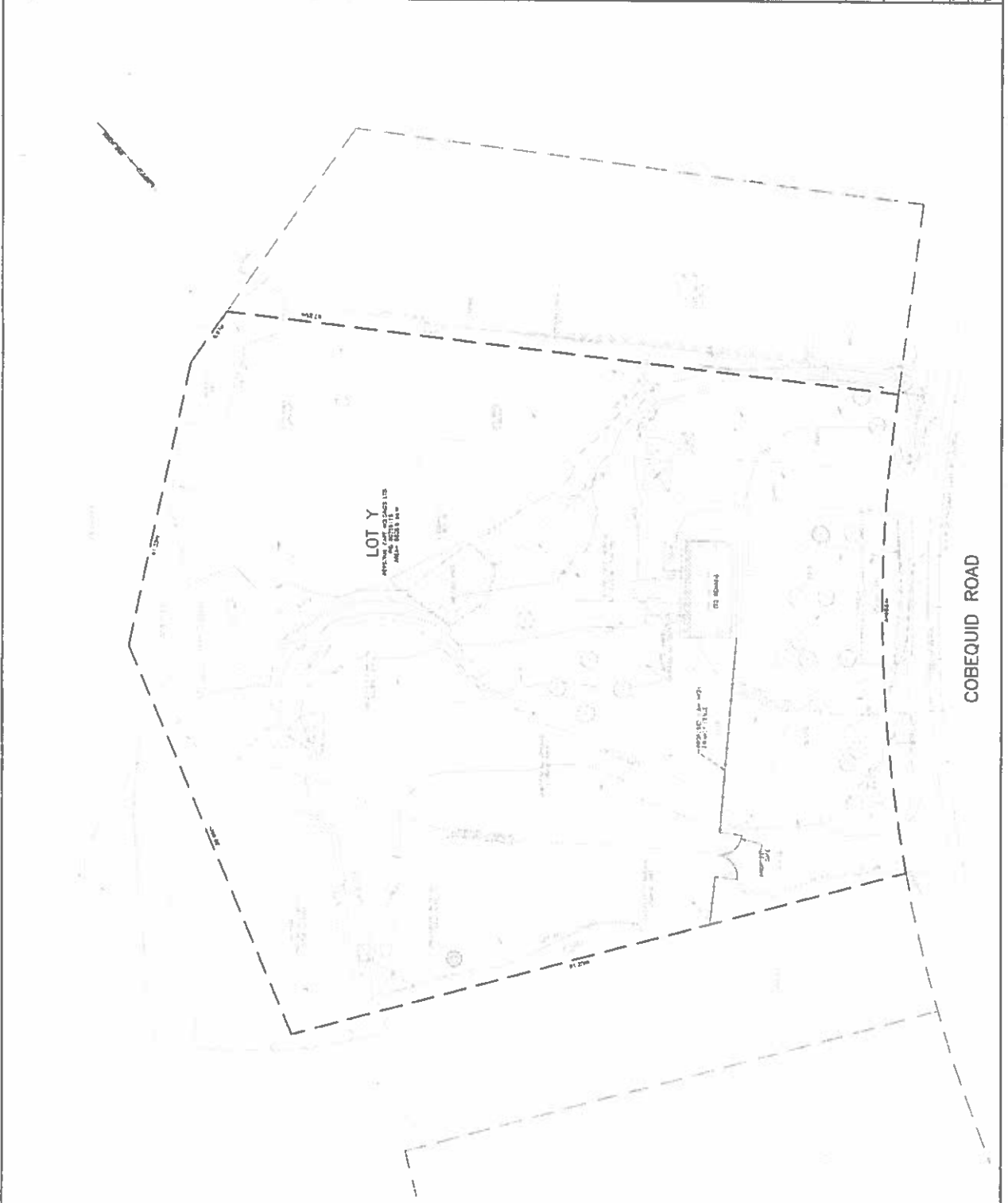
31.00' WIDE DRIVE

**SDMM**  
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1000 Highway 101, Suite 101  
Seymour, VT 05783  
Tel: 802-888-1111  
Fax: 802-888-1112  
www.sdmm.com

**PERSONAL CARE LANDSCAPING LTD.**  
LOT Y, SEBVILLE, NEW SCOTLAND

**STORMWATER/DRAINAGE PLAN**  
367 COBEQUID ROAD, LOT Y

Scale: 1" = 100'	Date: 11/17/22	Project No.: 18-012-0
Client: Personal Care Landscaping Ltd.	Site: 367 Cobequid Road, Lot Y	Sheet No.: C3
Drawn: [Name]	Checked: [Name]	Scale: 1" = 100'



**387 Cobequid Road Traffic Impact Statement**

March 2016

Prepared for  
Servant Dunbrack McKenzie & MacDonald Ltd

**JRL consulting**

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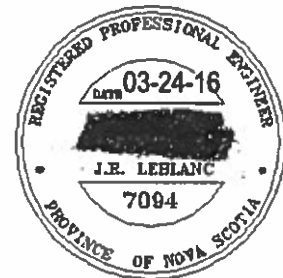
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Prepared by  
Jeff R. LeBlanc, P.Eng., PMP

# 1 Introduction

## 1.1 Background

Servant Dunbrack McKenzie & MacDonald Ltd., on behalf of the owner, are working on a proposal to rezone existing lands at 387 Cobequid Road in Lower Sackville, Nova Scotia. Exhibit 1.1 shows the site in red in the context of the surrounding area in Lower Sackville.

Exhibit 1.1 – 387 Cobequid Road in Lower Sackville, Nova Scotia

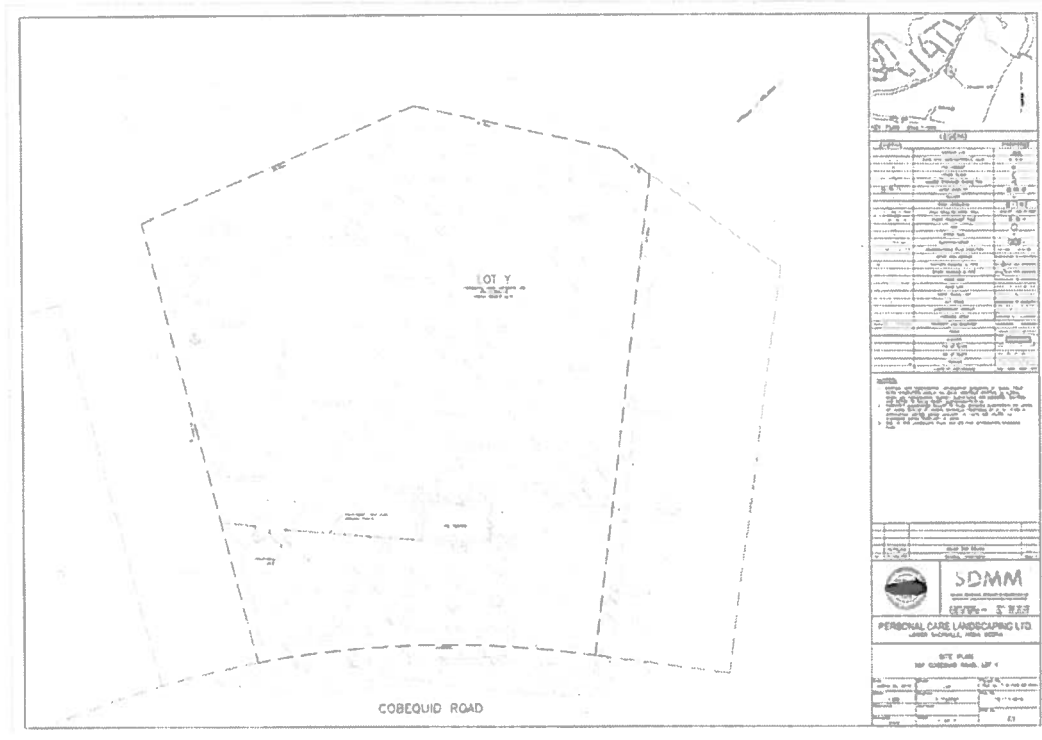


Source: Google Earth

The existing 2.2 acre site is zoned R6 and it has a single family dwelling that is rented to tenants. The remainder of the property is used for equipment and materials storage by the owner for his landscaping business. To comply with HRM Land Use Bylaws the owner is seeking to have the property changed to C2 so that he can continue to rent the home and store his equipment and materials on the property.

Refer to the following Exhibit 1.2 for an existing site plan prepared by Servant Dunbrack McKenzie & MacDonald Ltd.

Exhibit 1.2 – Existing Site Plan at 387 Cobequid Road



## 2 Existing Traffic Conditions

### 2.1 Description

The principal route affected by this development is Cobequid Road in Lower Sackville. Exhibit 2.1 summarizes HRM's Characteristics of Street Classes from HRM's Municipal Service Systems Design Guidelines.

Exhibit 2.1 - HRM Characteristics of Street Classes

Characteristic	Arterial Street	Major Collector	Minor Collector	Local Industrial	Local Street
1. Traffic Service Function	First Consideration	Traffic movement primary consideration, land access secondary consideration, some parking	Traffic movement of equal importance with land access, parking permitted	Traffic movement secondary consideration with land access primary consideration, parking permitted	Traffic movement secondary consideration with land access primary consideration, parking permitted
2. Land Access Function	Limited Access with no parking				
3. Range of design traffic average daily volume	More than 20,000	12,000 to 20,000 or more	Up to 12,000	Less than 3,000	Less than 3,000
4. Characteristics of traffic flow	Uninterrupted flow except at signals; w/ pedestrian overpass	Uninterrupted flow except at signals and crosswalks	Interrupted flow	Interrupted flow	Interrupted flow
5. Average running speed in off-peak conditions	50-70 km/hr	40-60 km/hr	30-50 km/hr	15-30 km/hr	15-30 km/hr
6. Vehicle types	All types	All types but trucks may be limited	All types with truck limitation	All types	Passenger and service vehicles, transit buses; large vehicles restricted
7. Connects to	Expressways, arterials, major collectors, minor collectors	Expressways, arterials, major collectors, minor collectors, some locals	Arterials, major collectors, minor collectors, locals	Some major collectors, minor collectors, locals	Some major collectors, minor collectors, locals

Cobequid Road is major collector that runs from Sackville Drive in Lower Sackville to Rocky Lake Drive in Waverley. It serves a number of commercial business as well as single family homes. The posted speed limit is 50 km/hr near the proposed development. It has gravelled shoulders in the area of 387 Cobequid Road, however, there are HRM standard concrete sidewalks on both sides west of Judy Anne Court.

Refer to Exhibit 2.2 for photos of the Study Area around 387 Cobequid Road in Lower Sackville, Nova Scotia.



Exhibit 2.2 – Study Area Photos



387 Cobequid Road



Cobequid Road looking northeast at 387 Cobequid Road



Cobequid Road looking southwest at 387 Cobequid Road





387 Cobequid Road from across the street looking east



387 Cobequid Road from accross the street looking east



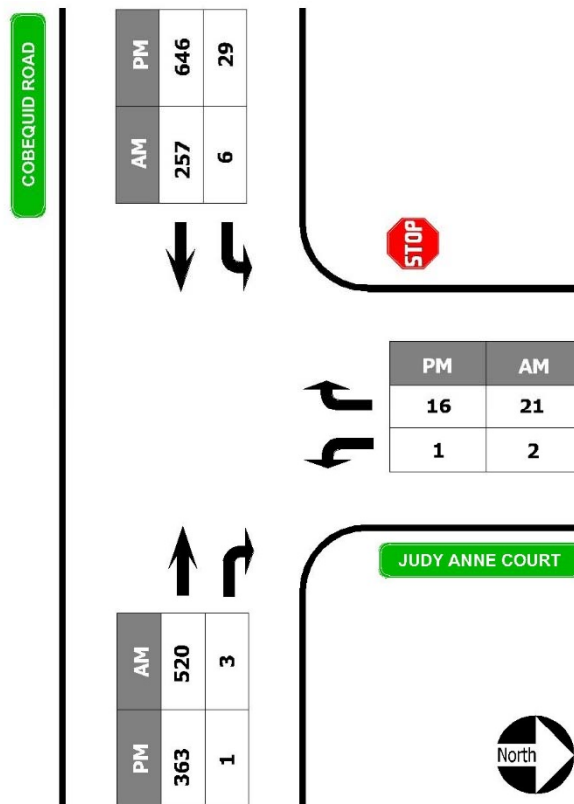
Judy Anne Court at Cobequid Road looking west

## 2.2 Existing Traffic Volumes

We completed a site review at 387 Cobequid Road and analyzed the existing transportation network in the general area. The Cobequid Road/Glendale Drive signalized intersection is located approximately 750 meters west of 387 Cobequid Road. The Cobequid Road/Judy Anne Court unsignalized intersection stop controlled at its minor approach from Judy Anne Court is located approximately 100 meters west of 387 Cobequid Road.

HRM completed AM and PM peak hour manual turning movement counts at this intersection in July 2010. These counts provide view of the traffic on Cobequid Road near the development in the AM and PM peak hours. We applied an annual background growth rate of 2% to estimate the peak hour traffic in 2016 as summarized in Exhibit 2.3.

Exhibit 2.3 – Cobequid Road at Judy Anne Court Estimated Existing Traffic 2016



## 2.3 Existing Trip Distribution

HRM counts at the Cobequid Road/Judy Anne Court intersection provide an accurate picture of current trip distribution in the study area and we expect that traffic generated at 387 Cobequid Road will follow similar patterns.

## 2.4 Stopping Site Distance

As per the Transportation of Canada Geometric Design Guide for Canadian Roads, adequate stopping site distance *"is essential for safe operation that the vehicle operator be able to see far enough ahead to stop if necessary. Conditions that would force a vehicle operator to stop are for example, an object on the roadway, a culvert washout or other fault in the roadway.*

*Adequate stopping site distance is required throughout the length of the roadway. Minimum stopping site distance is the sum of two distances namely:*

- *Brake reaction distance*

*The distance travelled during the brake reaction time, that is the time that elapses from the instant an object, for which the driver decides to stop, comes into view to the instant the driver takes remedial action (contacts brake pedal).*

- *Braking distance*

*The distance travelled from the time that braking begins to the time the vehicle comes to a stop."*

For a design speed of 50 km/h, the minimum stopping site distance is 65 m.

There are three existing driveways at 387 Cobequid Road (one for the residential home and two that connect to each other on the property that access the landscaping yard). We didn't observe any issues with adequate Stopping Site Distance during our visual assessment at our site visit but we didn't complete a detailed survey

## 2.5 Transit and Pedestrians

The study area is well serviced by Halifax Transit on Route 82 Millwood (see Exhibit 2.4).

There are graveled shoulders on both sides of Cobequid Road near 387 Cobequid Road and there are concrete sidewalks on both sides of Cobequid Road west of Judy Anne Court.



Exhibit 2.4 – Halifax Transit Route 82 Millwood Map



### 3 Site Generated Traffic

#### 3.1 Trip Generation

The owner is only proposing a rezoning of the property so the current traffic generated by the residential component and by the landscaping business will not change from what is generated today.

Since the landscaping business is seasonal there is no traffic generated by this component during the winter other than to plow the property. The owner did indicate that Halifax Water does enter the property in the event of a water pipe break close to Cobequid Road.

During the summer months from April to November, the owner estimates that an average day would see 5 vehicles accessing and exiting the property to get equipment or materials. There may be some days where there may be more vehicles entering and exiting but those would be rare the volumes are not significant. Staff meet at the jobsite to start their work day not at 387 Cobequid Road. There is no office and customers do not access the site.

We have no indication if these estimated vehicle trips align with the AM and PM peak hours on Cobequid Road but for the purpose of this assessment we have included them in the peak hours (2 in the AM peak hour and 3 in the PM peak hour). We also assumed that the vehicles will enter and exit within the peak hours as they will not remain on site.

For the residential portion of the property we completed trip generation estimates using equations provided in Institute for Transportation Engineer’s Trip Generation Manual Ninth Edition. We used the following ITE Land Use Code to assess site generated trips:

- ITE Land Use 210 Single Family Detached Housing

*"Single-family detached housing includes all single-family detached homes on individual lots. A typical site surveyed is a suburban subdivision."* The unit of measurement for average vehicle trip ends is dwelling units.

Exhibit 3.1 – Estimated Site Generated Traffic Volumes at 387 Cobequid Road

LAND USE	QUANTITY	AM PEAK			PM PEAK		
		TOTAL	ENTER	EXIT	TOTAL	ENTER	EXIT
Single Family Detached Housing	1	1	25% 0	75% 1	1	63% 1	37% 0
Landscaping Business		4	50% 2	50% 2	6	50% 3	50% 3
<b>TOTAL</b>		<b>5</b>	<b>2</b>	<b>3</b>	<b>7</b>	<b>4</b>	<b>3</b>

## 4 Conclusions and Recommendations

- This Traffic Impact Statement has provided a high level overview of the proposed rezoning at 387 Cobequid Road from R6 to C2 to permit the current rented single family dwelling and landscaping business which consists of equipment and materials storage only.
- It includes an estimate of existing site generated trips as well as an analysis of existing traffic volumes in the surrounding area.
- We estimate that the existing development creates 5 vehicles trips in the AM peak hour period and 7 vehicle trips in the PM peak hour period.
- Site generated traffic will most likely follow existing trip distribution patterns along Cobequid Road in the AM and PM peak hours.
- We have not identified any potential significant impacts to the existing transportation network in the area as a result of this rezoning of an existing property at 387 Cobequid Road in Lower Sackville, Nova Scotia.