



Development Agreement Application Package

Bakery Place

893 Sackville Drive, Middle Sackville, Nova Scotia
PID No. 40093163

Rysco Properties Inc.
(Developer)

Submitted by:
KWR Approvals Inc.
(Applicant)



March 8, 2023

Ms. Maggie Holm, MCIP, LPP

Principal Planner | Urban Enabled Applications
HALIFAX, I Planning & Development
5251 Duke Street, 3rd Floor, Suite 300, Duke Tower
Halifax, NS B3J 3S1

Re: Development Agreement application for the proposed 47-unit residential development with commercial ground floor, *Bakery Place*, located at 893 Sackville Drive, Middle Sackville, Nova Scotia (PID No. 40093163).

Dear Maggie:

- The subject property is approximately 3298 sq. m (35,499 sq. ft.) with 58 m (190.3 feet) of frontage on Sackville Drive. The property is designated Community Commercial under the Sackville Secondary Plan and zoned C-2 under the Sackville Land Use By-Law (LUB). The proposed Bakery Place development consists of 47 residential units within a single 5-storey building and includes a small ground floor commercial space, underground and surface parking and a variety of amenities for residents.
- The neighbourhood surrounding the subject property is primarily residential with a variety of mixed residential, commercial, and institutional land uses along Sackville Drive. Careful consideration was taken to create a building design which reflects the Municipal Planning Strategy and surrounding land uses, and will result in a quality building that helps define pedestrian friendly commercial streets with added residential density.
- Technical studies have been completed to ensure that *Bakery Place* meets transportation, servicing, environmental and other technical site requirements. The TIS concluded the proposed development has no significant influence on current traffic volumes.
- Overall, the proposed development will offer a significant public benefit through the addition of 47 mindfully designed residential units to the Sackville housing stock, placed in a prime location for future residents.

KWR Approvals, our client and other members of the Professional Development Team (PDT) as always like to work collaboratively with HRM Planning & Development staff and the local community throughout the process. To this end, and is customary, in our initial application submission we wish to provide your department with sufficient information to do an internal review, but provide enough flexibility in areas such as design where we can work together to strengthen the project. We look forward to your response and working closely with the case planner assigned. If you have any questions, please do not hesitate to contact me. Thank You.

Warmest Regards,



Isabelle Choumline, Planner 1

Cc: Kevin W. Riles, President/CEO, KWR Approvals Inc.
Julien Boudreau, Design and Technical Leader, Fathom Studio
Ryan McNeil, Rysco Properties Inc.

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APPENDICES

- A. Provincial LRIS Property Mapping
- B. Location Certificate (Allison Land Surveys Ltd.)
- C. Existing Conditions Survey (SDMM)
- D. Surrounding Uses Map
- E. Site Servicing Schematics (Fathom Studio)
- F. Traffic Impact Study (Fathom Studio)

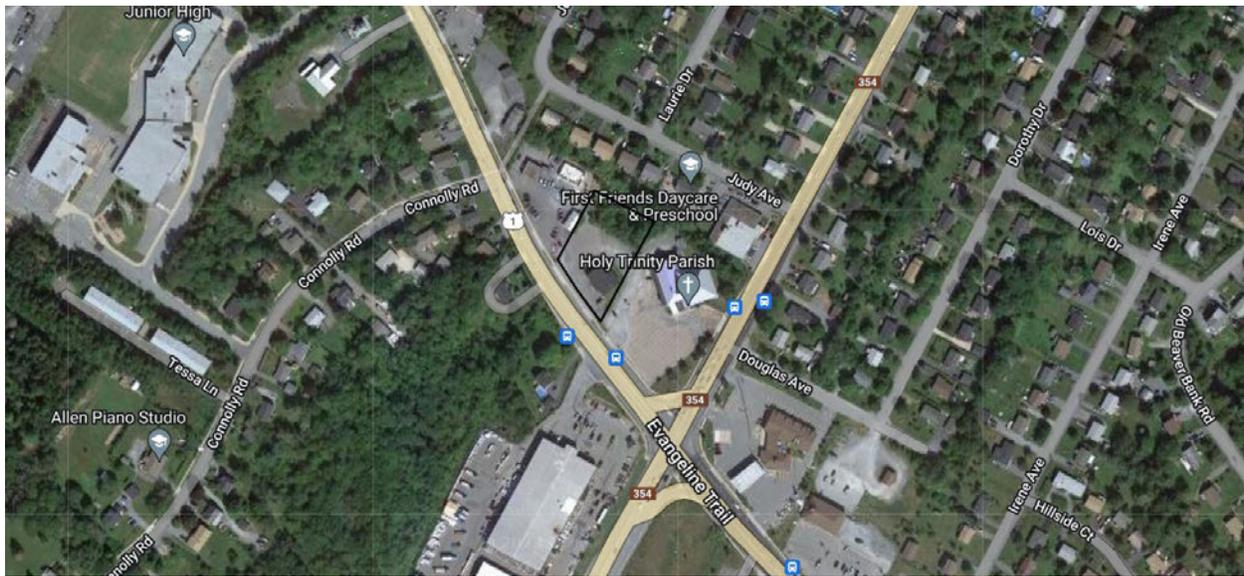
1. Executive Summary

KWR Approvals Inc. (KWRA) was retained by Ryan McNeil of Rysco Properties Inc. to manage the development agreement application for the proposed multi-unit residential development with commercial ground floor.

- The subject property (PID No. 40093163) located at 893 Sackville Drive is approximately 3298 square meters (35,449 square feet) with 58 metres (190.3 feet) of frontage on Sackville Drive.
- The property is designated Community Commercial under the Sackville Secondary Plan and zoned C-2 under the Sackville Land Use By-Law (LUB).
- The proposed ***Bakery Place*** consists of 47 residential units within a single 5-storey building, and includes a small ground floor commercial space, underground and surface parking and a variety of amenities for residents.
- The neighbourhood surrounding the subject property is primarily residential with a variety of mixed residential, commercial, and institutional land uses to the southeast and northwest along Sackville Drive.
- The proposed development is well positioned within the transportation network to take advantage of a variety of routes, and is near the Sackville Transit Terminal. Sidewalks and crosswalks connect to a robust active transportation network that has multiple route connections near the proposed development and provides access to the abundance of commercial, recreational and institutional land uses nearby.
- Technical studies have been completed to ensure that the proposed ***Bakery Place*** meets transportation, servicing, environmental and other technical site requirements. The TIS concluded the proposed development has no significant influence on current traffic volumes.
- Careful consideration was taken to create a building design which reflects the Municipal Planning Strategy and surrounding land uses, and will result in a quality building that helps define pedestrian friendly commercial streets with added residential density.
- Overall, the proposed development will offer a significant public benefit through the addition of 47 residential units to the Sackville housing stock, placed in a prime location for future residents.

2. Property and Site Characteristics

The subject property (PID No. 40093163) located at 893 Sackville Drive is approximately 3298 square meters (35,449 square feet) with 58 metres (190.3 feet) of frontage on Sackville Drive (Appendix A). The property is designated Community Commercial under the Sackville Secondary Plan and zoned C-2 under the Sackville Land Use By-Law (LUB). Appendix B shows the Location Certificate for the subject property, while Appendix C shows the Existing Conditions Survey.



The proposed development **Bakery Place** consists of 47 residential units 5 storeys, and a contemporary peaked roof design to blend into the community and complement the adjacent Holy Trinity Parish roof. The building includes a small ground floor commercial space (1,275 square feet), underground and surface parking, as well as a variety of amenities for residents such as private balconies, an accessible rooftop, two interior amenity rooms and an additional smaller rooftop amenity space on the 5th floor. The proposed development consists of approximately 31 1-bedroom units (66%), 12 2-bedroom units (26%) and 4 3-bedroom units (8%). There will be 50-52 parking stalls, with 24-26 underground stalls, and 26 surface level spaces (includes 2 accessible parking spaces and 4 commercial stalls). There will also be 30 bicycle stalls (24 indoors and 6 outdoors) for residents and customers of the small ground floor commercial space.

The small ground floor commercial component is intended to primarily serve residents and generate relatively low traffic volumes. The existing small commercial building currently on the subject property will be removed and the driveway to the proposed development will be in approximately the same location as the existing driveway.



The development's single access point is located about 150 meters east of the Sackville Drive/Beaverbank Road intersection and directly across the western driveway to the Kent Building Supplies, to which the new proposed driveway will be aligned. There is also a significant vegetative buffer between the Judy Avenue dwellings and the rear of the subject property and adjacent church property. Link to Drone Images: <https://photos.app.goo.gl/o6UMjofGLrJvkniE6>

3. Community and Neighbourhood

The neighbourhood surrounding the subject property is primarily residential with a variety of mixed residential, commercial, and institutional land uses to the southeast and northwest along Sackville Drive (Appendix D). The subject property is bordered on the northwest by an auto dealer and service use (C-2), on the southeast by two religious' institutions, to the north by a childcare centre (P-2) as well as semi-detached dwellings on July Avenue (R-2). Directly to the north of the site is an extension of the St. John Vianney Church property which is zoned R-2.



The proposed development is well positioned within the transportation network to take advantage of a variety of routes and has direct access to two transit routes (8 and 87) passing directly by the development. The proposed development is near the Sackville Transit Terminal, and sidewalks and crosswalks adjacent to the development provide access to the abundance of commercial, recreational and institutional land uses nearby. Sidewalks and crosswalks also connect to a robust active transportation network that has multiple route connections near the proposed development.



4. Applicant and Project Development Team

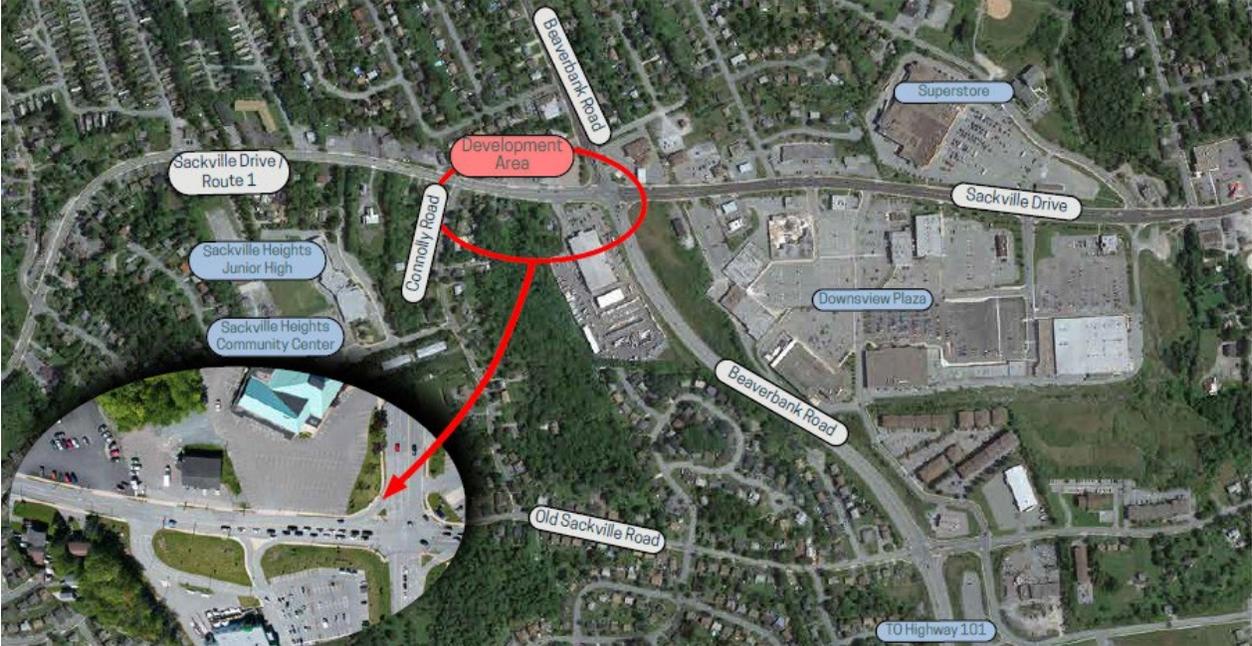
Rysco Properties has assembled an experienced project development team to prepare and execute the vision of the property owner.

Project Team Member	Project Responsibility	Principal Contact	Contact Information
Rysco Properties (Developer, Owner)	Developer/Owner	Ryan McNeil	(c) 902.448.3391 ryan@stonewaterhomes.ca
KWR Approvals Inc. (Applicant)	Urban Planning Management of Planning Application & Approvals	Kevin W. Riles, President & CEO Isabelle Choumiline Planner 1, Project Planner	(w) 902.431.1700 (c) 902.403.7847 kevin@kwrapprovals.com isabelle@kwrapprovals.com
SDMM	Existing Conditions Survey	Kevin Robb, NSLS Project Surveyor	(w) 902.455.1537 ext.227 (c) 902.401.1200 krobb@sdmm.ca
Fathom Studio	Architect & Design	Chris Crawford, Director of Architecture Julien Boudreau, Design and Technical Leader, Associate	(w) 902.461.2525 ext.120 chris.crawford@fathomstudio.ca julien.boudreau@fathomstudio.ca
	Traffic Impact Study and Analysis Site Servicing Schematic	Roger Boychuk, P.Eng., Senior Transportation Engineer	(c) 902.233.1152 roger.boychuk@fathomstudio.ca

5. Technical Studies Overview

Technical studies have been completed to ensure that *Bakery Place* meets transportation, servicing, environmental and other technical site requirements. Fathom Studio has provided the Site Servicing Schematic (Appendix E), and Traffic Impact Study (Appendix F). No wetlands or watercourses have been identified on the subject property. The Site Servicing Schematic for the proposed development is consistent with requirements for site servicing and stormwater management.

The Traffic Impact Study for a maximum of 50 residential units shows that existing traffic volumes on Sackville Drive are relatively high but can be accommodated through the Sackville/Beaverbank signalized intersection. The very low volume of traffic entering and exiting the development suggest that the driveway should be configured with a single entry and exit lane and that right and left turn entry movements to the proposed development from Sackville Drive do not significantly impede traffic on Sackville Drive. While a dedicated left turn lane from Sackville Drive to the new development is not necessary, consideration could be given to converting the existing hatched area just west of the intersection to a short left storage segment to further minimize the potential impact of traffic on Sackville Drive.



Overall, the proposed development represents less than 0.5% of total traffic through the Sackville Drive/Beaverbank Road intersection and has no influence on operations at that intersection. Similarly, the very low volumes of traffic to and from the development have minimal impact on intersections adjacent to the development.

6. Architectural and Design Overview

The proposed design reflects the nearby zoning and Land-use by-laws along Sackville Drive, and is well integrated within the neighbourhood and greater Sackville area where a variety of building types range from single family homes to multi-unit and mixed-use residential. Visible from the prominent intersection at Beaverbank Road and Sackville Drive, the project will help define the area and this prominent location will be ideal for a variety of tenants throughout the years serving the community. This approach is also in line with creating pedestrian friendly streets with direct access to commercial spaces and well integrated into the HRM public transit infrastructure.



The site conditions work in favor of the proposed building orientation and site location as there is a significant hill and tree cover separating the property from the residential areas along the rear property line. The placement of the building considers this site feature as well as the relationship to the sidewalk providing an opportunity for a small commercial terrace facing the street. The contemporary gable roof design reflects the traditional single family home styles in the area, as well as the adjacent Holy Trinity church without imposing on the neighbouring properties. The full Architectural Design package can be found within Schedule A.

7. Context for Application and Planning Rationale

Today, HRM has the second lowest apartment vacancy rate among Canadian cities at only 1%. With an historic housing crisis in HRM there is a need for more housing particularly apartment dwelling units which can accommodate a variety of needs. Sackville as a community with its proximity to public transit and significant amenities is ideal for apartment dwellers particular on a major collector road such as Sackville Drive, away from residential neighbourhoods. This is an ideal location for a well-designed medium height apartment building. The C-2 zoning does not permit a multiple unit dwelling as-of-right, however, a multiple unit dwelling is enabled under the provisions of Policy CC-6 and would also be assessed against the general provisions of Implementation Policy IM-13.

The C-2 zoning allows a wide range of commercial uses that would normally be incorporated into a multiple unit residential building including retail, personal services, restaurants, and offices. There is a limit on the as-of-right gross floor area of both total commercial uses (929 square metres). A mixed-use proposal that does not exceed these floor area limits for commercial uses can be permitted as-of-right on the property in conjunction with a multiple unit dwelling by development agreement. The total area of the commercial space for the proposed *Bakery Place* is within the limit for gross floor area at 118.5 square metres (1,275 square feet).

Policy Considerations:

Compatibility of use: This site is in a suitable location on the perimeter of a lower density residential and part of a small mixed-use area with a concentration of both commercial and institutional use. The addition of multiple unit residential could be beneficial to provide a greater variety of housing options.

Compatibility of proposed building scale (height, bulk, lot coverage) and appearance: The surrounding land uses range in height, bulk, and design. The two adjacent churches have relatively large footprints and range from 1+ storey to 1-storey with a large, peaked roof measuring approximately 35-40 feet. The semi-detached homes on Judy Avenue are 3-storeys in height facing this property and appear taller due to a rise in elevation. The auto dealer is a small

1-storey building. Across Sackville drive is the large 2-storey Kent building. The surrounding building designs range as widely as the building height and mass in this area. The as-of-right height for both the C-2 and R-4 zones zone is 10.7 metres or about 3 ½-storeys. Although a flat roof design was considered, the contemporary peaked roof design complements the adjacent church and surrounding residential dwellings.

Site design including landscaping, parking, and amenity areas: The perceived impacts of a new multiple unit dwelling for the existing two-unit dwellings on Judy Avenue such as overlooking, shadowing, and increased noise has been considered and the proposed design keeps the greatest possible separation distance from residential dwellings, provides adequate landscaping/buffering, and includes placement of underground parking entrances and driveways. The small R-2 prolongation of the St. John Vianney Church property serves as a built-in buffer between this site and these two-unit dwellings. The development of a multiple unit building on this site will also serve to reduce traffic noise on Sackville Drive for the Judy Avenue residents.

Adequacy of Municipal services: No concerns have been identified in terms of capacity of sanitary and water services for the proposed development. The C-2 zone allows uses such as motels and hostels, service and personal service uses, restaurants, and residential care facilities. These as-of-right uses could have significant servicing implications which exceed the proposed multiple unit residential development.

Traffic considerations: A Traffic Impact Study has been conducted and concluded that the proposed development represents less than 0.5% of total traffic through the Sackville Drive/Beaverbank Road intersection and has no influence on operations at that intersection. Similarly, the very low volumes of traffic to and from the development have minimal impact on intersections adjacent to the development.

Parking: The proposed development will provide between 50-52 parking stall, with 24-26 underground stalls, and 26 surface level spaces (includes 2 accessible parking spaces and 4 commercial stalls) and 30 bicycle stalls for residents and the small ground floor commercial space.

Proximity to community facilities and transit: This site has direct access to a major collector and is well situated in relation to schools and community facilities/public open spaces. All three levels of schools are in moderate proximity along with the Sackville Heights Community Centre and fields. In addition, there are two bus stops directly at the site for outgoing and incoming routes leading to the nearby Sackville terminal. The frontage of the property currently has a sidewalk allowing access to all these facilities by pedestrians with full crosswalks at the signalized intersection with Beaverbank Road and at Connolly Road.

Site suitability for development: This site is already developed although a treed area has been retained to the rear, and no wetlands or watercourse have been identified.

Sackville Drive Secondary Planning Strategy Compatibility

Section 4 of the Sackville Drive Secondary Planning Strategy outlines several goals and objectives for the planning area:

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.

The proposed development is compatible with these goals and objectives as there has been no significant traffic impact identified by the TIS and the mix of residential and ground floor commercial will stimulate new retail and residential growth. The proposed development has been mindfully designed to not only be inviting to pedestrian but the unique design with the contemporary gable roof contributes to an identifiable and memorable streetscape.

Applicable Implementation Policies:

Sackville MPS – Applicable Implementation Policy CC-6	KWRA Comments
CC-6 Notwithstanding Policy CC-2, within the Community Commercial Designation, Council may consider the expansion of existing multiple unit dwellings and the development of new multiple unit dwellings according to the development agreement provisions of the Planning Act. In considering any such development agreement, Council shall have regard to the following:	
(a) that the height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses;	The surrounding land uses range in height, bulk, and design. The two adjacent churches have relatively large footprints and range from one plus storey to 1-storey with a large, peaked roof of approximately 35-40 feet. The semi-detached homes on Judy Avenue are 3-storeys in height facing this property and appear taller due to a rise in elevation. The auto dealer is a small 1-storey building. Across Sackville drive is the large 2-storey Kent building. The surrounding building designs range as widely as the building height and mass in this area. The as-of-right height for both the C-2 and R-4 zones zone is 10.7 metres or about 3 ½-storeys. Although a flat roof design was considered, the contemporary peaked roof design complements the adjacent church and surrounding residential dwellings.
(b) that site design features, including landscaping, amenity areas, 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 residents of the development;	The proposed development offers a variety of amenities for residents such as private balconies, an accessible rooftop, two interior amenity rooms and an additional smaller rooftop amenity space. The proposed development includes landscaping and will provide between 50-52 parking stalls including a mix of underground and surface level spaces. There will also be 30 bicycle stalls for residents and customers of the small ground floor commercial space.
(c) that municipal central services are available and capable of supporting the development;	Technical studies have been completed to ensure that the proposed development meets transportation, servicing, environmental and stormwater management requirements.
(d) that appropriate controls are established to address environmental concerns, including stormwater controls;	
(e) the impact on traffic circulation and, in particular, sighting distances and entrances and exits to the site;	
(f) general maintenance of the development; and	
(g) the provisions of Policy IM-13.	The Developer is a long established and award-winning building in HRM for over 20+ years. Rysco developments is known for high quality and well-maintained buildings and developments. See below

Sackville MPS – Applicable Implementation Policy IM-13	KWRA Comments
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;	The proposed development consistent with and in line with the Sackville Municipal Planning Strategy and the vision, goals and objectives within the Sackville Drive

	<p>Secondary Planning Strategy. No significant traffic impact identified by the TIS and the mix of residential and ground floor commercial will stimulate new retail and residential growth. The proposed development has been mindfully designed to not only be inviting to pedestrian but the unique design with the contemporary gable roof contributes to an identifiable and memorable streetscape.</p>
<p>(b) that the proposal is not premature or inappropriate by reason of:</p> <ul style="list-style-type: none"> (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. 	<p>No concerns have been identified in terms of capacity of sanitary and water services for the proposed development. The C-2 zone allows uses such as motels and hostels, service and personal service uses, restaurants, and residential care facilities. These as-of-right uses could have significant servicing implications which exceed the proposed multiple unit residential development. The proposed development is well situated in relation to schools and community facilities/public open spaces. There are two transit routes at the site leading to the nearby Sackville terminal. The frontage of the property currently has a sidewalk allowing access to all these facilities by pedestrians with full crosswalks at the signalized intersection with Beaverbank Road and at Connolly Road. No traffic concerns have been identified by the TIS.</p>
<p>(c) that controls are placed on the proposed development to reduce conflict with any adjacent or nearby land uses by reason of:</p> <ul style="list-style-type: none"> (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. 	<p>The perceived impacts of a new multiple unit dwelling for the existing two-unit dwellings on Judy Avenue or other adjacent land uses such as overlooking, shadowing, and increased noise has been considered and the proposed design keeps the greatest possible separation distance from residential dwellings, provides adequate landscaping/buffering, and includes placement of underground parking entrances and driveways. No traffic concerns have been identified by the TIS.</p>
<p>(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;</p>	<p>This site is already developed although a treed area has been retained to the rear, and no wetlands or watercourse have been identified and the development is not within a designated floodplain.</p>

Overall, we are confident that the proposed design is consistent with the local context and in line with the overall development policies of the area. Careful consideration was taken to create a design which reflects the Municipal Planning Strategy and surrounding land uses, and will result in a quality building that helps define pedestrian friendly commercial streets with added residential density.

8. Conclusion

The proposed *Bakery Place* would provide 47 residential units within a single 5-storey building, a small ground floor commercial space, underground and surface parking, as well as a variety of amenities for residents. The proposed development is well positioned within the transportation network to take advantage of a variety of routes and has direct access to two transit routes passing directly by the development. The proposed development is near the Sackville Transit Terminal, and sidewalks and crosswalks adjacent to the development provide access to the abundance of commercial, recreational, and institutional land uses nearby. Sidewalks and crosswalks also connect to a robust active transportation network that has multiple route connections near the proposed development.



The proposed development has been consciously designed by Fathom Studios to reflect and integrated with the existing land uses within the neighbourhood. Technical studies have been completed to ensure that *Bakery Place* at 893 Sackville Drive meets transportation, servicing, environmental and other technical site requirements, and no concerns were raised. Overall, the proposed development will offer a significant public benefit through the addition of 47 residential units to the Sackville housing stock, placed in a prime location for future residents.