



# **MUNICIPAL PLANNING STRATEGY**

## **SACKVILLE**

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REPRINT OF THE SACKVILLE  
MUNICIPAL PLANNING STRATEGY  
WITH AMENDMENTS TO  
MAY 26, 2025**

**MUNICIPAL PLANNING STRATEGY**  
**FOR**  
**SACKVILLE**

**THIS IS TO CERTIFY** that this is a true copy of the Municipal Planning Strategy for Sackville which was passed by a majority vote of the former Halifax County Municipality on the 5th day of April 1994, and approved with amendments by the Minister of Municipal Affairs on the 16th day of June 1994, which includes all amendments thereto which have been adopted by the Halifax Regional Municipality and are in effect as of the 26<sup>th</sup> day of May 2025.

**GIVEN UNDER THE HAND** of the Municipal Clerk and under the seal of Halifax Regional Municipality this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

\_\_\_\_\_  
Municipal Clerk

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## INTRODUCTION

This Municipal Planning Strategy has been prepared according to the provisions of the Planning Act, RSNS 1989, c.346, and pursuant to Municipal Council's adoption of Policy Paper I: Municipal Planning Strategy Preparation for the Urban Areas in the autumn of 1980. The Plan covers the area within the boundary of Municipal Electoral Districts 16, 20, 21, 22 and a portion of District 19.

**The Municipal Planning Strategy does not apply to the lands designated as “Housing Accelerator”, as shown on Map 1: Designation Boundaries, of the Suburban Housing Accelerator Secondary Municipal Planning Strategy. (RC-Mar 18/25; EFF Apr 23/25)**

Instrumental in the planning process was a Public Participation Committee of area residents. The Committee had representation on the Municipal Planning Strategy Committee of Council and held prime responsibility for the success of general public input and participation throughout the process. Committee discussions with individuals, regular meetings which were open to the public, publicity through local newsletters and other mailed information, and a number of general public meetings contributed to the development of a community based plan. Also, in keeping with the provisions of the Planning Act, this Municipal Planning Strategy was subject to an extensive review conducted in the 1988 - 1992 period. In this case, public input was gathered from a survey sent to every household in the community and through a number of public meetings held by the Plan Review Committee of Council.

This planning strategy is organized into four sections. Section I places the Plan Area in a regional context and contains an outline of the basic considerations which have affected the development of policies for future land use. Section II contains discussion and policies relating to environmental health services, transportation facilities, and the provision of community services. Section III contains policies and development control guidelines for general land use regulation. Section IV consolidates the various implementation measures of the Strategy's land use policies as provided for within the document and through the Planning Act.

The policies adopted by Municipal Council in this Planning Strategy are prefaced by explanatory text which shall be considered to be a legal part of the Strategy. Of the maps which are included and specifically referred to, Map 1 - Generalized Future Land Use, Map 2 - Servicing Boundaries and Map 3 – Transportation, **Map 4 - Comparison of the Canada – Nova Scotia Flood Damage Reduction Program Mapped Floodplains as adopted under the Municipal Planning Strategy for Sackville with the 2024 Mapped Floodplains (RC-Apr 29/25;E-May 26/25)**, shall constitute legal parts of this Strategy. Map 1 shall direct the preparation and amendment of the zoning map for the Plan Area.

# **SECTION I**

## REGIONAL CONTEXT

As shown on the accompanying map (overleaf), Sackville is a suburban community<sup>1</sup> located in the northern sector of the Halifax-Dartmouth metropolitan area. The improvement of transportation links, including a twinning of the Bicentennial Highway from Fall River to Halifax, the upgrading of Highway No. 7 through to Dartmouth and the construction of the Bedford By-pass, have made the Sackville area readily accessible to all points in the region. The Plan Area has a population of approximately 30,000 (9%) within the metropolitan area total of 320,000.<sup>2</sup>

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.<sup>3</sup> The provision of municipal central sewer and water facilities and the accompanying land banking and development conducted by the Nova Scotia Department of Housing were the major factors which permitted the development of Sackville as a suburban centre.

Sackville's development potential was confirmed in 1969 by the Halifax-Dartmouth Regional Planning Commission and, by 1975 when the Halifax-Dartmouth Regional Development Plan was enacted, rapid residential growth had already transformed the community's character. 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 which stretches from the Bedford Rocky Lake area to the Burnside Industrial Park.

Although the Regional Plan referred to "Bedford/Sackville" as one area, Bedford, which is located to the south of Sackville, incorporated as a town in 1980 and is developing its own identity within the region.

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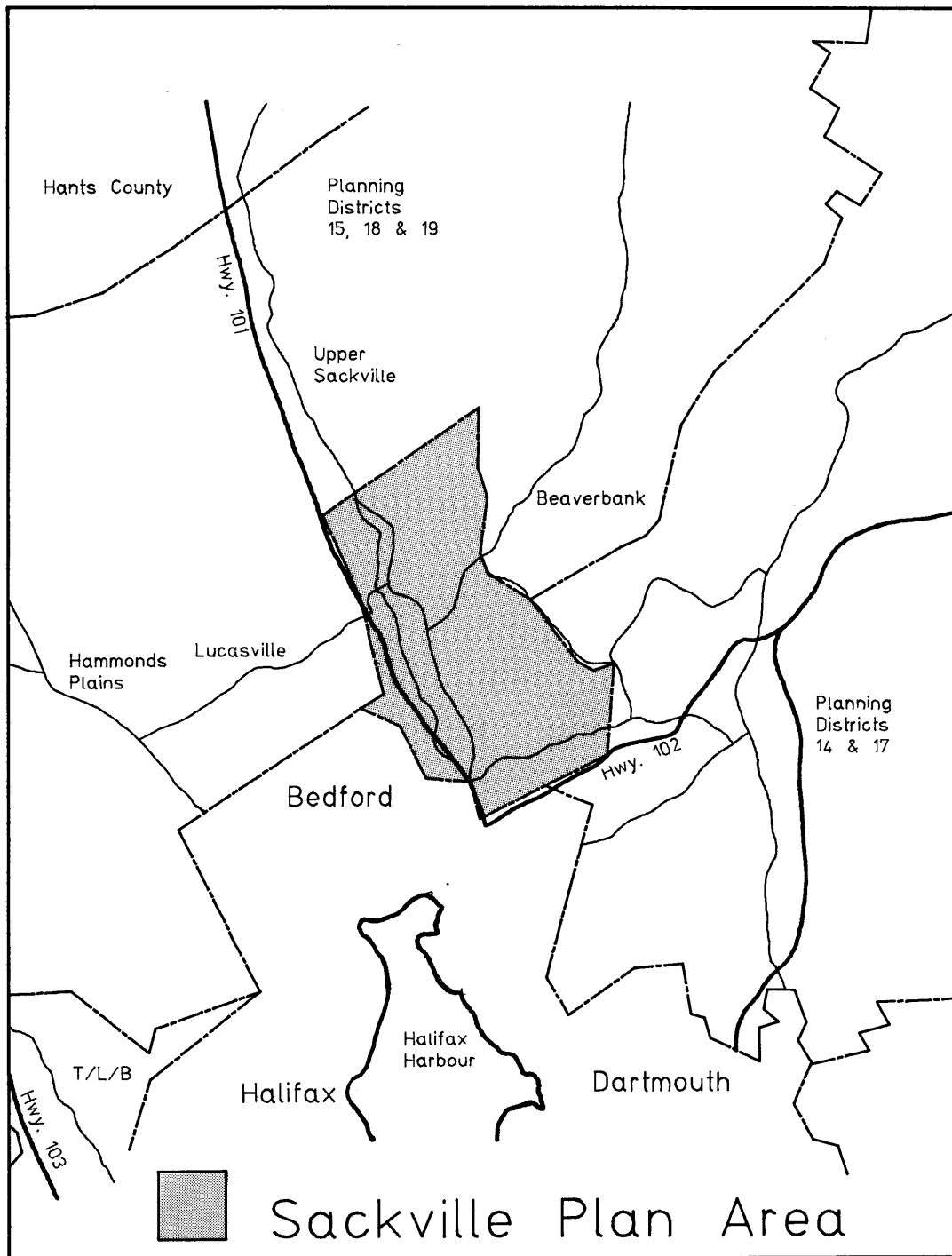
<sup>1</sup> For the purposes of this Municipal Planning Strategy, "community" shall refer to the plan area to which this strategy applies.

<sup>2</sup> Department of Planning and Development, Halifax County Municipality.

<sup>3</sup> Halifax Region Housing Survey, H. Coblenz sponsored by the Central Mortgage and Housing Corporation, May 1963.



## REGIONAL CONTEXT MAP



## COMMUNITY PROFILE

In the mid 1800's, Sackville served as the meeting point of the roads from northern Nova Scotia and the Annapolis Valley to the provincial capital. Until the early 1960's the community was essentially rural, and had approximately 3,000 people.

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 an urban community.

In the early 1970s, the majority of newcomers to Sackville were first time buyers. Since that time, the community has continued to develop with many of Sackville's earlier housing developments now forming mature residential neighbourhoods. As well, the Sackville area is attracting a wider range of home buyers in a variety of housing markets.

The 1992 population of Sackville was approximately 30,000 persons. As with any community experiencing rapid growth there is an increasing demand for community facilities, municipal services, and improved transportation systems.

### Sackville Community Identity

In the late 1960's, Sackville was a new and expanding community. As its population growth began to stabilize, various groups and organizations began to emerge with interests in civic affairs. In an attempt to gain local autonomy, some members of the community put forward a proposal to establish a village service commission. Although this request was defeated by a community vote, the Sackville Advisory Board was formed in 1979 to act as an advisory group to Halifax County Council.

The desire for local autonomy re-emerged in the 1980's. At that time, the Provincial Department of Municipal Affairs examined the alternatives for local municipal government. A report, completed in May 1980, concluded that the community lacked the assessment base required to become a separate entity. A second study was conducted to re-examine this question in 1987. It was again concluded that municipal incorporation would require a significant increase in property taxes. A plebiscite held on October 15, 1988, resulted in a community vote to remain part of Halifax County Municipality.

In response to the desire for increased municipal representation, municipal offices were established within Sackville in 1989. Halifax County Municipality also created the Sackville Community Committee in that year. This committee was comprised of the five area Councillors from Districts 16, 19, 20, 21 and 22. It also established several subcommittees which were comprised of citizen representatives from the local area. This committee replaced the Sackville Advisory Board and was empowered to provide advice on service delivery, development proposals and to issue contracts for local projects which are funded by Council.

The final step in this devolution of local decision making powers was the passing of the Halifax County Charter on June 30, 1992 by an Act of the Legislature. Under the Charter, a Community Council was established for Sackville with authority to establish capital and operating budgets and set area tax rates subject to approval by County Council. Furthermore, the Community Council has been given jurisdiction over rezoning and development agreement approval subject to the provisions of the Planning Act.

The Sackville Community Council is composed of the five district councillors for Sackville. Under the Charter, the Community Council is required to appoint annually a Community Planning Advisory Committee that will perform the duties of an area advisory committee under the Planning Act.

### Population

Table 1 summarizes population growth from 1981 to January 1991. Between 1981 and 1986 population grew by an average yearly rate of 2.5 percent. Between 1986 and 1991, the growth rate increased to 4.4 percent.

Table 1: Population Growth

ACTUAL <sup>1</sup> 1981      1986		Average Annual % Growth 81-86	1991	Average Annual % Growth 86-91
19,795	22,221	2.5%	27,232	4.5%

Source:      Census of Canada

The population at the last census was 27,232 of which approximately 40 percent were less than twenty-five years of age and 4 percent were older than sixty-five. The average household size of 3.1 persons was larger than the provincial average. It is clearly evident that the community is relatively young, with a greater than average proportion of school aged children compared to both the Halifax-Dartmouth area and the Province as a whole. Table 2 also shows that the Plan Area has an average proportion of young adults, more than average proportion of early middle aged persons and less than average proportion of late middle aged and senior citizens. This pattern is representative of newer suburban communities.

Table 2: Age Composition, 1991

Age Group	Plan Area %	Halifax-Dartmouth %	Nova Scotia
0-14	24.7	16.3	20.5
15-24	16.8	16.4	14.9
25-34	19.4	21.5	17.4
35-44	18.3	14.8	15.6
45-64	16.8	18.6	19.0
65+	3.9	12.5	12.6

Source:      Census of Canada, 1991

### Residential and Commercial Growth

Table 3 shows the growth in total occupied dwelling units since 1981 and Table 4 gives the breakdown of major dwelling types and indicates housing trends since 1981 as reflected in residential building permit activity. There has been a slow down in residential development since

the high point of the mid-1980s but the growth rate is still higher than for corresponding population growth; to put it another way, the Sackville area still attracts a significant proportion of new home owners from the metro region.

Table 3: Occupied Dwelling Unit Growth

1981	1986	Average Annual % Growth 81-86	1991	Average Annual % Growth 86-91
5,365	6,412	3.9%	8,419	6.3%

Source: Census of Canada

Table 4: Residential Building Permit Activity

Year	Number of Dwelling Units				
	Single Unit	Two Unit	Multiple Unit	Mobile	Total
1982	38	38	0	2	78
1983	167	53	0	1	221
1984	245	82	14	0	341
1985	247	73	181	1	502
1986	332	234	87	98	751
1987	185	94	74	19	372
1988	132	94	30	55	311
1989	182	138	0	33	353
1990	210	42	61	20	333
1991	126	20	104	26	276
1992	174	36	48	26	284
TOTAL	2038	904	599	281	3822
	53%	24%	16%	7%	100%

Note: Data includes part of District 19 outside the Plan Area.

Source: Municipal Building Inspector's Monthly Reports

Commercial growth has shown a steady increase since 1982. Table 5 shows commercial and industrial growth from the perspective of development (building permit activity) and economic impact (taxable assessment). Building permit activity does not give the complete picture of activity as only new developments are tabulated while renovations or additions are not. The proportion of taxable commercial and industrial property to the total tax base gives an indication of the impact of business in the community. As shown in Table 5, the proportion of commercial and industrially assessed properties has remained constant over the 1982 - 1992 period, making up approximately fifteen percent of the total taxable base of the community. The number of occupied businesses and the total assessed value of commercial and industrial properties, however, has increased

significantly since 1982. It would be desirable to increase the commercial/industrial assessment in order to achieve a more balanced community and to reduce residential taxes.

Table 5: Commercial Growth

Year	Building Permits <sup>1</sup>	Taxable Property <sup>2</sup>			
	Number of Comm/Ind Permits	Value of Comm/Ind (\$'000)	Number of Business Occupancies	Total Assessed Value Commercial (\$'000)	% of Total Assessed Property
1982	3	506	221	36378	15.2
1983	4	575	248	35336	13.2
1984	10	1522	246	45059	13.3
1985	7	3215	256	45330	12.7
1986	15	8589	295	55512	14.2
1987	10	1788	363	73342	12.5
1988	6	1810	429	85071	13.4
1989	16	2162	397	89617	13.4
1990	22	2428	407	110449	14.9
1991	37	9057	395	112340	14.7

Note: Data includes part of District 19 outside the Plan Area.

Sources: 1. Municipal Building Inspector's Monthly Reports  
2. Halifax County Assessment Rolls

### Existing Land Use

Although private lands have been developed to a degree, the majority of Sackville's housing stock has been constructed on Nova Scotia Department of Housing land and consists of single and two unit dwellings. Following these, mobile homes are the most numerous housing type, with most of these units being located in privately owned and operated mobile home parks. More recently, an increase in townhouse and apartment development has occurred.

Commercial development is located primarily in a commercial corridor along Sackville Drive between Highway No. 102 and the Beaver Bank Road. This corridor supports a wide range of commercial activity including retail outlets, service operations, offices and restaurants. Several smaller nodes of commercial activity are also located throughout the community. Located centrally within the community, the former Sackville Downs Race Track site forms an integral part of the Plan Area's commercial corridor, however, much of this site remains undeveloped.

In 1980, Industrial Estates Limited began work on the one hundred and fifty acre Sackville Business Park (formerly the Sackville Industrial Park), situated to the south of Cobequid Road. During the park's first years of operation IEL determined that, to be successful, the park should be marketed for a wider range of developments, rather than be simply restricted to manufacturing and warehousing. Now administered by the provincial Department of Industry, Trade and Technology, the focus is to promote the Park as a business park. These future promotional efforts will follow the lead of other business parks in the region, notably Dartmouth Burnside, in attracting a wide

range of wholesale, service, transport and research facilities. Outside the Sackville Business Park, existing industrial development is limited to two lumber mills, located on the edge of the community. Barrett Lumber and Hefler Forest Products Limited were established when Sackville was essentially a rural area.

Institutional uses and community facilities are located throughout the Plan Area. Facilities such as the Cobequid Multi-purpose Centre provide the greater Sackville area with emergency and diagnostic services and also provide a wide range of community outreach programs. As well, school and recreational facilities in the community have continued to expand in an attempt to meet the demands of a growing population.

## **SECTION II**

## ENVIRONMENTAL HEALTH SERVICES

### Sanitary Sewerage

In 1963, the Halifax Region Housing Survey<sup>4</sup> identified Sackville as an area where central services could be provided at relatively low cost, given overall topographic conditions. The Municipality began construction of a trunk sewer system for Sackville-Bedford in 1970. The design capacity of this system was based upon the serviceable area concept which identified those lands which were within the drainage area of the sanitary trunk system. Until 1984, unserved development within the serviceable area was limited to one lot per year. The intent behind this policy was to preserve lands within the serviceable area for future development with central services. With the adoption of a new Subdivision By-law in 1984 and the removal of this restriction, the need arose to re-evaluate the serviceable area boundary.

Portions of the serviceable area which are not yet served by trunk lines are identified on Map 2 - Servicing Boundaries. Until such time as trunk lines have been extended, development within these areas will be permitted with on-site sewer and water systems. Within the remaining portion of the serviceable area development may only proceed on central municipal services.

The premise that Sackville's development should be based on central services and thereby become an urban community was reaffirmed by the 1975 Halifax-Dartmouth Regional Plan which called for an urban community of 60,000 residents in the Bedford-Sackville area by 1991. Concurrent and subsequent to the Regional Plan there has been substantial capital investment in the water, sewer and transportation systems necessary to serve the area's increasing population.

There are two options related to future development in Sackville. The first option entails greater utilization of the lands within the existing serviceable area. Such an option would benefit from the sewer, water, transportation and community services which are already in place in the community.

The second option available to the community is to expand the existing sewerage system to serve areas located outside the serviceable area. Servicing these areas would necessitate the construction of new infrastructure and improvements to existing downstream facilities.

It is important to recognize that development in Sackville and subsequent related capital investment has occurred as a direct result of decisions which designated the community for urban development based upon a defined serviceable area. It shall be a policy of this planning strategy to maintain the integrity of the serviceable area concept.

The main thrust of the planning strategy will be to continue development in areas where servicing presently exists and to encourage the extension of trunk lines to those portions of the serviceable area which do not yet have these services.

To accomplish the foregoing, two servicing boundaries shall be adopted in the planning strategy. The municipal Development Boundary shall define the total area to be eventually developed on central services while the Service Boundary shall define priority lands to be developed on central services.

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<sup>4</sup> H. Coblentz, Sponsored by CMHC, May 1963.



- E-1 It shall be the intention of Council to reaffirm existing municipal policy regarding the provision of municipal central sewer and water services, by establishing a Service Boundary as shown on Map 2 - Servicing Boundaries. In establishing the Boundary, it shall be Council's intent that a priority be placed on future serviced development in the Sackville north area and Millwood Subdivision.
- E-2 It shall be the intention of Council that within the serviceable area, development shall only proceed on municipal water and sewer services except for those areas identified on Map 2 - Service Boundaries where development may proceed with on-site sewage disposal and water systems.
- E-3 It shall be the intention of Council to closely monitor all development proposals on the basis of the amount of effluent that will be generated in order to ensure that design flow levels are not exceeded.
- E-4 Notwithstanding Policy E-1, it shall be the intention of Council to establish a municipal Development Boundary, as shown on the Map 2 - Servicing Boundaries. In establishing the Development Boundary, it shall be Council's intent to provide for serviced development within the Plan Area over the long term. The Development Boundary shall be considered as defining the area to which municipal central services may be extended in the future. Where such services are extended for the purposes of residential development, no amendment of the Service Boundary of this planning strategy shall be required.
- E-5 It shall be the intention of Council to consider any extension of existing municipal sewer and water services as provided by Policies E-1 and E-4 in respect to the following:
- (a) the financial ability of the Municipality to absorb any costs relating to the extension;
  - (b) the amount of vacant land which is serviced by existing municipal services within the Service Boundary;
  - (c) the type, density and phasing of proposed land uses to be served, relative to their effects upon existing municipal infrastructure and general municipal and community services and facilities.
- E-6 It shall be the intention of Council that the density and pace of development in Sackville be related to the capacities of future sewer and water services and pollution control facilities as determined by the standard practices of the Municipality and other government agencies.

Recent studies undertaken by the Municipality's Department of Engineering and Public Works have suggested that the maximum population density for the serviceable area cannot be realized unless inflow/infiltration problems are corrected.

- E-7 It shall be the intention of Council to initiate an aggressive inflow/infiltration reduction program for the municipal sewerage system in Sackville.

Although the Regional Sewerage, Water Supply and Drainage Plan produced figures which showed an abundance of vacant serviceable land in Sackville, it may be necessary to consider an extension of services in response to health problems. One such problem area is located south of Sucker Brook on the Cobequid Road in the vicinity of the Birch Grove Subdivision. The existing sanitary sewer

ends at the intersection of Glendale Drive and Cobequid Road while the water utility extends along the Cobequid Road through to Waverley. Given the Birch Grove Subdivision has a history of septic tank problems and is relatively accessible to other community services, it may be necessary to extend sanitary services to this location.

- E-8 Notwithstanding Policy E-1, it shall be the intention of Council to request that the Municipality's Department of Engineering and Public Works, in cooperation with the provincial Department of the Environment and Department of Health, study an extension of existing sewer services east along the Cobequid Road, to the intersection of the Cobequid Road and Sucker Brook.

Another area in Sackville which will require water and sewer services is located along Sackville Drive between Jubilee Drive and Melham Drive, in the vicinity of the Millwood Subdivision. Although this area is clearly within the Service Boundary, and while the Millwood Subdivision has received municipal services, neither water nor sewer services have yet been extended to this area. This is primarily a factor of the relatively few homes along this stretch of road.

- E-9 It shall be the intention of Council to extend municipal water and sewage services along Sackville Drive, from Jubilee Drive to a point approximately 1,250 feet west of Melham Drive.

The Lively Subdivision had private central systems installed in 1959 with the anticipation that the area would eventually be served by municipal water and sewer. Recurring problems with these private systems led to municipal takeover in 1983. The extension of central services remains a goal of the planning strategy since even under municipal maintenance, the existing systems are still in need of replacement.

- E-10 It shall be the intention of Council, in cooperation with the provincial Department of the Environment and Department of Health, to study an extension of existing sewer and water services to serve the Lively Subdivision area.

**In 1994, in response to significant environmental and health risks attributed to both the capacity and performance of the private sewage treatment plant servicing the Woodbine mobile home park, the Municipality entered into an agreement with the park's owner to permit the park's connection to the Sackville sanitary sewerage system. Servicing the park involves the installation of a trunk sewer service line along the Beaver Bank Road to the park's entrance. In addition to Woodbine, properties fronting on the Beaver Bank Road along the trunk service line, would also be accessible to municipal central services.**

**In order to reduce the impact on the overall servicing system, as well as to ensure that all costs associated with connecting Woodbine to the sewerage system are borne by the park owner, a number of conditions were included in the servicing agreement. These include: provisions relative to sharing in the costs of extending the trunk service to the park; installation at the owner's expense of a sewage transfer system consisting of a pumping station, a storage/retention tank, control, inspection and monitoring devices and other necessary equipment and facilities; and provisions limits on the level of future development within the park based on an assigned level of daily sewage flow.**

**Since there is a need to resolve the environmental problems associated with Woodbine, it is considered appropriate to include Woodbine within an expanded Service Boundary and to**

connect the park to the Sackville servicing system at this time.

**In addition to the Woodbine Mobile Home Park, the expanded boundary will also include areas of the larger Beaver Bank community which have been identified as experiencing problems with on-site disposal systems and for which the need for central sewer services has been identified. Until such time as trunk services are extended, development may continue on the basis of on-site services.**

**E-10A Notwithstanding Policies E-1 and E-4, in recognition of the need to resolve the environmental problems associated with inadequate sewage treatment at the Woodbine mobile home park, it shall be the intention of Council to include the park within an expanded Service and Development Boundary and to permit the park to be connected to an extension of the Sackville trunk sewer system, according to the provisions of the servicing agreement signed in 1994. It shall also be the intention of Council to include the larger Beaver Bank community within the Service and Development Boundary. (C-Aug 29/94;M-Oct 21/94)**

#### Regional Sewage Treatment

Nearly all of the sewage wastes generated within the Plan Area are either treated by way of on-site septic disposal systems or treated at the Mill Cove treatment plant before being discharged into Halifax Harbour. Treatment capacity at the treatment plant is shared on 65-35% basis between Sackville and the Town of Bedford, with the larger share being allocated to Sackville. Although Plan Area residents will not be directly involved in or affected by proposals to improve the quality of the harbour, there is a strong degree of community support for such a program provided that no direct costs are borne by the community. As a long-term solution to improving the quality of water in Halifax Harbour, Council shall consider the feasibility of participating in a regional approach to the treatment of sewage wastes.

E-11 It shall be the intention of Council to monitor the possibility of participating in a regional approach to the treatment of sewage wastes as a long-term solution to improving the quality of Halifax Harbour.

#### Water Services

A water supply and distribution system was first installed in Sackville in the late 1960s using Second Lake as the source. In the early 1970s, the system was expanded to include Bedford. Due to the limited capacity to meet the future water requirements for the Bedford-Sackville area, and plans to develop its watershed for residential purposes, Second Lake was abandoned as a source for a regional water supply system.

To supply the Bedford-Sackville area, a high pressure main was installed from the Pockwock Transmission Main, along Hammonds Plains Road and parallel to the Bicentennial highway to a reservoir in Bedford, with provisions to continue this main to Sackville at a later date. However, for a short period the two systems (Bedford and Sackville) were separated with Bedford being supplied by Pockwock and Sackville from Second Lake. This condition continued until the late 1970s during which time a new main was installed along Glendale Drive and a booster station on Cobequid Road. Following the completion of these facilities, the water flow in the main from Sackville to Bedford was reversed.

When the Municipal Development Plan for Sackville was adopted in 1982, the Sackville area was still being served by a single main leading from Bedford and following the Sackville River. The combined storage capacity of water reservoirs serving the Sackville area was limited to a twenty-four hour emergency supply. A subsequent review of Sackville's fire protection services concluded that Sackville should have either a three day emergency supply or a second line into the Pockwock system. As overall demand for water increased in the 1980s, it became necessary to seek new alternatives for long term water supply. The Regional Sewerage, Water Supply and Drainage Plan reviewed the situation and suggested three possible alternatives; a new connection with the Dartmouth water supply, a line along the Bicentennial Highway which would by-pass the Bedford System or a new line along the Lucasville Road. It was recognized that any of these alternatives would entail considerable construction time. County Council agreed, through its Department of Engineering and Works, to investigate the possibility of providing an alternative water supply for emergency purposes, such as the reopening of the Second Lake system.

In 1990, a new reservoir was constructed in Sackville and put into operation in January of 1991. This new reservoir coupled with the existing reservoirs in Sackville and Bedford currently provide the area with a balanced water supply during extended dry weather periods and three days of emergency storage.

While additional emergency water supply now exists, the fact remains that Sackville still relies on available pressure and flow through the Bedford distribution system. It is expected that as demand for water on the Bedford service system continues to increase, the available pressure and flow capacity to Sackville will decrease, at which time it will become impossible to supply Sackville through the Bedford distribution system with any degree of reliability.

To eliminate this problem and increase the capacity to Sackville, it will be necessary to construct a watermain, to by-pass the Town of Bedford and provide a direct connection to the Sackville system. In a study prepared by CBCL Limited in July 1991, three alternative routes to supply water to Sackville were investigated. Two routes were eliminated due to local topographic conditions and routing problems; however, a third alternative suggests extending an existing main along the Bicentennial Highway as the Bedford Watermain By-pass. The provincial Department of Transportation and Communications has recommended that any new mains be routed around the Bedford-Sackville-102 Interchange so as not to interfere with future transportation improvements. To resolve the water supply problem in Sackville, the immediate design and construction of the Bedford By-Pass is recommended.

E-12 It shall be the intention of Council, through its Department of Engineering and Works, to continue to investigate the construction of the Bedford By-Pass as an alternative to supply water to Sackville and to investigate funding arrangements between Halifax County Municipality, the Town of Bedford and the Halifax Water Commission.

In early 1993, municipal staff expressed concern to Council about the lack of clear policy direction with respect to development accessing only central municipal water services. Central water service from the Pockwock water system had been extended to a number of areas located outside of designated serviceable areas where both municipal water and sewer services are required. The primary motivation in extending central water to these areas was to resolve identified water quality or quality problems. However, the extension of trunk services to these areas also resulted in new development being able to access central water. The rapid rate of growth which central water seemed to encourage and the potential scale of development which could occur, coupled with the general lack of policy direction, caused staff to bring the matter before Council. Engineering

concerns related to overall water system capacity and the adequacy of internal system design were significant issues as were planning considerations related to development patterns and the adequacy and demand placed on other services.

In the fall of 1993, following public input concerning the issue of central water, Council approved the designation of several Water Service Districts in areas served by the Pockwock water system. These Water Service Districts included areas to which central water only had already been extended or committed as well as areas where it was anticipated that central water would be required to resolve a community based water quality or quantity problem. Within the Sackville plan area, Water Service Districts include lands adjacent to the Cobequid Road, north of the Sackville Business Park.

It is the intent of Council that central municipal water services will only be permitted within designated Water Service Districts. Council may, however, consider the expansion of existing Water Service Districts or the establishment of new ones when satisfied that all engineering, financial, and planning concerns have been properly addressed.

E-12A It shall be the intention of Council to establish Water Service Districts for those areas to which central municipal water services only have or may be extended in the future, as shown on the Sackville Service Boundaries Map (Map 2). It shall be the policy of Council that the extension of central municipal water services shall not be permitted outside of designated Water Service Districts. It shall further be the policy of Council that within the Water Service Districts, central municipal water services shall be provided to all subdivisions adjacent to existing municipal water services and which propose to provide a new or extended public street or highway.

E-12B Notwithstanding Policy E-12A, Council may consider amending this planning strategy and the Municipal Subdivision By-law to permit the expansion of existing or the establishment of new Water Service Districts. When considering new or expanded Water Service Districts, priority shall be given to:

- (1) areas identified as experiencing problems related to insufficient quality and/or poor quality of existing sources of water supply;
- (2) existing communities within a reasonable distance of the central water supply system where there is a demonstrated need and conditional upon the availability of water supply capacity; and
- (3) areas which would provide looping of existing infrastructure thereby enhancing reliability of the water system in the local area.

In addition to the priority criteria outlined above, it shall also be the policy of Council when considering the establishment of new or expanded Water Service Districts, to have regard to the following:

- (a) the engineering and financial implications of such extensions as identified by the Master Infrastructure Plan, Implementation Plan, and Financial Plan carried out pursuant to Municipal Services General Specifications;
- (b) the potential scale of such development and the effects which this may have on existing and future levels of services, as well as the development pattern which is desired and deemed appropriate within this plan area as well as the larger Municipality; and



- (c) environmental considerations related to the long term integrity of on-site sewage disposal systems as well as natural water drainage systems.

### Stormwater Management

Stormwaters normally flow through drainage systems which include rivers, creeks, lakes, ponds, marshes and other natural features. In rural areas, there is generally little notice of the impact of these drainage systems, but in developing areas, such as Sackville, it has become apparent that significant environmental and economic costs can arise as a result of changes in these systems.

Especially in more developed areas where additional surface runoff from the development and after effects of subdivisions can lead to erosion and sedimentation in rivers and lakes, and infilling to the loss of natural wetlands and water retention areas, there is a growing recognition of the need to protect watercourses. Stormwater management can provide a significant reduction in development associated drainage impacts and their consequent costs.

Stormwater management has assumed a higher priority in the Municipality since Council's adoption of the Stormwater Task Force Report. This led to the passage of the Halifax County Stormwater Drainage Act in 1988, which enables the Municipality to enact its own controls over stormwater drainage. In addition, stormwater design criteria have been developed and additional attention to engineering considerations during the subdivision stage of a development. These features are to be incorporated into a by-law which controls the infilling, diversion and removal of natural stormwater systems and required adequate stormwater drainage systems for both subdivisions and individual lots.

While interest in stormwater management was initiated largely due to problems and concerns with the flooding of built up areas, stormwater runoff, although often overlooked, is also a cause of water pollution. Its proper management is, therefore, essential in order to maintain water supply.

- E-13 It shall be the intention of Council to implement the Stormwater Policy and Design Criteria for types of development and in portions of the Plan Area where it is determined to be appropriate and feasible, through necessary amendments to the Subdivision By-law.

The infilling of any water body can have detrimental effects on stormwater and the maintenance of environmental quality. In some instances, in order to divert, infill, or otherwise alter any watercourse or body of water, permission may be required from the federal department of Transport (for navigable waters) or the provincial Departments of the Environment or Natural Resources. These requirements, unfortunately, are all too often ignored.

- E-14 It shall be the intention of Council to request the federal Department of Transport and the provincial Departments of the Environment and Natural Resources to improve enforcement of the regulations and guidelines governing infilling or other interference with watercourses within the Plan Area.

Poor construction practices, particularly in developing areas, can also result in damage to watercourses or bodies of water. A prime example is careless excavation which leads to increased siltation from uncontrolled runoff. Proper construction practice guidelines have been jointly prepared by federal and provincial governments. However, while such guidelines are widely distributed, there are no provisions for their enforcement.

E-15 It shall be the intention of Council to request the Nova Scotia Departments of Transportation and Communications and the Environment to enforce compliance with the Province of Nova Scotia Environmental Construction Practice Specifications.

The Municipality has had experience with the results of a lack of stormwater management in conjunction with major developments. With the passage of the Halifax County Stormwater Drainage Act, the Municipality now has the opportunity to prepare stormwater management policies and plans including, as a priority, urban drainage master plans.

E-16 It shall be the intention of Council to adopt a comprehensive stormwater management system for the Sackville Plan Area. Preparatory to its adoption, Council, through the Engineering and Works Department, should undertake:

- (a) the identification of watersheds, watercourses and waterbodies within the Plan Area;
- (b) the identification of areas within the Plan Area which have deficiencies in their existing storm drainage systems; and
- (c) the preparation of urban drainage master plans appropriate to the Plan Area.

Subsequent to the preparation and adoption of the Municipality's Stormwater Drainage Act, the focus of efforts leading to the implementation of this legislation has been on amendments on the Subdivision By-law. It has become apparent, however, that drainage problems at the single, private lot level - especially residential - represent the single most critical stormwater management issue in the Municipality. It is, therefore, appropriate for the Municipality to prepare and adopt storm drainage controls at the single lot as well as the subdivision level, in order to reduce the drainage problems associated with the improper grading of subdivisions and individual residential properties.

E-17 It shall be the intention of Council to prepare and adopt a Lot Grading and Drainage By-law to control the grading of subdivisions and individual lots in order to reduce erosion and sedimentation of watercourses which result from improper or inappropriate drainage practices.

The protection of the natural drainage systems in the Sackville Plan Area, can in some instances, also provide opportunities for active recreational and natural open spaces. While storm drainage land is often available through the subdivision process, its potential for recreational purposes is not always examined. Through their respective roles in the subdivision process, the municipal Departments of Recreation, Planning, and Engineering and Works can, while protecting, make available for recreation purposes appropriate storm drainage areas.

E-18 It shall be the intention of Council to involve the Engineering and Works, Recreation and Planning Departments to review the capability of stormwater drainage areas to support recreational activities.

Some of the storm drainage systems within the Plan Area have been established in conjunction with major developments undertaken by senior government agencies such as the Department of Housing and the Department of Transportation and Communications. There is concern that stormwater runoff from these developments may cause flooding or erosion problems or contribute to water quality problems such as siltation of lakes and watercourses within the Plan Area. Stormwater flows must be managed in order to correct any deficiencies which currently exist and new systems must be properly designed and integrated in order to prevent future problems,

particularly where these systems are to be taken over by the Municipality.

- E-19 It shall be the intention of Council, through the Department of Engineering and Works, to identify areas where deficiencies exist in the existing storm drainage system and to encourage provincial agencies undertaking major developments within the Plan Area to submit drainage plans to the Department of Engineering and Works prior to undertaking such projects.

#### Setback Requirements from Watercourses

The setback of buildings and structures from watercourses is a necessary feature of land use management. Future development must be appropriately setback to protect structures from peak floods and to prevent siltation of waterbodies, destruction of habitat and the incidence of flooding on downstream developments. The land use by-law will, therefore, control the location of new buildings or structures relative to watercourses, except for those that require direct access to water such as boat sheds.

- E-20 It shall be the intention of Council, through the land use by-law, to require all new buildings and structures, except those requiring direct access to water, to be setback a minimum of twenty-five (25) feet from watercourses and waterbodies within the Plan Area.

#### Solid Waste

Solid waste collection is contracted to private firms on a weekly pick-up basis and is disposed at the regional sanitary landfill site operated by the Metropolitan Authority. The landfill site is located in Upper Sackville to the west of Highway No. 101 and extends back from the highway to the Sackville River. The site contains approximately 330 acres, 80 of which are actually used for the landfill. Operations began in November, 1977 and the site is scheduled to close in 1994. The Metropolitan Authority, therefore, started work on a "Solid Waste Master Plan" in August of 1989. The key to this plan is the concept of Integrated Waste Management. This concept recognizes that solid waste is a mixture of materials requiring a range of methods for disposal. Therefore, the recycling and reduction of waste will play a significant role in the Solid Waste Master Plan.

- E-21 It shall be the intention of Council to request the Metropolitan Authority to investigate, in cooperation with other levels of government, programmes for reducing waste and for water reclamation.
- E-22 It shall be the intention of Council to support the public participation process established by the Metropolitan Authority in locating a new regional landfill site.
- E-23 It shall be the intention of Council to support community based recycling efforts.

**In August of 1989, the Metropolitan Authority initiated a process to find a new landfill site as the landfill in Upper Sackville was scheduled to close on June 30, 1994. As part of this process, the Metropolitan Authority prepared a solid waste management strategy which proposed the construction of a waste-to-energy plant (incinerator) and a landfill for residual ash. This proposal, however, was rejected by the Minister of the Environment which resulted in the Sackville landfill site remaining open after the June 30, 1995 deadline. On August 9, 1994, The Metropolitan Authority passed a resolution requesting Halifax County**



## **Municipality to assume responsibility for solid waste management.**

**On September 6, 1994, Halifax County Municipality assumed responsibility on behalf of the four metropolitan units for solid waste management, including the siting of the new landfill site. To help establish the overall waste management strategy and the siting of a new landfill, Halifax County established a community stakeholder committee (CSC) in October of 1994 to oversee the process. On March 25, 1995, the CSC adopted in principle, "An Integrated Resource Management Strategy", which was later adopted in principle by all four municipal units involved.**

**The Waste Management Strategy establishes goals for the diversion of solid waste from the new landfill site. The goal of the strategy is to reduce the amount of solid waste disposed of at the new landfill site from 97 percent of total waste generated to approximately 12 percent. The Waste Management Strategy is made up of a number of components which must be implemented together in order to achieve its objectives. A significant increase in composting activity is considered essential to meeting or exceeding waste diversion targets as well as ensuring that organic wastes are not disposed of at the new regional landfill site.**

**To achieve the desired diversion target, the strategy focuses on the diversion of organic matter from the waste stream through personal (backyard) composting<sup>5</sup> and source-separated composting<sup>6</sup>. Personal composting is intended to divert approximately 30 percent of the total residential organics while source-separated composting is intended to divert 60% of the total organics. Personal composting has been promoted by the Municipality through the subsidization and distribution of personal composters.**

**It is anticipated that composting operations will utilize either windrow<sup>7</sup> or in-vessel<sup>8</sup> composting approaches. Due to the high capital costs associated with in-vessel facilities, windrow composting is the most utilized approach for neighbourhood or small community composting operations. However, the type of composting approach utilized for large populations or areas would depend on a number of factors such as land prices, transportation costs, and the quantity of material to be processed. Therefore, both windrow and in-vessel composting should be permitted equally within the Plan Area. The strategy recommends that there be multiple composting sites and be located close to the centres of generation.**

**To facilitate the safe production, distribution and use of compost material the Department of the Environment has adopted guidelines for commercial composting operations which**

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<sup>5</sup> "Personal (backyard) Composting" means the composting of organic solid waste, such as grass clippings, leaves or food waste, at a residential dwelling site where the waste is generated by the residents of the dwelling and/or neighbourhood units, provided that the annual production of the compost does not exceed 60 cubic metres.

<sup>6</sup> "Source-Separated Composting" means a commercial/municipal/industrial solid waste management facility where compostable materials are separated at the source and the waste is processed using composting technology which may include physical turning, windrow, in vessel, static pile aeration or other mechanical handling of organic matter.

<sup>7</sup> "Windrow Composting" refers to the method of controlled, aerobic composting of organics in which piles of material are aligned in long rows and turned on a regular basis by mobile equipment. Windrow composting can be conducted in buildings or out-of-door.

<sup>8</sup> "In-Vessel Composting" refers to the method of aerobic composting of organics which is conducted in vessels, under cover, where the movement of air, the movement of material, and the monitoring of environmental parameters are mechanically controlled.

contain provisions for establishing and operating commercial/municipal/industrial composting facilities and for the testing and classifying of the finished compost product. All composting facilities, except for personal composting operations, are required to obtain a composting permit from the department and each facility must satisfy the requirements of the composting guidelines.

In order to support the waste management strategy, composting operations will be permitted in a number of zones throughout the plan area subject to locational criteria contained within the land use by-law and compliance with provincial guidelines.

**E-24** It shall be the intention of Council, in support of the Integrated Waste Management Strategy adopted in June 1995, to support the location of composting operations in (industrial, resource, and mixed use) zones subject to compliance with provincial and municipal guidelines and regulations. (MC-Feb 26/96;M-Mar 28/96)

**CONSTRUCTION AND DEMOLITION WASTE MANAGEMENT STRATEGY** (RC-Sep 10/02; E-Nov 9/02)

The key objective of Halifax Regional Municipality=s (HRM) Integrated Waste Resource Management Strategy (IWMS) is to minimize the amount of material going to a municipal landfill. The IWMS comprises a number of components which must be implemented together in order to achieve its objectives.

Of the various components, construction and demolition (C&D) waste is a key component. Construction and demolition materials means materials which are normally used in the construction of buildings, structures, roadways, walls and landscaping features, and includes, but is not limited to, soil, asphalt, brick, concrete, ceramics, porcelain, window glass, mortar, drywall, plaster, cellulose, fiberglass fibres, lumber, wood, asphalt shingles and metals. The combination of strong economic growth and corresponding growth in waste generation has resulted in increased financial pressure on the Municipality. In the interests of the greater public, it is essential that all aspects of the integrated waste management system, especially opportunities to maximize diversion, operate effectively. The IWMS recognizes that, while a significant proportion of C&D waste should be reused or recycled, it is necessary for some of this material to be buried.

On January 1998, Regional Council approved the following objectives in support of implementing an HRM-wide C&D Waste Management Strategy:

- (i) maximize diversion from landfill through recycling of construction and demolition debris in keeping with the Halifax Regional Municipality Solid Waste Resources Strategy;
- (ii) increase economic activity and value added processing through recovery of construction and demolition debris;
- (iii) provide an opportunity to properly dispose of construction and demolition debris that cannot be recycled; and
- (iv) minimize environmental, land use and nuisance impacts from the operation of construction and demolition debris transfer, processing and disposal operations.

The C&D Strategy is in keeping with the overall objectives of the IWMS. Its implementation requires that municipal planning documents recognize the unique land use requirements of the C&D industry and that a specific Licensing By-law is required to address operational issues. The intent is to provide a comprehensive regulatory framework that is applied fairly and consistently throughout HRM.

HRM discourages processing and disposal of some C&D waste at its landfill. Inert C&D material does not need to be disposed of at the regional landfill site. Generators or haulers of these materials are generally discouraged from utilizing municipal facilities due to comparatively high tipping fees which encourage the use of private recycling or disposal facilities. Hazardous C&D waste materials are not accepted at the landfill or at private recycling or disposal facilities and must be disposed of as set out in provincial legislation.

The following municipal planning policies are intended to support and/or implement key components of HRM=s C&D Strategy.

**SW-1** It shall be the intention of Council to initiate an education and public awareness

program for builders, home renovators and developers describing best practices for maximizing the amount of C&D materials recycled, reused and/or diverted from municipal landfill.

- SW-2** It shall be the intent of Council to review its construction and procurement practices to ensure that C&D debris materials resulting from municipal construction projects are diverted to appropriate reuse and recycling facilities.
- SW-3** Further to Policy SW-2, Council shall encourage provincial and federal agencies working within HRM to also review their construction and procurement practices to support recycling / reuse of C&D materials.

The C&D industry comprises three types of operations which must be accommodated through land use regulations: C&D transfer stations; C&D processing operations; and C&D disposal operations. These facilities can operate independent of each other or jointly on the same or separate properties.

Operational and compatibility considerations related to C&D facilities require they not be located within residential, community facility, or environmentally sensitive designated areas. To minimize compatibility concerns, the Land Use By-law will permit C&D facilities only in areas designated industrial, where the density of residential development, types of uses permitted, and potential for land use conflicts is minimized. Further, as the potential impact of C&D operations on adjacent lands depends, to a degree, on the type of C&D operation, the Land Use By-law provisions will recognize individual characteristics of the three forms of C&D operations.

- SW-4** It shall be the intention of Council to provide a consistent approach to permitting C&D operations throughout HRM. Further, the Land Use By-law shall clearly define each type of operation and implement measures to minimize the impact of C&D operations on surrounding land uses and watercourses.
- SW-5** It shall be the intention of Council to prohibit C&D operations from establishing in areas designated residential, community facility, or environmentally sensitive.

Operational aspects of the C&D industry can be classified into two categories: operations where materials are transferred and/or processed; and operations which dispose of materials.

#### **Transfer Stations and Processing Facilities**

Municipal planning documents adopted or amended prior to 2002 did not recognize C&D transfer stations and processing facilities as unique forms of land use. Instead, land use regulations generally provided for these uses under regulations which apply to other uses such as salvage yards and Aindustrial@ or Aprocessing@ operations. This resulted in inconsistency and the creation of an Aplaying field@ for contractors and C&D operators. Additionally, standards were appropriate in addressing unique siting, land use and other aspects of the C&D industry. In order to ensure consistency, new C&D transfer and processing operations will be considered by rezoning. This will minimize the impact of such facilities on adjacent land uses and ensure that public consultation forms part of the process for considering new operations. Further, the site plan approval process will be used for all C&D operations to address compatibility issues on a site specific basis.

**SW-6 A CD-1 (C&D Transfer Stations) Zone shall be established in the land use by-law. The zone shall permit only C&D transfer stations and shall establish controls on setbacks from adjacent uses, buffering and screening, landscaping, access, and outdoor storage in order to minimize impacts on adjacent uses. Amendments to the schedules of the land use by-law to permit new C&D operations will only be considered where such operations are within the Business Park Designation and pursuant to the following criteria:**

- (a) safe access to and from the site of the proposed operation shall be obtained from the abutting street or highway and the development shall not cause traffic circulation problems or traffic hazards due to the nature or level of traffic created;**
- (b) no operation shall have direct access to a local road, as determined by the Municipality's Traffic and Transportation Services Division and any access road for such operations shall not be provided through lands zoned for residential or community use;**
- (c) sites shall allow for the reasonable separation of the proposed operation from surrounding residential development;**
- (d) consideration shall be given to the extent and location of open storage with respect to abutting properties;**
- (e) scale and appearance of the proposed operation will not detract from or adversely affect surrounding developments;**
- (f) the proposed site layout, including but not limited to landscaping, buildings or structures, access and egress, parking areas, signage, and outdoor storage or display areas, shall be appropriate having regard to the other provisions of this Policy;**
- (g) adequate buffering and screening measures, including the use of berms, opaque fencing, and vegetation, shall be provided as a means to reduce any visual and/or noise intrusion to surrounding residential development;**
- (h) applicant shall provide a report that addresses the effectiveness of environmental measures used to protect the natural environment (ie watercourse, groundwater, etc.);**
- (i) no portion of the operation shall be located within a floodplain (1:100 year event);**
- (j) consideration shall be given to the adequacy of onsite or central services; and**
- (k) provisions of Policy IM-12.**

**SW-7 A CD-2 (C&D Recycling Operations) Zone shall be established in the land use by-law. The zone shall permit C&D recycling operations and CD-1 zone uses, excluding disposal, and shall establish controls on setbacks from adjacent uses, provide buffering and screening, landscaping measures, regulate access and outdoor storage in order to minimize impact on adjacent uses. Amendments to the schedules of the land use by-law to permit new CD-2 Zone uses shall only be considered where such operations are within the Business Park Designation, and pursuant to criteria of Policy SW-6.**

### **C&D Disposal Facilities**

**In the past, construction and demolition materials were disposed of either through use as**

general fill material at private sites or through disposal at the regional landfill facility. Respectively, these practices have come under criticism due to concerns about potential environmental impacts associated with disposal at unregulated private facilities and the financial burden associated with disposing of significant amounts of C&D waste at a municipal landfill site which was not designed to accommodate this material.

Past disposal practices have prevented significant amounts of C&D materials from being either reused or recycled and a lack of permitted locations for C&D waste disposal has contributed to illegal dumping on private and Crown land. Historically, there have been no approved locations in HRM where construction and demolition waste can be both conveniently and safely landfilled despite the existence of Provincial regulations which provide sufficient environmental protection.

Under Provincial regulations, businesses which dispose of C&D materials are classified into two categories:

- (a) Facilities which dispose of only inert C&D materials for which Ministerial approval and a permit from the Department of the Environment are not required. Inert materials are defined as Arock (excluding sulphide bearing rock), aggregate, soil, bricks, mortar, concrete, asphalt pavement, porcelain or ceramic materials, trees, brush, limbs, stumps, root balls, organic mat, milled wood that is free of adhesives, coatings or preservatives.
- (b) Facilities which dispose of all types of C&D materials (inert and non-inert) for which Ministerial approval is required. These operations require a permit from the Department of the Environment and Labour in accordance with Provincial AConstruction and Demolition Debris Disposal Site Guidelines@, to address the design and operational requirements.

Any C&D disposal operation is required to comply with the provisions of HRM=s C&D Licensing By-law. The By-law prohibits disposal of materials which can be recycled or reused and will significantly minimize the number of such disposal operations. Neither the C&D License By-law nor provincial regulations prohibit the use of inert materials as fill on individual properties. Consequently, the regulation of C&D disposal facilities through municipal planning documents should focus on land use compatibility issues and locational criteria.

Under the Municipal Government Act, municipalities can regulate where disposal operations are permitted. To address land use compatibility issues, a C&D disposal zone shall be established in the Land Use By-law and disposal sites shall only be considered through the rezoning and site plan approval process.

**SW-8** A CD-3 (C&D Disposal) Zone shall be established in the land use by-law. The zone shall permit C&D disposal operations, CD-2 zone uses and establish controls relative to setbacks from adjacent uses, buffering and screening, landscaping, access, and outdoor storage in order to minimize impact on adjacent uses. Amendments to the schedules of the land use by-law to permit new C&D disposal operations shall be considered where such operations are within the Business Park Designation and pursuant to the following criteria:

- (a) the applicant shall provide the level of information for a complete C&D

- disposal operation required by the N.S. Department of the Environment and Labour for approval; and
- (b) those criteria outlined in Policy SW-6.

### **Site Plan Approval**

In order to minimize associated land use concerns all C&D operations shall proceed through the Site Plan Approval process.

**SW-9** Further to Policies SW-6, SW-7, and SW-8, all C&D operations shall be regulated under a Site Plan Approval Process in order to minimize land use impacts. Siting standards shall be set out in the Land Use By-law to address such items as, but not limited to, screening, access, outdoor storage, maintenance, stormwater management, lighting, signage, and landscaping measures.

### **Existing C&D Operations**

There are a number of existing C&D operations (transfer stations and processing operations) throughout HRM. To recognize these existing operations, applicable zoning shall be applied to reflect the use conducted on these properties in conjunction with the adoption of the amendments.

**SW-10** It shall be the intention of Council to recognize existing C&D operations by applying the applicable zone to reflect their existing use.

**SW-11** Further to Policy SW-10, any expansion of an existing C&D operation (ie. addition to an existing building, a new building, or a new/change of use) shall be subject to the site plan approval process.

### **Community Liaison Committee (CLC)**

A concern of most communities, relative to C&D disposal operations, is not knowing whether or not the community and environment are being protected. To address these concerns, the N.S. Department of the Environment and Labour has the option to require a Community Liaison Committee in association with disposal operations. HRM supports the establishment of a CLC for C&D disposal operations and wishes to be involved with the committee to provide information on municipal approvals, requirements, and enforcement issues.

**SW-12** Council shall recommend to the N.S. Department of the Environment and Labour that a Community Liaison Committee be established for all C&D disposal operations within HRM.



## **INFRASTRUCTURE CHARGES** (RC-Jul 2/02;E- Aug 17/02)

Halifax Regional Municipality has experienced sustained residential and commercial growth throughout the past several decades. The provision of new street and underground servicing systems to accommodate new developments is generally the responsibility of individual developers as condition of development approval and municipal take over of such servicing systems. In many cases, however, these servicing systems are sized and constructed to accommodate only the immediate area in which new development occurs. This leads to problems when the cumulative effect of individual developments either impact on, or are impacted by, the capability of overall community and regional infrastructure to accommodate growth.

Costs associated with ensuring that the size and extent of infrastructure required to accommodate new growth and its impacts on existing communities have been assumed largely by public sector funding. Traditional sources of public funding for municipal infrastructure have been reduced and new infrastructure will need to be funded without public financing available in the past. This presents a significant challenge to the Municipality in terms of balancing the economic benefits of new growth with the need to ensure that the infrastructure required to support growth is provided in a timely and cost-effective manner.

Council is concerned that many of the trunk infrastructure systems in the Municipality are nearing their design capacities and recognizes that new servicing systems are required to meet the needs of the community. An Integrated Servicing Study recently prepared for the Municipality identified substantial new infrastructure required in order to accommodate future development.

The Municipality has adopted a Multi-Year Financial Strategy with respect to its debt load and financial position. The Municipality is not in a financial position to absorb the capital costs associated with upgrading and extending the infrastructure necessary to facilitate future development, nor is it prepared to burden existing taxpayers with additional capital costs associated with new development.

In order to help facilitate continued growth without imposing an excessive financial burden on the existing taxpayers of the Municipality, it is Council=s intention to recover infrastructure-related costs associated with new growth in the form of Infrastructure Charges in accordance with the provisions of the *Municipal Government Act (MGA)*. Recovery of Infrastructure Charges will enable the Municipality to allocate the capital costs associated with new infrastructure to developers and subdividers deriving servicing benefits from the new infrastructure.

In keeping with the *MGA*, Infrastructure Charges for:

- (a) new or expanded water systems;
- (b) new or expanded waste water facilities;
- (c) new or expanded storm water systems;
- (d) new or expanded streets;
- (e) upgrading intersections, new traffic signs and signals, and new transit bus bays,

may be imposed in the Subdivision By-law to recover all, or part, of the capital costs incurred, or anticipated to be incurred, by the Municipality by reason of the subdivision and future



development of land as well as to recover costs associated with land, planning, studies related to the Master Plan, engineering, surveying and legal costs incurred with respect to any of them.

The Subdivision By-law shall set out the infrastructure charge areas in which Infrastructure Charges are to be levied, the purposes for which Infrastructure Charges are to be levied and the amount of, or method of calculating, each infrastructure charge.

The Municipality will initiate Master Plan studies where necessary in order to determine appropriate charge areas and the costs associated with oversized and new infrastructure. The cost of any such studies will be included as part of the infrastructure charge to be recovered under the Subdivision By-law.

Where the costs of providing infrastructure to accommodate development activity in specific geographic locations may place excessive financial burden on the Municipality, it may be necessary to restrict development pending completion of Master Plan studies and establishing of charge areas. In such instances provision will be made for application by Council of a holding zone to such areas. Additionally, where proposed development agreements would result in a subdivision requiring new infrastructure, approval of such proposals will be subject to Infrastructure Charges. The methodology for determining charge areas will be generally outlined in a Capital Cost Contribution Policy adopted by Council.

### **Objectives**

The following statements generally define the objectives Council wishes to achieve through the imposition of Infrastructure Charges within the Municipality:

- (a) to provide a leadership role in facilitating future growth in the Municipality;
- (b) to recover an infrastructure charge where the subdivision or development presents a requirement for new infrastructure;
- (c) to ensure that the costs of new infrastructure are properly allocated to subdividers and other stakeholders deriving benefit from the infrastructure;
- (d) to limit the Municipality's financial contribution having regard to other budgetary commitments and constraints;
- (e) to provide greater certainty to subdividers and other stakeholders with respect to the costs of development in the Municipality;
- (f) to maintain a consistent approach to recovery of Infrastructure Charges across the Municipality;
- (g) to ensure that recovery of Infrastructure Charges is compatible with good land use planning in the Municipality.

### **Policy Statements**

The following policy statements identify the intentions of Council in adopting municipal planning policy with respect to Infrastructure Charges. These policies will be implemented through provisions established in the Subdivision and Land Use By-law=s and by administrative practices and procedures.

**IC-1** Where capital costs have been or are anticipated by reason of the subdivision or future development of land, the Subdivision By-law shall be amended from time to

time to identify specific charge areas and related Infrastructure Charges applicable in the Municipality. In amending the Subdivision By-law to establish a charge area, Council shall consider:

- (a) The adequacy of existing infrastructure;
- (b) Transportation requirements, including existing streets;
- (c) Drainage patterns and drainage requirements;
- (d) Water service requirements, including existing and proposed water service districts;
- (e) Storm and sanitary sewer system requirements, including the extension of existing systems and servicing boundaries;
- (f) Land use and existing and future development;
- (g) Financial impacts on the Municipality;
- (h) Soil conditions and topography; and
- (i) Any other matter of relevant planning concern.

**IC-2** Infrastructure Charges within a charge area shall be in an amount determined by Council, as set out in the Subdivision By-law.

**IC-3** Infrastructure Charges imposed pursuant to the Subdivision By-law may be set at different levels related to the proposed land use, zoning, density, traffic generation, lot size and number of lots in a subdivision and the anticipated servicing requirements for each infrastructure charge area.

**IC-4** The Subdivision By-law shall establish conditions for Subdivision Approval with respect to the payment of Infrastructure Charges including provisions for any agreements with the Municipality as a condition of Subdivision Approval.

**IC-5** An Infrastructure Charge Holding Zone shall be established in the Land Use By-law. The Holding Zone may be applied by Council to lands within any designation on the Generalized Future Land Use Map where, in respect of development, Council has determined that: the cost of providing municipal wastewater facilities, stormwater systems or water systems would be prohibitive; or the cost of maintaining municipal streets would be prohibitive.

Development permitted within an Infrastructure Holding Zone shall be restricted to single unit dwellings except in conformity with a development agreement approved by Council in accordance with the MGA.

**IC-6** Where an area is zoned as an Infrastructure Charge Holding Zone area, the municipality shall, within one year of the effective date of the zone, commence the procedure to amend the Subdivision By-law to include provision for the payment of Infrastructure Charges, prior to permitting development or the designation(s) and zone(s) in effect immediately prior to the Pending Infrastructure Charges Area zone comes into effect.

**IC-7** Council shall be guided by the Municipality's Multi-Year Financial Strategy and capital budget process in determining the extent and timing of municipal contributions toward new infrastructure.

**IC-8** An infrastructure charge may only be used for the purpose for which it is collected.

**INTERIM GROWTH MANAGEMENT - Deleted** (RC-Jun 27/06;E-Aug 26/06)

## TRANSPORTATION

### Roads

As shown on Map 3 - Transportation Sackville's road network is dominated by four collector routes; Sackville Drive, Cobequid Road, Glendale Road and the Beaver Bank Road. Each of these routes channel traffic away from and around residential areas. Sections of these collectors may require widening as Sackville's population and traffic increase.

The extension to Highway No. 107 (referred to in this Strategy as the Sackville Expressway), connecting Sackville with Dartmouth's Burnside area, will greatly strengthen the community's link with the metropolitan area and improve overall access to and from Sackville. The routing of the Sackville Expressway has been approved and construction of the first phases began in 1992.

The new highway is designed to be constructed in five phases. Phase I will consist of an extension of Highway No. 118 to the extension of Akerley Boulevard including associated interchange ramps at Highway No. 118. Phase II will consist of Connector Road "A" from Glendale Drive in Sackville to Trunk 2 (Rocky Lake Drive) in Bedford, including an interchange at Highway No. 102. Phase III will further extend Highway No. 107 from Highway No. 102 to the extension of Burnside Drive near Dartmouth's City Limits. This will include interchanges at Highway No. 102 and Bedford. In addition, as part of Phase III, Burnside Drive will be extended from Highway No. 107 to Akerley Boulevard, including an interchange at Akerley Boulevard. Phase IV will consist of an extension of Highway No. 107 from the extension of Akerley Boulevard to the extension of Burnside Drive at the Dartmouth City Limits. This phase will include interchanges at Akerley Boulevard and Burnside Drive. The final phase, Phase V, will consist of Connector Road "B" which will connect Highway No. 102 to Cobequid Road in the vicinity of First Lake Drive. This phase will include the completion of the interchange of Highway No. 102.

With the completion of the Sackville Expressway, the provincial Department of Transportation and Communications is proposing to begin construction of the Second Lake Collector. The Department of Transportation and Communications plans to connect the Cobequid Road and the Beaver Bank Road by means of a four lane, controlled access divided highway. Five (5) intersections are proposed along this collector highway to provide points of access to the community. Beyond the Beaver Bank Road intersection, the Department of Transportation and Communications is proposing the Highway No. 101 Collector which would connect the Second Lake Collector with Highway No. 101. This collector is also proposed as a four lane divided highway, with three (3) interchanges. One intersection is proposed in the vicinity of Millwood, to service future development. While the alignments of these collector highways have been proposed by the province, the project must first be registered for a complete environmental assessment. No start dates for construction have been identified. Other options to new highway construction, such as improving and upgrading existing infrastructure, are also being carefully assessed.

In the past, the Plan Area's network of arterial, collector and local road was based on a classification system established by the Department of Transportation and Communications, whereby roads were classified according to their structural design and traffic service capabilities. Emphasis is placed on traffic movement, with little consideration given to the types of land uses associated with or adjacent to the various roadways. In order to establish more specific locational criteria upon which to evaluate developments and to prioritize municipal servicing programs, such as the installation of sidewalk services, it is desirable to establish a road classification system more appropriate to the needs of the Plan Area.

TR-1 It shall be the intention of Council to adopt the road classification on Map 3 - Transportation.

By using the road classification system, Council will be better able to evaluate land use proposals in relation to road type. The road classification system uses a combination of factors to classify roadways, such as primary function, land use service, traffic volume, right-of-way width and road connections.

TR-2 It shall be the intention of Council to utilize the road classification system as a means of evaluating development proposals which require amendments to the land use by-law or which must be considered pursuant to the development agreement provisions of the Planning Act.

Traffic patterns are subject to change, either as new developments occur within the Plan Area or as new roads are constructed. Therefore, a change in one factor may result in a road being reclassified to a higher (or lower) classification, even though the other factors have not changed. In addition, as the Plan Area grows, new roads will be constructed. The road classification system must also provide a framework for classifying new roads. The road classification system will also be applied to developing areas so that new developments occurring in the Plan Area may be evaluated on the basis of their relationship to the overall transportation network.

TR-3 It shall be the intention of Council to utilize the road classification criteria in Appendix "A", as a basis on which to evaluate (and reclassify existing or new) roadways in the Plan Area.

TR-4 It shall be the intention of Council to cooperate with the Department of Transportation and Communications in maintaining and revising the road classification system at the road network changes in the Plan Area.

The road network in the Plan Area was developed in a relatively incremental manner, as the area developed over time. As a result, the road network is comprised mostly of a series of local streets with little recognition given to hierarchical design. To improve movement through the road network, particularly where new subdivisions are being considered, developers should be required to reserve right of ways and/or build higher order roadways in order to improve overall efficiency of the road network.

TR-5 It shall be the intention of Council to encourage the Department of Transportation and Communications to prepare conceptual plans showing the approximate location of future arterial and collector roads within the Plan Area, and to establish mechanisms which ensure that the necessary rights-of-way for these higher order roadways are provided for as development occurs.

There are presently no designated truck routes in the community, however, trucks (over 3,000 kg) are prohibited from Pinehill Drive, Millwood Drive, Old Sackville Drive, Old Beaver Bank Road, Beaver Bank Crossroad, Florence Street, Raymond Drive and Riverside Drive, except for local service. With the continuation of residential development throughout the Plan Area it is important that through truck traffic be precluded from residential areas and to identify areas where restrictions on vehicular traffic and on-street parking should be applied.

- TR-6 It shall be the intention of Council, to request the provincial Department of Transportation and Communications to restrict through truck traffic from residential areas.
- TR-7 It shall be the intention of Council, in conjunction with the Sackville Community Council, to identify streets within the plan area where restrictions on vehicular traffic and on-street parking should be applied and administered, and to request the assistance of the Department of Transportation and Communications in applying and administering these restrictions.

It is anticipated that as the Sackville Business Park on the Cobequid Road continues to develop, it will generate a level and type of traffic that the existing road network may not be capable of accommodating.

- TR-8 To ensure the safe and efficient flow of vehicular traffic, it shall be the intention of Council to request that the Department of Transportation and Communications begin immediate construction of the Sackville Expressway through to Cobequid Road.
- TR-9 It shall be the intention of Council to request that the Department of Transportation and Communications provide an interchange where the Sackville Expressway intersects Highway No. 102.
- TR-10 It shall be the intention of Council to request the provincial Department of Transportation and Communications to proceed with the widening of the Cobequid Road to the entrance of the Sackville Expressway.

The Planning Act enables the Municipality to control the location, size and number of access points from a lot to a street. Since roads within the Plan Area are owned and maintained by the provincial Department of Transportation and Communications, it is important that measures to control access be developed in cooperation with that department. However, it is appropriate for the Municipality to develop access control measures for commercial and higher density residential uses in order to reduce traffic in lower density residential areas, as well as to promote traffic safety.

- TR-11 It shall be the intention of Council in cooperation with the provincial Department of Transportation and Communications to establish provisions in the land use by-law which regulate the location, size and number of access points from lots to abutting streets. In considering such measures, Council shall have regard to traffic patterns and volumes and to the maintenance of public safety.

In certain instances, the subdivision of existing properties has been hampered due to a lack of sufficient road frontage. The Municipal Subdivision By-law contains provisions which permit limited subdivision on the basis of reduced lot frontage. The application of these provisions in the Plan Area would support the creation of new lots from larger areas of land which may have limited frontage on the public road network. These provisions are not, however, considered to be appropriate within areas served by central services or for uses of land which generate higher volumes of traffic, such as commercial, industrial or institutional developments.

- TR-12 It shall be the intention of Council to permit the application of certain sections of Part 14 of the Subdivision By-law as specified therein, except for the reduced lot frontage provisions contained in Section 14.1 which shall not apply in the following circumstances:

- (a) where properties are located within the Service Boundary, as shown on the Servicing Boundary Map (Map 2);
- (b) where properties are zoned for commercial, industrial or community facility purposes.

TR-13 It shall be the intention of Council that development permits shall not be issued for commercial, industrial, or community facility uses for lots created pursuant to Section 14.1 of the Subdivision By-law.

### Pedestrian Systems

There are many locations in Sackville where potential dangers exist for both pedestrians and vehicular traffic due to a lack of sidewalks and crosswalks, poor initial design and construction, and maintenance. The resolution of this issue is a community priority.

TR-14 It shall be the intention of Council to establish standards for sidewalks which will ensure public safety and ease of maintenance. Furthermore, it shall be the intention of Council, in conjunction with the Sackville Community Council, to clarify ownership of the sidewalk system and to retain all designated public sidewalks in order to ensure public access.

Sidewalks have generally been cost-shared and constructed by the provincial Department of Transportation and Communications, the Municipality and the area residents when a request for such service has been received. However, there are some locations where potential danger exists for pedestrians due to the lack of sidewalks.

TR-15 It shall be the intention of Council, in cooperation with the provincial Department of Transportation and Communications and area residents to undertake a review of existing sidewalks, crosswalks and street lighting, and to produce a priority list of future improvements.

At present, there is no form of pedestrian or bicycle linkage between the communities of Sackville and Bedford, and people are forced to walk or ride along Highway No. 101. Another area where pedestrian and bicycle access should be considered is the land designated for the Second Lake park. With the province's proposal to develop the Second Lake Collector, there will be an increased demand for improved and safe pedestrian and bicycle access to this parkland.

TR-16 It shall be the intention of Council, in cooperation with the provincial Department of Transportation and Communications and the Town of Bedford to investigate options for future pedestrian/bicycle access to the Town of Bedford. Further, options for future pedestrian/bicycle access within the Sackville area should also be investigated.

Sackville and its outer communities continue to grow and to cope with the increased traffic flow. Sackville Drive and the Beaver Bank Connector have already increased to four/five lanes. In the immediate future, Sackville Drive to the Lucasville Road, and the Beaver Bank Road to Glendale Drive, will be upgraded. This will result in a sectioning and isolation of large segments of residential areas of Sackville in the Beaver Bank Road and Sackville Drive areas. This will decrease Sackville's focus as a community and will impact on busing, schools and general public safety.



TR-17 It shall be the intention of Council to strongly encourage the provincial Department of Transportation and Communications in cooperation with the Departments of Engineering and Works and Parks and Recreation, to construct pedways in key areas as part of overall improvements to pedestrian systems in order to maintain the focus of Sackville as a community and to foster intra-community travel, serve the principle of accessibility and enhance overall safety of its citizens.

### Transit

Sackville is a growing urban community which depends heavily on the cities of Dartmouth and Halifax for employment. With ever increasing energy costs and population, the need for public transit is increasingly important to the residents of Sackville. It is also essential to promote transit within the boundaries of Sackville in line with residential and commercial growth in the area. At present, the Metropolitan Authority operates six bus routes which provide local and city service to the residents of Sackville. In addition, the residents of Sackville, through an area rate, contribute to the paratransit services provided by Beaver Bank Transit.

In 1988, the Metropolitan Authority conducted a review of its transit routes within the metropolitan region. From the review, the Metropolitan Authority indicated that transit service to Sackville could be improved through the use of express routes to major transit terminals, upgrading of terminals, reduction in the use of loop trails, and scheduling changes. At present, most of the improvements have been constructed or implemented.

TR-18 It shall be the intention of Council to support and encourage the continued provision of public transit services for the Sackville area and to encourage the provision of paratransit services in situations where costs of providing Metro Transit services would be prohibitive.

TR-19 It shall be the intention of Council to request the Metropolitan Authority to implement all of the transit improvements proposed in the "Metro Transit - Route Review Report (1988)" and, in conjunction with the Sackville Community Council, to monitor the adequacy of transit service within the community.

TR-20 It shall be the intention of Council to request the provincial Department of Transportation and Communications to coordinate the design of new roads with the Metropolitan Authority in order to facilitate the provision of public transportation by encouraging adequate road right-of-ways and paved bus stop areas. Similarly, it shall be Council's intention to encourage subdivision design which facilitates the provision of public transit.

### Utility Corridors

The siting of utility corridors should be subject to municipal review due to their effects upon scenic, recreational and residential areas and the general development patterns of the Municipality.

TR-21 It shall be the intention of Council to request all utility companies to submit proposed plans of any utility corridors prior to approval for construction. Furthermore, Council shall discourage the location of utility corridors through scenic, recreational and residential areas of the Municipality.



## NATURAL FEATURES AND HERITAGE RESOURCES

### Sackville River System

Major issues in Sackville relating to environmental controls and guidelines concern the Sackville and Little Sackville Rivers, within whose watersheds much of the Sackville plan area is situated. The Little Sackville River's location within the centre of the community has meant that the river has been for some time under considerable development pressure. In addition, useful guidelines for appropriate building setbacks and controls for stormwater runoff do not exist. One method which may be used to control development adjacent to watercourses is to designate floodplains. The designation is the responsibility of the Municipality provided adequate hydrological data is available.

During the 1980s, the federal and provincial governments jointly conducted a flood damage reduction program for certain rivers in Nova Scotia including the Sackville River and Little Sackville River. In 1984, the Municipal Development Plan was amended to include a floodplain designation for the Sackville River. In 1987, floodplain mapping for the Little Sackville River was approved; however, the floodplain for the Little Sackville River remained undesignated.

Past development practices along the Little Sackville River have resulted in damage to both the river's water quality and its ability to function as a stormwater course. In order to correct these problems and prevent their reoccurrence, future development that borders the river should be reviewed and carried out with the assurances of special development control through development agreements. **(RC-Apr 29/25;E-May 26/25)**

### **NF-1- deleted - June 16, 1994**

The Sackville Rivers Association is a volunteer organization with membership from urban, suburban and rural communities in Hants and Halifax Counties with the objective of preservation, and where necessary, the restoration of the Sackville River watershed.

NF-2 It shall be the intention of Council to recognize the Sackville Rivers Association and other environmental interest groups through cooperative consultation programs on matters relating to the Sackville and Little Sackville Rivers and First and Second Lakes.

### Infilling of Waterbodies and Watercourses

Residents have expressed concern over infilling of portions of the Sackville rivers and lakes desire to see the practice halted.

NF-3 It shall be the intention of Council to request that the Department of the Environment strongly discourage the infilling of waterbodies and watercourses in the Plan Area.

### Protection of Public Parks

The protection of vegetation in public park areas is important not only from an aesthetic view but also plays a role in the control of storm drainage. Unauthorized tree cutting on public lands throughout the community must be prohibited.

- NF-4 It shall be the intention of Council to instruct the Municipality's Department of Parks and Recreation to post "no tree cutting" signs on all public parklands in Sackville and to advise the public through public advertisement that tree cutting in public parks is illegal. Tree cutting to remove any dead or diseased trees must be supervised by the Department of Parks and Recreation.

#### Heritage Resources

In recognition of a growing general interest in heritage resources, heritage protection legislation has been proclaimed by the Province and Council has adopted a Heritage Property By-law.

- NF-5 It shall be the intention of Council to further the objectives of heritage preservation through the Municipality's Heritage Property By-law.

Currently, there are two organizations involved in the preservation and promotion of Sackville's local history. The Sackville Heritage Society was formed in 1977 and the Fultz Corner Restoration Society in 1979, when the Fultz House was in danger of being demolished. The Heritage Society seeks to uncover, protect and preserve the local history of the Sackville area. The Fultz Corner Restoration Society operates and maintains the Fultz House and its grounds as a community museum to house the artifacts and history of Sackville.

- NF-6 It shall be the intention of Council to encourage the Sackville Heritage Society and the Fultz Corner Restoration Society to identify potential heritage sites and to pursue private philanthropic and government sources of funds.

## RECREATION

The acquisition and development of lands for parks and public recreation purposes is a major concern of the community. The provision of recreational land is effected through the dedication of parkland in compliance with the Municipality's Subdivision By-law and, in the case of the Millwood area, under the terms of the Planned Unit Development Agreement. In the former, five percent of the land subdivided or cash-in-lieu is accepted. Parcels of land, including properties along the Little Sackville River and lands abutting First Lake, have been dedicated for public use. Also, monies have been accumulated through cash-in-lieu of land for the purchase of additional property.

Efforts should be made to ensure that future areas acquired for parkland purposes are useable for active or passive recreational purposes and are integrated with existing parks and community facilities. For example, the development concept for the Sackville Business Park includes the establishment of a parkland system which should be dedicated in compliance with the requirements of the Subdivision By-law. There is a need to establish site development standards and guidelines for the optimum amount and type of land necessary to satisfy community demands, in order to provide a more coordinated approach to the land acquisition process.

REC-1 It shall be the intention of Council to continue to acquire land or cash-in-lieu of land for public purposes as provided for by the Planning Act. In this regard, Council shall attempt to acquire property which:

- (a) provides open space linkages between community facilities and related land uses;
- (b) provides a variety of recreational and open space opportunities;
- (c) complements existing public lands and/or facilities;
- (d) affords protection of watercourses and lakes;
- (e) has topography and terrain that permit reasonable use by residents or municipal authorities without additional or excessive work/costs;
- (f) does not include unguarded areas of danger such as cliffs, steep slopes, wet bogs, rock falls, etc.;
- (g) is located in a central area of the development allowing activities and play of children to be observed by local residents, and not located on the exterior fringe of lands, protected from sight which would be considered unsafe and entice loitering activities after dusk;
- (h) provides a minimum frontage of 100 feet along a developed roadway; and
- (i) has been clearly identified by the Department of Parks and Recreation for future use as green area sport field(s), or playground areas or a mix of each.

REC-2 It shall be the intention of Council to investigate the budgeting of funds for the purchase of lands beyond those acquired under the provisions of the Planning Act.

REC-3 It shall be the intention of Council to attempt to achieve a standard<sup>9</sup> of five acres of useable land for active parks and play fields per 1,000 population as well as a standard of five acres per 1,000 population for passive recreation. In this regard, Council shall seek to acquire such lands by land contribution through subdivision, through purchase with

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<sup>9</sup> This standard has been outlined by the National Recreation and Parks Association (USA) and is used extensively throughout the United States and Canada.

monies collected in lieu of land, by use of funds established under an area rate for such a purpose, and by land title clarification and acquisition, where feasible, of lands originally reserved for park or public recreation purposes.

### Local Recreation

It is very important to note the essential roles in the development of recreation played by local volunteer and community organizations such as the Lake District Recreation Association, as well as by the Municipal School Board and the Sackville Recreation Association. The Lake District Recreation Association is responsible for the operation of the Sackville Arena. This association also manages all recreation programming in the community in accordance with a property and program management agreement. The Sackville Recreation Association is responsible for overseeing operations and administration at the Sackville Sports Stadium, while the Municipality, through its department of Parks and Recreation is responsible for parkland acquisition and facility development on municipal lands. Much of the active recreation land is supplied through the Municipal School Board and local residents continue to emphasize the importance of developing recreation areas adjacent to school sites.

REC-4 It shall be the intention of Council to encourage and support a liaison among local community recreation organizations, the Municipality, the Halifax County-Bedford District School Board and other private and public bodies which are involved in various aspects of recreation areas, programmes and facilities.

REC-5 It shall be the intention of Council in considering sites for new major recreation facilities, to give priority to areas adjacent to school sites, including any existing recreation areas and facilities.

### Long Range Recreation Planning

A comprehensive and systematic approach to recreation planning would have several benefits. It would help to identify local recreation needs and priorities and identify high potential sites and opportunities before they are lost. It would help to create recreation goals and standards which are specific to the community, and assist in allocating human, physical and financial resources to areas of greatest need. Finally, it would outline the scheduling and implementary mechanisms for achieving recreation planning goals.

A future concept for recreation facilities and activities in Sackville should combine a number of measures, including a recreation master plan, increased municipal participation and acquisition programmes based on a larger population base and level of development, and the continuing support of local efforts.

REC-6 In terms of long range recreation planning, it shall be the intention of Council to prepare a recreation master plan for the Plan Area which includes consideration of:

- (a) future acquisition and use of parks and open spaces;
- (b) priorities for land and programme development;
- (c) approaches to the resolution of social issues including vandalism;
- (d) funding strategies based on a five year capital program; and
- (e) public participation in policy development.

As the Sackville area continues to grow and become more urbanized, it is increasingly important to reserve natural outdoor settings which will allow for a variety of outdoor recreational activities. One area within the community which merits consideration as a setting for outdoor recreation, is the Second Lake area. By setting aside lands in the vicinity of Second Lake, a valued natural area can be preserved while also providing recreation opportunities for the residents of Sackville and others within the region.

REC-7 With reference to Policy REC-6, it shall be the intention of Council, in cooperation with the provincial Department of Housing and the provincial Department of Natural Resources, to encourage the establishment of a park in the area of Second Lake.

Other areas within the community which present a unique recreational opportunity, and an opportunity to enhance conservation efforts, are areas along the Sackville and Little Sackville Rivers. Over the past years, there has been a growing desire by local residents to identify lands along the rivers for the establishment of conservation corridors.

REC-8 It shall be the intention of Council to investigate, encourage and support local groups and community initiatives in establishing conservation corridors and walkways along the Sackville and Little Sackville Rivers and to encourage public access to the rivers.

An integral part of outdoor recreation is the provision of pedestrian and bicycle access between residential and park areas. In addition, pedestrian and bicycle linkage between Sackville and the Town of Bedford is encouraged (Policy TR-13).

REC-9 With reference to Policy TR-13, it shall be the intention of Council to encourage the provision of pedestrian and bicycle access as an integral part of future development within the plan area.

## EDUCATION

Sackville's rapid growth in the 1970s resulted in a similar increase in the number of school-aged children. As a result, new facilities were built in the areas of accelerated growth. In the 1990s, the school populations in these "new" facilities have declined. At the same time, new developments in the previously undeveloped areas have resulted in overcrowded schools and outdated, poorly equipped facilities. Some schools still lack adequate gymnasium and library facilities and equipment. The construction of new schools is one alternative; however, creative planning is needed in order to make the most prudent use of decreasing funds in school budgets, while still maintaining the integrity of the programs. In doing such planning, maintaining the integrity of a community must be considered. In view of the rapid change experienced in the last two decades, closer communication must exist between the Halifax County-Bedford District School Board and those effecting community change, such as the Sackville Community Planning Advisory Committee and the Municipal Planning Advisory Committee.

The control and management of schools and programs in the municipality is the responsibility of the Halifax County-Bedford District School Board. The provincial government cost shares various items related to the operation of the School Board and is fully responsible for the costs of new school construction. The Halifax County-Bedford District School Board consists of ten members, all of whom are elected.

In the matter of the selection of new school sites, the Halifax County-Bedford District School Board consults with both the Municipality and local school trustees before identifying three potential sites. The provincial Department of Education determines the final site selection. Monitoring of population growth and development trends are conducted jointly by the Halifax County-Bedford District School Board and municipal Planning and Development Department.

- ED-1 It shall be the intention of Council to encourage the Halifax County-Bedford District School Board to continue to consult with the community and the Municipality prior to altering the functions of any school or constructing any new school.
- ED-2 It shall be the intention of Council to encourage the Halifax County-Bedford District School Board to closely monitor population and development within the Plan Area. Furthermore, it shall be the intention of Council to make strong representation to the provincial government to provide a planned response to the needs for new schools or expansion and upgrading of existing schools.
- ED-3 It shall be the intention of Council, when new school sites are being considered, to encourage the provincial government and the Halifax County-Bedford District School Board to locate the schools so that pedestrian and vehicular safety is enhanced. Furthermore, it shall be the intention of Council to encourage the location of new schools adjacent to existing or proposed parks, open space and community facilities.
- ED-4 It shall be the intention of Council to encourage the Halifax County-Bedford District School Board to continue applying standard site criteria, including minimum site requirements, for each type of school.

There is a growing demand for the Department of Education and the school board to respond to the after school needs of school-aged children. The education system can play a positive role in providing the necessary space for the care of children after normal school hours as evidenced by

the Extended Care and Enhanced Learning (E.X.C.E.L.) program which began in Halifax County in 1989.

- ED-5 It shall be the intention of Council to request that the Department of Education and the Halifax County-Bedford District School Board investigate additional ways to provide for after-hours day care for school-aged children and to continue to support existing programs such as E.X.C.E.L.

Although education facilities are primarily used for the education of school aged children and adolescents, a number of schools within the Municipality are used for community school programs. In addition to providing a broad range of education and leisure programs for all age groups, the programs help to foster community development by providing a focus for a wide range of community services. For example, pilot projects recently instituted in Eastern Passage and Chester have served to broaden the range of applications for community schools.

The most recent acquisition by the Municipality of land at the end of Sackville Crossroad is intended to provide for the eventual replacement of the Acadia School, located on Sackville Drive. It is intended that the new facility to be constructed would be a multi-faceted facility which, in addition to school aged programs, would also accommodate the social and educational programs for an older learning group.

- ED-6 It shall be the intention of Council to encourage the Halifax County-Bedford District School to support the continued use of school facilities as community schools in order to provide for a range of individual educational needs and to help foster community social and cultural development.

In recent years, the number of adults attending regular school has increased. As a result, there is a growing need to accommodate these adults in some form of adult day school which offers a specialized learning environment targeted toward the more mature students seeking a secondary level of education.

- ED-7 It shall be the intention of Council to encourage the Halifax County-Bedford District School Board to support the development of adult day schools in order to provide a structured learning environment for the mature student.

Beyond secondary school, students who wish to pursue a technical trade or other forms of advanced learning must attend one of the technical institutes or community colleges located in Halifax and Dartmouth.

As a growing community, Sackville has a role to play in the provision of advanced learning opportunities within the education system. Improved transportation systems and the increasing availability of other community services within Sackville indicate that the community may be an appropriate location for a community college.

- ED-8 It shall be the intention of Council to encourage the provincial Department of Education to consider the location of a community college or centre for advanced learning within Sackville by providing space in either a new facility or by upgrading an existing building.



## PROTECTION AND EMERGENCY SERVICES

Protection services include fire and police protection, ambulance services and an emergency measures organization. Fire protection services are the responsibility of the Municipality, while the emergency measures organization is shared between municipal and provincial authorities. Police and ambulance services are not under the control of the Municipality and are supervised respectively by federal and provincial authorities.

Fire protection services are provided by the Sackville Fire Department which has its main station at the intersection of Glendale Drive and Metropolitan Avenue. The department also maintains a substation at the entrance to Millwood Subdivision. The department is funded by a community service rate administered by the Sackville Community Council in Electoral Districts 16, 19, 20, 21 and 22, and by an area rate levied in District 15 and in portions of District 18. To ensure that adequate fire protection is provided for the greater Sackville area, the Sackville Fire Department and the fire departments of Hammonds Plains, Mount Uniacke, Lakeview-Windsor Junction and Beaver Bank have a cooperative response system.

The Sackville Fire Department is staffed on a twenty-four hour basis by both paid fire fighters and volunteers, and operates on a system in which paid staff are first to respond to calls with an automatic backup by the volunteer staff. Fire protection advisory services are also provided by the Municipality. The Fire Advisory Board, which consists of Municipal Councillors and fire department personnel, acts in a resource and advisory capacity to Council and as a liaison between Council and individual fire departments. A fulltime fire services coordinator has also been appointed.

PS-1 It shall be the intention of Council to encourage adequate fire protection in the following ways:

- (a) supporting staff practices involving the combination of paid and volunteer fire fighters;
- (b) supporting the continuation and further development of fire prevention measures, such as general education and inspection programs; and
- (c) encouraging and supporting cooperation and collaboration between individual fire departments and the Municipality, in order to encourage well-balanced and efficient provision of services and to facilitate long-term planning.

Police services are provided by a local Royal Canadian Mounted Police detachment, located on the Old Sackville Road. Although the level of police service is considered to be adequate at present, it is recognized that the level of service should remain in keeping with the needs of a growing suburban community.

PS-2 It shall be the intention of Council to continue to study and recommend improvements to police services within the Plan Area.

Ambulance service is provided by private companies operating out of Sackville, Halifax and Dartmouth. The service is subsidized by the province and provision is made for outside ambulance assistance, if needed. A high degree of cooperation exists between the Sackville Fire Department and the operators of the local ambulance service in responding to emergency situations.

PS-3 It shall be the intention of Council to continue to study and recommend improvements to



local ambulance services within the Plan Area.

The Municipality has an emergency operations plan (most recently updated in 1982), an Emergency Measures By-law, and an emergency measures coordinator to deal with civil emergencies. At present, the Nova Scotia 911 Emergency Telephone System is being installed and the Municipality is considering a county-wide fire dispatch system to run in conjunction with it.

PS-4 It shall be the intention of Council to encourage and support the activities or municipal and provincial emergency measures organizations and operations.

## SOCIAL HOUSING

The Federal Government, through Canada Mortgage and Housing Corporation (CMHC), offers a non-profit housing program that provides financial assistance to housing cooperatives. Such programs provide an important housing option for those who would otherwise face significant problems in securing affordable housing. The municipality could further support this cooperative housing program by helping to target people in need and by providing administrative assistance to those involved in the establishment of co-op housing groups.

One of the ways in which the Municipality could offer such support is the establish a permanent committee to deal with issues of social housing. This committee could be charged with reporting to Council on possible initiatives that might be undertaken with respect to providing this type of housing. Membership on the committee could include staff from the departments of Social Services, Planning and Development and Property Management and the Dartmouth-Halifax County Regional Housing Authority.

- SH-1 It shall be the intention of Council to investigate methods by which the Municipality can offer non-financial assistance in promoting the establishment of cooperative housing groups, funded through the CMHC non-profit housing program.
- SH-2 It shall be the intention of Council to establish a permanent committee to report to Council on matters relevant to social housing and to coordinate social housing efforts and programs within the municipality.
- SH-3 It shall be the intention of Council to encourage and support the establishment of **shared housing with special care uses (RC-Aug 9/22;E-Sep 15/22)** within the plan area, including the establishment of home care and group care facilities.

# **SECTION III**

## LAND USE INTENT

Future land use within the Plan Area shall be guided by land use policy and more specifically by the Designations of Map 1 - Generalized Future Land Use as follows:

- Urban Residential
- Rural Residential
- Commercial Corridor (**Refer to Sackville Drive SPS: RC-May 7/02;E-Jun 29/02**)
- Community Commercial
- Business Park
- Community Facility
- Floodplain

The intention of the Urban Residential Designation is to protect the residential environment of the community while allowing for a variety of housing types and other uses which are compatible with continuing residential development. Within this designation, single unit dwellings, as well as those associated activities which are typical and appropriate to the existing residential environment shall be permitted. Recognizing that certain forms of higher density residential development may be accommodated without general conflict, it is the intention of the planning strategy to provide for such uses in the Urban Residential Designation by amendment to the land use by-law or by development agreement. Further, recognizing that there are additional uses that may be accommodated in a residential area given special development criteria, it is the intention of the planning strategy to consider medical centres, **larger shared housing with special care uses (RC-Aug 9/22;E-Sep 15/22)**, larger day care facilities, **short-term bedroom rentals such as but not limited to (RC-Feb 21/23;E-Sep 1/23)** bed and breakfast establishments, local commercial uses and mobile home parks by development agreement.

The intent of the Rural Residential Designation is to recognize the semi-rural character of the areas designated, particularly their traditional mix of low density residential and resource uses. In order to accommodate other uses which are compatible with the surrounding neighbourhood, it shall be the intent of the planning strategy to consider, by amendment to the land use by-law, other forms of residential development and local commercial uses. **Larger shared housing with special care uses (RC-Aug 9/22;E-Sep 15/22)**, larger day care facilities, **short-term bedroom rentals (RC-Feb 21/23;E-Sep 1/23)** and salvage yards will be considered by development agreement.

The intent of the Community Commercial Designation is to recognize other areas in the community where commercial development has been established and where further development will be encouraged. This designation is intended to provide an intermediate level of commercial service to the community. A floor area limit of 10,000 square feet shall be placed on new developments. However, expansion of existing uses and new commercial uses in excess of the maximum size permitted may be considered by development agreement. New or expanded multiple unit dwellings may also be considered by development agreement.

The Business Park Designation is intended to promote the development of the Sackville Business Park. The designation shall permit all forms of light industry, wholesaling and services to industry. In order that the Sackville business park's competitive position not be eroded with respect to other business parks in the metropolitan area, general commercial, retail and office developments will also be permitted. An additional sixty-five (65) acres of land to the northeast of the Business Park is also included within the designation in order to accommodate the future expansion of the business park and to promote overall commercial and industrial growth in Sackville.

The Community Facility Designation is intended to recognize and protect institutional, recreational and open space uses within the community. This designation shall be applied to community facilities which are of major significance such as the larger parks, cemeteries and community use areas containing schools, churches or arenas. The designation shall also apply to lands which have a high priority in terms of future municipal acquisition.

The Floodplain Designation is intended to recognize the flood-prone areas of rivers within the Sackville Plan Area. This designation has been applied to lands along the Sackville River which have been designated as a flood risk area through a hydro-technical mapping study prepared under the Canada-Nova Scotia Flood Damage Reduction Program.

## URBAN RESIDENTIAL DESIGNATION

NOTE: The Municipal Development Plan and Zoning By-law for Sackville approved on May 14, 1982, as amended, remains in effect for land owned by the Nova Scotia Department of Housing and Consumer Affairs shown on Map 1, Generalized Future Land Use Map in accordance with Ministerial amendments made on June 16, 1994. Any development of these lands is subject to the 1982 Plan and By-law.

Prior to the land assembly conducted by the Nova Scotia Department of Housing and the introduction of central sewer and water services, Sackville's housing consisted primarily of single unit dwellings with on-site services. Although the predominant housing type in Sackville is still the single unit dwelling, the community's overall density has increased with the introduction of central services. In 1981, there were 5,365 occupied dwellings and by 1986, this number had increased to 6,425. In 1993, the estimated number of dwelling units in Sackville grew to 9,607.

The Urban Residential Designation is designed to recognize the importance of the single unit dwelling environment with its associated activities such as home business uses, and yet acknowledge the need for higher density residential, larger day care facilities, medical clinics and local commercial development. The Urban Residential Designation will be the priority area for future residential development.

- UR-1 In recognition of the established residential community and the need to provide for a variety of residential opportunities as the community continues to grow and evolve, it shall be the intention of Council to establish the Urban Residential Designation, as shown on the Map 1 - Generalized Future Land Use. The designation shall constitute the priority area for continuing residential development and for those uses which are supportive of residential environments.
- UR-2 Within the Urban Residential Designation, it shall be the intention of Council to establish a single unit dwelling residential zone which permits single unit dwellings and open space uses, and provides for the use of dwellings for limited business and day care uses within a dwelling. In addition, controls relative to vehicular parking, the number and size of signs, and open storage and outdoor display shall be established within the land use by-law.

### Housing Mixture

This planning strategy, through its various policies, provides for the accommodation of a variety of housing types. The intention of the strategy is to establish a housing mix within the Plan Area which meets the housing needs of all Plan Area residents. These needs change as economic conditions and factors such as age, family size and income change. The necessity to provide a housing mix was also recognized as an objective in the Halifax-Dartmouth Regional Development Plan; however, a specific housing mix ratio was not identified.

In the period since the adoption of an initial planning strategy in 1982, approximately 2,606 single unit dwellings were constructed, accounting for approximately sixty-one per cent of total new housing in the Plan Area. Two unit dwellings accounted for approximately eighteen per cent (758 units) and multiple unit dwellings and townhouse dwellings accounted for approximately eleven per cent (467 units). In addition, a total of 411 mobile dwellings (ten per cent) were added to the

total housing stock.<sup>10</sup>

The extensive residential development which has occurred in the Plan Area since 1982 has resulted in only a minor redistribution of the housing mix as indicated in Table 6. In 1981, single unit dwellings comprised 68% of the Plan Area's housing stock. By 1993, the proportion of single unit dwellings to other forms of housing comprised 65%. During this same period, the proportion of higher density residential units increased from 32% to 35%.

Table 6: Housing Distribution by Dwelling Type 1981-1993

Dwelling Type	Year		
	1981 <sup>1</sup>	1986 <sup>1</sup>	1993 <sup>2</sup>
Single Unit	3670 (68%)	4270 (66%)	6276 (65%)
Two Unit	675 (13%)	950 (15%)	1433 (15%)
Multiple Unit	405 (8%)	585 (9%)	872 (9%)
Mobile	615 (11%)	620 (10%)	1026 (11%)
Total No. of Units	5365	6425	9607

Source: 1. Census of Canada, 1981 and 1986  
2. Municipal Building Inspector's Monthly Reports

### **UR-3 Repealed (RC-May 23/24;E-Jun 13/24)**

#### Two Unit Dwellings

UR-4 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to establish a residential zone which permits two unit dwellings in addition to all uses permitted in the single unit dwelling zone. Council shall only consider **an** amendment to the land use by-law with regard to the following:

- (a) **Repealed (RC-May 23/24;E-Jun 13/24)**
- (b) **Repealed (RC-May 23/24;E-Jun 13/24)**
- (c) **Repealed (RC-May 23/24;E-Jun 13/24)**
- (d) **Repealed (RC-May 23/24;E-Jun 13/24)**
- (e) the provisions of Policy IM-13.

#### Townhouse Dwelling Units

Townhouse development will be accommodated through both the rezoning and development agreement processes. The rezoning process is most appropriate where each individual townhouse unit has direct frontage and driveway access onto a public street, while the development agreement mechanism provides an opportunity for individual units to have frontage and access on to an internal road access located within the area covered by the development agreement. Normal subdivision regulations which require direct frontage and access can be varied by the development

<sup>10</sup> Department of Planning and Development, 1993.

agreement.

In considering a proposal for townhouse development, care must be taken to ensure that such units are properly integrated into the community. Characteristics of townhouse developments such as numerous closely spaced driveways, grouped dwelling units, and front yard parking, require that care be taken in siting townhouse development. Controls established in a townhouse zone or through a development agreement will address building and site design details in order to achieve compatibility with adjacent residential development.

UR-5 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to establish a townhouse zone which permits townhouse dwellings where each dwelling unit is located on a separate lot and has direct access to a public street. Within the zone, there will be controls on parking areas, driveways and access locations, as well as controls on the maximum number of units per building. Council shall only permit new townhouse dwellings by amendment to the land use by-law and with regard to the following:

- (a) that individual dwelling units do not have direct access to an arterial or major collector street, as defined on Map 3, Transportation;
- (b) that municipal central services are available and capable of supporting the development;
- (c) the adequacy of separation distances from low density residential developments;
- (d) the impact on traffic circulation and, in particular, sighting distances and entrances and exits to the site;
- (e) preference for a site in close proximity to community facilities such as schools, recreation areas and bus routes; and
- (f) the provisions of Policy IM-13.

UR-6 Notwithstanding Policies UR-2 and UR-5, within the Urban Residential Designation, it shall be the intention of Council to consider townhouse developments which do not provide direct access from each units to a public street, in accordance with the development agreement provisions of the Planning Act. In considering such an agreement, Council shall have regard to the following:

- (a) **Repealed (RC-May 23/24;E-Jun 13/24)**
- (b) that the development includes a minimum area of twenty thousand (20,000) square feet;
- (c) that municipal central services are available and capable of supporting the development;
- (d) the adequacy of separation distances from low density residential development;
- (e) that site design features including landscaping, parking areas and driveways are of an adequate size and design to meet the needs of residents of the development and to address potential impacts on adjacent development;
- (f) that the height, bulk, lot coverage and appearance of any building is compatible with adjacent uses;
- (g) general maintenance of the development;
- (h) preference for a site in close proximity to community facilities such as schools, recreation areas and bus routes; and
- (i) the provisions of Policy IM-13.



## **Housing Accelerator Fund**

**In response to rapid population growth, housing shortage and declining affordability, the Municipality has prioritized removing barriers to housing within the Urban Service Boundary.**

**To support the goal of creating new opportunities for housing, the Municipality shall allow at least 4 dwelling units on all residentially zoned properties in the Urban Service Area as set under the Regional Subdivision By-law to foster development of missing middle housing forms.**

**UR-6A Notwithstanding Policies UR-2, UR-4, UR-13, RR-2, RR-3, and RR-4, at least 4 dwelling units per lot shall be permitted in all residential zones within the Urban Service Area as defined in Schedule B of the Regional Subdivision By-law.  
(RC-May 23/24;E-Jun 13/24)**

## **Multiple Unit Dwellings**

The demand for multiple unit dwellings is expected to continue in response to the diversified housing needs of the general population. In order to provide high quality multiple unit accommodation while avoiding significant impacts of existing land uses, such uses will be considered by both rezoning and development agreement. Smaller scale multiple unit developments up to six units will be considered by rezoning, while larger scale multiple unit developments over six units will be considered by development agreement. The development agreement approach will provide site-specific control intended to ensure that community concerns with such matters as appropriate density and scale of development, landscaping, site design and separation from low density residential development are adequately addressed.

UR-7 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to establish a multiple unit dwelling zone which permits new multiple unit dwellings to a maximum of six units, all existing multiple unit dwellings, as well as community facility uses. Control on parking and amenity areas will be established in the zone. Council shall only consider new multiple unit dwellings be amendment to the land use by-law and with regard to the following:

- (a) the adequacy of separation distances from low density residential developments;
- (b) that the height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses;
- (c) that municipal central services are available and capable of supporting the development;
- (d) that the proposed development has direct access to a local street, minor collector or major collector as defined in Map 3 - Transportation;
- (e) that it is not being considered on lands which are presently zoned and developed for either single or two unit dwelling purposes nor where it is intended to replace a single or two unit dwelling which has been demolished, removed or destroyed by fire;
- (f) the impact on traffic circulation and, in particular, sighting distances and entrances and exits to the site; and
- (g) the provisions of Policy IM-13.

UR-8 Notwithstanding Policies UR-2 and UR-7, within the Urban Residential Designation, it shall be the intention of Council to consider multiple unit dwellings over six (6) dwelling units, according to the development agreement provisions of the Planning Act. In considering such an agreement, Council shall have regard to the following:

- (a) the adequacy of separation distances from low density residential developments;
- (b) that the height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses;
- (c) 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 residential of the development;
- (d) preference for a site in close proximity to community facilities such as schools, recreation areas and transit routes;
- (e) that municipal central services are available and capable of supporting the development;
- (f) that appropriate controls are established to address environmental concerns, including stormwater controls, based on a report from the appropriate Municipal, Provincial, and/or Federal Government authority;
- (g) that the proposed development has direct access to a local street, minor collector or major collector as defined in Map 3 - Transportation;
- (h) that it is not being considered on lands which are presently zoned and developed for either single or two unit dwelling purposes nor where it is intended to replace a single or two unit dwelling which has been demolished, removed or destroyed by fire;
- (i) the impact on traffic circulation and, in particular, sighting distances and entrances and exits to the site;
- (j) general maintenance of the development; and
- (k) the provisions of Policy IM-13.

### Comprehensive Development Districts

The Planning Act permits the establishment of comprehensive development districts in the Plan Area and the use of contractual development agreements. The use of these agreements will be advantageous to the community by providing for the comprehensive planning of individual developments. Such a comprehensive approach will permit consideration of a wide range of development conditions including topographic conditions, housing mix including innovative housing forms, the scheduling of development, road layout, public land dedication, sidewalks, the location of school and other community facilities, provisions for storm drainage as well as the general effects of the development on the environment and adjacent land uses. Residential development, through comprehensive development districts, is in keeping with the intent of encouraging well-planned residential neighbourhoods.

UR-9 It shall be the intention of Council to establish a comprehensive development district within the land use by-law which permits any residential use and community facility use, in association with such residential uses. A comprehensive development district shall specifically prohibit any industrial or general commercial development, except local commercial uses which are intended to service households within the district on a daily basis. **(Refer to Sackville Drive SPS: RC-May 7/02;E-Jun 29/02)**

When considering an amendment to the schedules of the land use by-law to establish a

comprehensive development district, Council shall have regard to the following:

- (a) that the development is within the Urban Residential Designation;
- (b) that the development includes a minimum land area of five acres to be so zoned and will not entail the substantive removal or replacement of existing single or two unit housing stock;
- (c) that, where the development provides for a mix of housing types, it does not detract from the general residential character of the community;
- (d) that adequate and useable lands for community facilities are provided;
- (e) that the development is capable of utilizing existing municipal sewer and water services; and
- (f) that the development is consistent with the general policies of this planning strategy and furthers its intent.

UR-10 With reference to Policy UR-9, and as provided for by the Planning Act, the development of any comprehensive development district shall only be considered by Council through a development agreement or agreements which shall specify the following:

- (a) the types of land uses to be included in the development;
- (b) the general phasing of the development relative to the distribution of specific housing types or other uses;
- (c) the distribution and function of proposed public lands and community facilities;
- (d) any specific land use elements which characterize the development;
- (e) matters relating to the provision of central sewer and water services to the development;
- (f) provisions for the proper handling of stormwater and general drainage within and from the development;
- (g) any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-13; and
- (h) furthermore, the elements of (a) through (g) and other matters related to the provision of central services and the proper handling of storm water and general drainage shall additionally be considered by Council according to the development agreement provisions of the Planning Act.

UR-11 It shall be the intention of Council that any agreement made pursuant to Policies UR-9 and UR-10 may be discharged upon completion of the development or upon completion of particular phases of the development. Upon discharging part of all of any agreement, Council shall zone the lands to reflect the intent of the agreement.

### Millwood Planned Unit Development

The development agreement for the Planned Unit Development (PUD) Millwood was signed by the Nova Scotia Housing Commission and the Municipality of the County of Halifax on January 18, 1982. It set out the terms and conditions under which development shall proceed in this area. Millwood is situated in Middle Sackville, bounded by Highway No. 1 to the south, the Canadian National Railway to the north, a golf driving range to the west and existing housing to the east.

The total land assembly consists of 434 acres of which 352 acres are designated for development. According to the general provisions, total acres of the plan was subdivided on four sectors of

development, with the total number of 1,696 units.

The general concept of this development has been maintained, however, in some areas the type of the development has been changed. The present serviced area to date contains 220 acres of land, with the total number of 521 developed units.

In addition to the residential type of the development, certain community uses were located within PUD Millwood. An Elementary School was developed in the south part of Sector A and Millwood Junior High School was located on the east side of Sector B.

With the adoption of the Halifax County Charter, the Municipality is no longer able to utilize the Planned Unit Development (PUD) By-law. However, there are significant portions of Planned Unit Development (PUD) for Millwood which remain under the provisions of a Planned Unit Development Agreement. It has been the past practice of the Municipality, when particular phases of a PUD have been completed, to release the developed lands from the PUD and apply appropriate zoning. This reduces any uncertainty that residents may have concerning the zoning status of their properties.

UR-12 It shall be the intention of Council that, upon completion of particular phases of the development, to release these areas from the PUD and zone them in a manner which is consistent with the PUD Agreement by applying the appropriate zoning or by creating a specific zone for the area which incorporates the uses provided for under the PUD Agreement, as well as the provisions of the Planning Act.

Certain areas of the Millwood PUD were originally intended to be developed for the purpose of two unit dwellings, but through amendment to the PUD, have proceeded to be developed as zero lot line, single unit dwelling developments. This form of housing development has also been provided for in a development agreement which was recently negotiated in a comprehensive development district established elsewhere in the Plan Area. A residential single unit zero lot line zone will be established in the land use by-law and applied to areas which have been developed on the basis of zero lot line through contractual agreements, upon their development and removal and/or discharge from their respective agreements.

UR-13 Pursuant to Policies UR-11 and UR-12, it shall be the intention of Council to establish a zero lot line, single unit dwelling zone which permits single unit dwellings, home business uses and community uses. In considering the application of this zone by amendment to the land use by-law, Council shall have regard to the following:

- (a) that the area to be rezoned forms part of a Comprehensive Development District or Planned Unit Development for which a development agreement which provides for the use has been negotiated; and
- (b) that the applicable sections of the development agreement or Planned Unit Development agreement have been discharged.

### Community Facility Uses

Institutional and other community supporting uses may locate in residential neighbourhoods in order to facilitate the social and physical integration of the facility with the community. Such facilities can be designed, located and scaled to aid in this integration, and to respond to the difficulties of accepting high volume uses within residential areas.

In order to provide for the consideration of specific effects on residential neighbourhoods, most community facility uses may be considered by amendment to the land use by-law.

UR-14 Notwithstanding Policies UR-2 and RR-2, within the Urban Residential and Rural Residential Designations, it shall be the intention of Council to establish a community facility zone which permits a variety of community related uses such as schools, churches, hospitals, government offices, community centres and recreation uses. Council may consider permitting new community facility uses by amendment to the land use by-law and with regard to the provisions of Policy IM-13.

Medical clinics and larger day care facilities can be appropriately located within the Urban Residential Designation, in close proximity to the residents they are intended to serve. However, such uses have the potential to generate compatibility concerns. Particular attention must be given to limiting the potential for traffic generation on local streets, as well as to parking and access considerations. In addition, site design details such as landscaping and buffering, and the scale and appearance of the proposed structures in relation to adjacent residential neighbourhoods must be considered. Such locational and site-specific controls are best achieved through the development agreement process.

UR-15 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to consider medical clinics and larger day care facilities which are too extensive to be considered as a small business within a dwelling, according to the development agreement provisions of the Planning Act. In considering such an 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;
- (b) that site design features, including landscaping, outdoor play space where required, parking areas and driveways, are of an adequate size and design to provide for the needs of users of the facility, as well as to address potential impacts on adjacent development;
- (c) that controls on signage are appropriate with surrounding areas; (d) that the site is located in close proximity to a minor or major collector as defined on Map 3 - Transportation;
- (d) the impact on traffic circulation and, in particular, the suitability of access to and from the site;
- (e) the guidelines of the provincial licensing agency;
- (f) general maintenance of the development; and
- (g) the provisions of Policy IM-13.

**Shared housing with special care (RC-Aug 9/22;E-Sep 15/22)** must be permitted to locate within the community in order to facilitate the client group's social and physical integration. In many instances, such uses have special requirements in terms of location and building design. In order to permit the design and location of **shared housing with special care (RC-Aug 9/22;E-Sep 15/22)** in a manner which will aid integration into surrounding neighbourhoods, such uses shall be permitted by specific development agreements within any of the land use designations.

**UR-16 Deleted (RC-Aug 9/22;E-Sep 15/22)**

**UR-16A** Council supports the development of complete communities with housing resources that are appropriate and adequate for current and future residents. Developing shared housing with special care projects will support diversity and inclusion, aging in place or community and housing choice. Notwithstanding Policy UR-2, within any Designation, it shall be the intention of Council to consider, by development agreement, permitting shared housing with special care at larger scale than would be permitted in the underlying zone. In considering a development agreement, Council shall have regard for the following:

- (a) the provisions to mitigate the land use impacts on adjacent land uses, in terms of setbacks, building scale and design, and buffering;
- (b) the location of off-street parking and loading facilities, driveway accesses, walkways or other means of pedestrian access, landscaping, planting or retention of trees, outdoor lighting, storage of solid waste, and signs;
- (c) grading, sedimentation and erosion control, and stormwater management;
- (d) that open space, outdoor amenities and parking areas incorporate design features which provides accessibility for all abilities, such as wide walkways or the use of non-slip surfaces;
- (e) proximity of the site to commercial and community facilities, where such facilities are available in the immediate area, or consideration of the provision of such services on the site of the development;
- (f) proximity of the site to public transit, where the service is provided;
- (g) that there is sufficient indoor and outdoor common amenity space for residents;
- (h) the general maintenance of the development;
- (i) the impact of the proposed use on the existing road network in terms of traffic generation and vehicular and pedestrian safety;
- (j) the adequacy of wastewater facilities and water systems;
- (k) the housing needs of the local community;
- (l) that the proposed site is suitable in terms of the steepness of grades, soil and geological conditions, locations of watercourses and wetlands and susceptibility to flooding; and
- (m) the provisions of Policy IM-13.

(RC-Aug 9/22;E-Sep 15/22)

**UR-16B** In addition to Policy UR-16A, where a shared housing with special care use is to be provided in multiple buildings on one lot:

- (a) the development must be designed in a campus-style form and provide indoor common shared space for residents; and
- (b) a minimum of 10 shared housing bedrooms must be provided in each building.

(RC-Aug 9/22;E-Sep 15/22)

#### Local Commercial Uses

Although general commercial development is not permitted in the Urban Residential Designation, neighbourhood commercial services such as corner stores and personal service shops can conveniently serve the public from locations within the general residential area. However, such uses create compatibility concerns with adjacent residential development relative to traffic



generation on local streets, access controls, hours of operation, and visual effects related to site and building design. In light of these concerns, zoning for existing local commercial uses will be maintained, but new local commercial uses will only be considered by development agreement.

UR-17 Notwithstanding Policy UR-2, in recognition and support of existing local commercial uses within the Urban Residential Designation, it shall be the intention of Council to establish a local business zone which permits variety and food stores. It is the intention of Council that this zone shall be applied only to existing local commercial uses.

UR-18 Notwithstanding Policies UR-2 and UR-17, within the Urban Residential Designation, it shall be the intention of Council to consider new local commercial uses, **and the expansion of local commercial uses in the C-1 (Local Commercial) zone beyond the permitted gross floor area (RC-Sep 16/08;E-Oct 11/08)**, according to the development agreement provisions of the Planning Act. In considering any such agreement, Council shall have regard to the following:

- (a) that commercial uses shall be limited to service and personal service uses and local convenience outlets;
- (b) that the proposed development does not exceed a maximum gross floor area of **five thousand (5,000) (RC-Sep 16/08;E-Oct 11/08)**, exclusive of any area devoted to an accessory dwelling unit;
- (c) that the use is primarily intended to serve the local neighbourhood;
- (d) that the height, bulk **and (RC-Sep 16/08;E-Oct 11/08)** lot coverage of any building is compatible with adjacent land uses **and with the character of the surrounding residential neighbourhood (RC-Sep 16/08;E-Oct 11/08)**;
- (e) that no open storage or outdoor display shall be permitted;
- (f) that site design features, including signage, landscaping, parking areas and driveways are of an adequate size and design to address potential impacts on adjacent developments;
- (g) that there is direct access to a major collector as identified on Map 3 - Transportation, with preference given to commercial sites which are located at the intersection of major and minor collectors;
- (h) the impact on traffic circulation and, in particular, the suitability of access to and from the site;
- (i) that it is not being considered on lands which are presently zoned and developed for either single or two unit dwelling purposes nor where it is intended to replace a single or two unit dwelling which has been demolished, removed or destroyed by fire.
- (j) maintenance of the development;
- (k) hours of operation; and
- (l) the provisions of Policy IM-13; **and**
- (m) **the architectural design is compatible with the surrounding residential neighbourhood. (RC-Sep 16/08;E-Oct 11/08)**

Sackville has not escaped the encroachment of larger scale commercial uses within residential areas. This is particularly the case along Sackville Drive between the Beaver Bank Road and the Lucasville Road where, although residential uses predominate there are a number of commercial operations. The north side of Sackville Drive in this area has been included within the Community Commercial Designation which supports future commercial development. Along the south side of Sackville Drive, however, there is greater concern with maintaining compatibility with the adjacent

residential areas. Along this portion of roadway, future commercial development shall be considered by development agreement.

UR-19 Notwithstanding Policy UR-2, within the Urban Residential Designation, along the south side of Sackville Drive between the Beaver Bank Road and the Lucasville Road, it shall be the intention of Council to recognize and accommodate within the land use by-law existing larger scale commercial enterprises as well as those properties having commercial zoning at the adoption of this planning strategy. It shall further be the intention of Council to consider community commercial zone uses in this area according to the development agreement provisions of the Planning Act. In considering such agreements, Council shall have regard to the following:

- (a) that the site has frontage on and direct access to Sackville Drive;
- (b) that the height, bulk, lot coverage and architectural appearance of any building is compatible with adjacent land uses;
- (c) that adequate provision is made for buffering and screening from adjacent residential properties;
- (d) that site design features, including landscaping, signage, parking areas and driveways are of adequate size and design to address potential impacts on adjacent development, and to provide for the needs of users of the development;
- (e) hours of operation;
- (f) the provisions of Policy IM-13.

Development along the western portion of Highway No. 1, between Millwood Drive and the Plan Area boundary, consists of scattered low-density residential uses, interspersed with a number of commercial properties. Although this area is within the Service Boundary, it does not yet have access to central services and is, therefore, outside the built up community.

There are undeveloped properties along this portion of Highway No. 1 of a sufficient size to accommodate commercial uses with land requirements related to outdoor storage and display. Such uses are difficult to locate in the commercial designations, given current costs, lot sizes and land availability. The potential for commercial development in this area is increased by the locational advantage associated with having frontage on a collector road.

A small range of commercial service uses which provide services to the immediate area, as well as the more urban portions of the Plan Area will be considered. These uses will be confined to Highway No. 1 and shall include outdoor display courts, special trade and general contracting services, and service and personal service shops, as well as residential uses. The range of uses to be considered recognizes the transitional nature of this portion of the Residential Designation and its potential to accommodate specialized commercial uses without detracting from the community's priority areas for commercial development. The development agreement mechanism will be used to provide site design controls which address the visual effects on adjacent residential developments, as well as the travelling public.

UR-20 Notwithstanding Policies UR-2 and RR-2, Council may consider permitting commercial service uses on properties west of Millwood Drive, within the Urban and Rural Residential Designations, according to the development agreement provisions of the Planning Act. In considering such agreements, Council shall have regard to the following:

- (a) that the site has frontage on and direct access to Highway No. 1;



- (b) that the height, bulk, lot coverage and appearance building is compatible with adjacent land uses;
- (c) that adequate provision is made for buffering and screening from adjacent residential properties and travelling public;
- (d) 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 developments;
- (e) that appropriate controls are established, as authorized by the Planning Act, to address environmental concerns, including stormwater controls, based on a report from the appropriate municipal, provincial and/or federal government authority; and
- (f) the provisions of Policy IM-13.

Sackville's proximity to the Halifax-Dartmouth metropolitan area makes it a good location for tourist accommodations. While larger scale commercial accommodation services such as hotels and motels are permitted in the commercially designated areas, the availability of such services is very limited. To help meet the need for tourist accommodation in the Sackville area, **short-term bedroom rentals such as, but not limited to, (RC-Feb 21/23;E-Sep 1/23)** bed and breakfast establishments shall be permitted as home occupations in residential areas. Furthermore, more extensive operations may be considered, provided they are developed in a manner compatible with residential environment.

UR-21 Notwithstanding Policies UR-2 and RR-2, within the Urban and Rural Residential Designations, it shall be the intention of Council to consider **short-term bedroom rentals (RC-Feb 21/23;E-Sep 1/23)** which are too extensive to be accommodated as a small business in a dwelling, according to the development agreement provisions of the Planning Act. In considering such agreements, Council shall have regard to the following:

- (a) that adequate parking facilities are provided;
- (b) that parking areas are screened to reduce the visual effects on adjacent low density residential developments;
- (c) that the architectural design and scale of the building is compatible with nearby uses;
- (d) that any **short-term bedroom rental (RC-Feb 21/23;E-Sep 1/23)** establishment shall not include more than six (6) rooms for accommodation;
- (e) the suitability of access to and from the site;
- (f) signage; and
- (g) the provisions of Policy IM-13.

Within the Urban Residential Designation there is a salvage yard operation on the Old Sackville Road. While it is not proposed that new salvage operations be permitted to locate within this Designation, the existing operation is compatible with uses in the immediate area.

UR-22 Notwithstanding Policy UR-1, it shall be the intention of Council to exempt the salvage operation identified in Appendix B of the land use by-law from the provisions of the applicable zone. Further Council may consider expansion of the operation according to the development agreement provisions of the Planning Act. In considering any such agreement, Council shall have regard to the design of the proposed salvage yard with respect to its compatibility with the surrounding residential area and the provisions of Policy IM-13.

A number of developments are either in progress or proposed in the Cobequid Road area which could substantially alter the area's residential character. These include the continued development of the Sackville Business Park and lands to the northeast of the park, the extension from Highway No. 107 through to the Cobequid Road, the widening of the Cobequid Road northeast from Glendale Drive to the exit of the new highway extension of First Lake Drive, and the possible extension of sewer and water services. Although the Sackville Business Park is included within the Business Park Designation and lands immediately to the northeast of the park are designated for expansion purposes, there are several areas along the Cobequid Road which remain residentially designated at this time. The uncertain timing of development in this area makes it difficult to determine more specific and appropriate land use designations for the area. It is probable that highway improvements and spin-offs from the Sackville Business Park may make the Cobequid Park area attractive for commercial development.

UR-23 It shall be the intention of Council to consider amending the Map 1 - Generalized Future Land Use for the section of the Cobequid Road north of Glendale Drive to First Lake Drive to permit commercial development, if one or more of the following occurs:

- (a) construction of the Sackville Expressway;
- (b) installation of water and sewer services beyond Glendale Drive north on the Cobequid Road; or
- (c) widening of the Cobequid Road north of Glendale Drive.

Prior to completion of one or more of the projects identified in Policy UR-23, provisions will be established to allow consideration of additional commercial development along the Cobequid Road, by development agreement. These provisions are consistent with other planning strategy policies, which recognize the potential for this area to accommodate future commercial and industrial development.

In keeping with the intent of the Urban and Rural Residential Designations, a primary goal in considering additional commercial developments in this area will be the protection of adjacent residential developments. The use of development agreements will ensure that future commercial development occurs in a controlled manner which recognizes the concerns of the adjacent residential community.

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.

Within the Urban Residential Designation, in the vicinity of Cobequid Road and Maple Grove Drive, there are two properties with a history of commercial use dating back to the 1950s. Originally, the area fronting on Cobequid Road was used as a service station. Later a construction garage and storage yard were added. Since the 1960s, the commercial use of these properties has expanded to include a repair facility for construction vehicles and storage areas for construction equipment and materials including trucks, trailers, sand, gravel and other materials.

While it is not the intent of this planning strategy to encourage such development within the Urban Residential Designation, an appropriate commercial zone will be applied to these properties to recognize their past and present use. The application of community commercial zoning will also allow the land owner to expand or redevelop the two properties in accordance with the provisions of the land use by-law. New commercial uses or the expansion of existing uses beyond the maximum floor area permitted by the community commercial zone will, however, be subject to the requirements of Policy CC-3.

UR-25 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to recognize and accommodate within the land use by-law two commercial properties in the vicinity of Cobequid Road and Maple Grove Drive (LRIS Nos. 40094443 and 40094450)). Further, Council shall consider any proposed expansion to such uses or the development of new commercial uses beyond the maximum floor area permitted by the C-2 Zone, in accordance with Policy CC-3.

### Mobile Dwelling Development

Mobile dwellings make up a significant portion of Sackville's housing stock, accounting for approximately ten per cent of the occupied dwelling units in the community. It is important to recognize the contribution of mobile dwellings to housing in the area and to accommodate them within the Urban Residential Designation through a combination of contractual and zoning controls.

Single mobile dwellings on individual lots provide an alternative form of housing in the Plan Area. However, because of the standard length of mobile homes relative to normal urban serviced lots and consequent siting problems which negatively affect the urban street scape, single mobile dwellings should be considered only on unserviced lots.

UR-26 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to establish a mobile dwelling zone which permits mobile dwellings, in addition to all uses permitted in the single unit dwelling zone. Council shall only consider new mobile dwellings by amendment to the land use by-law and with regard to the following:

- (a) that the land to be rezoned is within the unserviced portion of the Urban Residential Designation; and
- (b) the provisions of Policy IM-13.

The expansion of existing mobile home parks and the establishment of new parks is considered an appropriate land use in serviced areas where external effects are minimal and where a positive living environment is provided to park residents.

However, due to their high density and the physical appearance of the units, there is a desire to maintain adequate separation and buffering between mobile home parks and conventional single unit dwelling neighbourhoods.

UR-27 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to consider permitting new mobile home parks and expansions of existing parks according to the development agreement provisions of the Planning Act. In considering such proposals Council shall have regard to the following:

- (a) the adequacy of existing park services including sewer and water systems, recreation facilities, road and general park maintenance, garbage collection and street lighting;
- (b) the effect which any extension would have upon the level or quality of services in the existing park;
- (c) that the development is capable of utilizing existing municipal sewer and water services;
- (d) the ability of education facilities, protection services, and recreation facilities to adequately service the increased demands of the additional development, or to respond with the provision of additional services;
- (e) the provision of landscaping or buffering from adjacent land uses in order to protect the privacy, reasonable use and enjoyment of those properties;
- (f) the provision of landscaping or buffering from the public road to which it has access;
- (g) the provision of useable lands for open space and recreational uses;
- (h) stormwater planning;
- (i) the impact of the extension on internal and external traffic circulation patterns;
- (j) park layout and design including the design of the internal road network and separation distances from maintenance buildings;
- (k) the provisions of the Mobile Home Park By-law; and
- (l) the provisions of Policy IM-13.

A more recent trend in mobile home development is the creation of serviced subdivisions, designed exclusively for mobile dwellings. The design of mobile home subdivisions requires that special attention be paid to the siting of the units in order to reduce visual incompatibility with more conventional single and two unit dwelling neighbourhoods. This can be accomplished with appropriate rezoning criteria involving location and subdivision design.

As with conventional two unit dwelling subdivisions, it is recommended that a buffer of residential zoning and/or parkland be required between the proposed mobile homes and existing neighbourhoods. Access considerations can also be incorporated to encourage more viable and compatible housing development.

UR-28 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to consider permitting mobile home subdivisions by amendment to the land use by-law and with regard to the following:

- (a) that such developments have a minimum area of two acres to be zoned, or where lots have been subdivided, a minimum of ten lots;
- (b) that each lot has access to a public street constructed specifically to serve the development;
- (c) that where a parcel of land to be rezoned abuts or is immediately adjacent to properties with single unit dwelling zoning, a buffer of single unit dwelling zoned lots, as shown on a tentative or final plan of subdivision, shall be maintained between existing and proposed development;
- (d) that streets are not considered to constitute part of the buffer and that parkland with an area of less than one acre and a depth of less than one hundred (100) feet shall not constitute part of the buffer;
- (e) that municipal central services are available and capable of supporting the development;
- (f) that an adequate amount of useable parkland is provided for open space and recreational uses; and
- (g) the provisions of Policy IM-13.

**Atlantic Gardens has long been part of the Sackville Community. In April 1979, a development plan was approved for the site by the former Halifax County Council to permit construction of a greenhouse operation under the Planned Unit Development (PUD) By-Law. At that time the subject property was zoned R-1, which did not permit the proposed use. The Planned Unit Development By-Law required that the registered owner enter into an agreement with the Municipality, similar to the development agreement provisions of the Municipal Government Act. The authority to utilize the Planned Unit Development By-law has been repealed. As a result Council discharged the PUD and placed a Minor Commercial Zone on the properties. This zone was developed specifically for Atlantic Gardens. In addition, Council wished to recognize the present garden centre use and to allow the owner to expand that use into a full service garden centre facility. (RC-Apr 24/01;E-Jun 2/01)**

**UR-29 Notwithstanding Policy UR-2 and RR-2, the properties known locally as Atlantic Gardens at 1620 Sackville Drive (PID 40150856) and the lot at the corner of Sackville Drive and Old Sackville Road (PID 40150815) shall be zoned to a Minor Commercial Zone. This zone shall provide for a limited range of retail, personal service, and service uses which can be accommodated without detriment to the surrounding residential neighbourhood by virtue of aesthetics, and environmental degradation. These uses shall include: retail stores, service and personal service shops, offices, commercial schools, banks and financial institutions, restaurants take-out and drive-in, shopping plazas and malls, commercial recreation uses, and greenhouses and nurseries. Institutional uses shall also be permitted. Outdoor storage, display, and signs shall be regulated. (RC-Apr 24/01;E-Jun 2/01)**

**UR-30 Notwithstanding Policy UR-2 and RR-2 it shall be the intention of Council to recognize and accommodate within the land use by-law the existing garden centre at 1620 Sackville Drive (PID 40150856). In addition, a full service garden centre shall be permitted without meeting all of the provisions of the Minor Commercial Zone. (RC-Apr 24/01;E-Jun 2/01)**

**The Middle Sackville area has seen commercial activities established in the area adjacent the Lively subdivision. Although many properties in the area are appropriately zoned for commercial uses, many are not. With the planned connection between Highway 101 and**

Sackville Drive, there may be other properties in the area which are suitable for commercial development. But given the mixed use nature of the area there are concerns regarding the compatibility of commercial uses with existing residential uses.

**UR-31** Notwithstanding UR-2 and RR-2, Council may consider permitting Community Commercial (C-2) Zone land uses and auto body shops on lands not currently zoned for such uses according to the development agreement provisions of the Municipal Government Act on properties in Middle Sackville located on Sackville Drive and to the east of Rosemary Drive and west and north of the Atlantic Gardens Properties (PID#40150856, 40150815). In considering such uses, Council shall have regard to the following:

- (a) site has frontage on and direct access to Highway No. 1;
- (b) proposed use, height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses;
- (c) 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 developments;
- (d) appropriate controls are established to address environmental concerns, including stormwater controls;
- (e) site meets the minimum zone standards for the Community Commercial Zone;
- (f) general maintenance of the development;
- (g) hours of operation; and
- (h) provisions of Policy IM-13.

(RC-Dec 4/07;E-Jan 19/08)



## RURAL RESIDENTIAL DESIGNATION

The area outside the municipal development boundary has a semi-rural character, with larger lot sizes than found in the serviced area as well as a wider range of land uses, including agricultural and forestry operations.

As this area is not slated to receive municipal sewer and water services, development will continue to occur with on-site septic tank and well systems. This area has been designated as Rural Residential, which is intended to reflect the existing residential environment by permitting a mix of single unit residential and resource uses while acknowledging the need to accommodate other forms of residential development and compatible local commercial uses.

- RR-1 Within the Rural Residential Designation, as shown on the Map 1 - Generalized Future Land Use, it shall be the intention of Council to recognize the area's existing low density rural nature and to support continued development with on-site sewer and water services.
- RR-2 Within the Rural Residential Designation, it shall be the intention of Council to establish a rural residential zone, which permits single unit dwellings, most community facility uses, agricultural, fishing, forestry and open space uses. In addition, the land use by-law shall provide for limited business and day care uses within a dwelling where such is compatible with the rural nature of the area. In addition, the zone shall control parking and the number and size of signs, and prohibit open storage and outdoor display.

Although it is not generally intended that municipal services will extensively serve the Rural Residential Designation, there are some areas where such services are available. It is considered appropriate to permit the consideration of higher density types of residential development within these areas in the same manner as they would be considered within the Urban Residential Designation. Similarly, mobile homes on individual lots and local commercial developments may also be considered throughout the Rural Residential Designation.

RR-3 Notwithstanding Policy RR-2, any portion of the Rural Residential Designation, in which municipal central services are available, it shall be the intention of Council to consider permitting two unit dwellings, **townhouse dwellings**, multiple unit dwellings, **and comprehensive residential developments** according to Policies UR-4, UR-5 or UR-6, UR-7 or UR-8, **and UR-9, UR-10 and UR-11** respectively. It shall further be the intention of Council to consider mobile homes on individual lots and local commercial developments within the Rural Residential Designation according to Policies UR-26 and UR-18, respectively. **(RC-April 26/16; E-June 25/16)**

Although the Rural Residential Designation is intended to support a semi-rural environment, it also recognizes there are areas where new suburban style residential development is taking place. In areas where this suburban transition has occurred, appropriate levels of protection will be provided so as to maintain a greater uniformity within residential environments.

- RR-4 Notwithstanding Policy RR-2, within the Rural Residential Designation, it shall be the intention of Council to support the transition of certain areas to a more suburban residential environment through the application of a more restrictive rural residential "A" zone. In considering amendments to the land use by-law, Council shall have regard to the following:

- (a) the land to be rezoned consists of a minimum of five (5) acres;
- (b) the effect of the proposed amendment to the overall community form;
- (c) the effect upon the future use of any lands which may be accessed through the area to be rezoned;
- (d) that the existing use of surrounding lands is compatible with such a suburban environment; and
- (e) the provisions of Policy IM-13.

Although it is not the intent to encourage general commercial development within the Rural Residential Designation, there are several existing businesses to which the appropriate commercial zone will be applied. This will allow the business operator to fully utilize the property and yet will provide the community with known limits to any expansion based on the size of the existing lot. In keeping with the intention of this planning strategy, commercial zoning will not be extended should the property be increased in area. In the event that an existing commercial operation is proposed to be expanded beyond the zoned area, it is reasonable to evaluate this on a case-by-case basis through application of a development agreement and corresponding removal of the commercial zone. Further, any expansion to an existing operation which exceeds the maximum floor area permitted by the community commercial zone will be subject to an evaluation using the development agreement mechanism in accordance with Policy CC-3.

RR-5 Notwithstanding Policy RR-2, within the Rural Residential Designation, it shall be the intention of Council to recognize and accommodate within the land use by-law several commercial properties. Further, Council shall consider any proposed expansion of such uses to adjacent non-commercially zoned properties according to the development agreement provisions of the Planning Act. In considering any agreement, Council shall have regard to the following:

- (a) that the proposed use is related to an existing business;
- (b) the extent and location of open storage and outdoor display with respect to abutting properties;
- (c) the adequacy of separation distances and screening from adjacent residential and community facility uses;
- (d) the adequacy of transportation facilities serving the use, including entrance to and access from the site;
- (e) the compatibility of the proposed expansion with the surrounding land uses by virtue of its nature, scale, and hours of operation;
- (f) the provisions of Policy IM-13.

RR-6 Notwithstanding Policy RR-2, within the Rural Residential Designation, it shall be the intention of Council to consider any proposed expansion to an existing commercial operation which exceeds the maximum floor area permitted by the C-2 Zone, in accordance with Policy CC-3.

RR-7 Notwithstanding Policy RR-2, within the Rural Residential Designation, it shall be the intention of Council to consider permitting a day care facility which is too extensive to be accommodated as a small business in a dwelling, according to the development agreement provisions of the Planning Act. In considering any agreement, Council shall have regard to the provisions of Policy IM-13.

Within the Rural Residential Designation, there is a sheet metal operation on the Old Sackville



Road which has been in operation for a number of years. Although it is not proposed that new sheet metal or like operations be permitted to establish within the designation, the existing use is compatible with uses in the immediate area.

RR-8 Notwithstanding Policy RR-2 within the Rural Residential Designation, it shall be the intention of Council to consider the expansion of the existing A.F. MacEachern Sheet Metal Company Limited (LRIS Index Number 458331) according to the development agreement provisions of the Planning Act. In considering any agreement, Council shall have regard to the following:

- (a) the adequacy of vehicular access and egress;
- (b) the location and extent of open storage and/or display;
- (c) the provision of adequate screening from uses in the immediate area; and
- (d) the provisions of Policy IM-13.

Salvage yard operations may be accommodated on a site-specific basis within the Rural Residential Designation and through development agreements.

RR-9 Notwithstanding Policy RR-2, within the Rural Residential Designation, it shall be the intention of Council to consider permitting salvage yard operations according to the development agreement provisions of the Planning Act. In considering such amendments, Council shall have regard to the following:

- (a) the adequacy of the screening of the use from the surrounding residential area;
- (b) the accessibility of the site to major transportation routes;
- (c) the guidelines of licensing requirements; and
- (d) the provisions of Policy IM-13.

There is a specific property located at 50 Walker Service Road which has unique characteristics which are considered to make it particularly suitable for a larger home business use than would otherwise be permitted under the Land Use By-law. The property is located within the Rural Residential Designation and contains a relatively large dwelling and accessory building on a rural size lot. These features have made it difficult for the property to be used entirely for residential purposes. In recognition of these characteristics, it is Council's intention to provide an opportunity through the development agreement process for the consideration of proposals for home business uses on this property that do not meet the By-law requirements. This process will enable appropriate controls to ensure that the business use is compatible in the residential environment.

**RR-10 It shall be the intention of Council to consider proposals for home business uses that do not meet the Land Use By-law requirements for the property located at civic number 50 Walker Service Road through the development agreement process. In assessing such proposals, Council shall give consideration to the following criteria and Policy IM-13:**

- (a) that the home-based business shall be contained within the dwelling and/or accessory building and the dwelling is the principal residence of the operator of the business;**
- (b) that adequate provisions are established to ensure that the home-based business shall be incidental and accessory to the residential use of the property and in no case shall the business exceed 50 % of the combined gross floor area**

- of the dwelling and accessory building;
- (c) that the proposed use is compatible with the residential neighbourhood and does not have potential to create significant adverse impacts on the community or the natural environment from traffic generation, outdoor storage, noise, emissions, or other nuisances;
  - (d) that adequate restrictions are placed on the size of the business, number of employees, hours of operation, signage, parking, and outdoor storage and display to minimize any potential adverse impacts on the residential environment;
  - (e) that adequate site design features are incorporated to address issues such as safe access, loading and unloading, and buffering and landscaping of the development;
  - (f) that the proposal does not involve any modifications to the exterior of the dwelling which would alter its residential character;
  - (g) that the proposal does not involve illuminated or freestanding signage;
  - (h) that the proposal does not have potential to create a volume of traffic which is inconsistent with the residential environment and does not involve permanent parking of commercial vehicles on the property; and
  - (i) that the proposed use does not involve the extensive use, repair, servicing, and storage of any large equipment, machinery or automobiles outside of the dwelling or accessory building.
- (C-Feb 10/97;M-Apr 16/97)

## COMMERCIAL AND BUSINESS PARK DESIGNATIONS

### **Paragraphs 1, 2, 3, 4, and 6 (Refer to Sackville Drive SPS: RC-May 7/02;E-Jun 29/02)**

Sackville's principal commercial areas are included within **two** separate land use designations, the Business Park Designation and the Community Commercial Designation. **In recognition of the significance of Sackville Drive, it is regulated by way of it=s own Sackville Drive Secondary Plan and Land Use By-law. (RC-May 7/02;E-Jun 29/02)**

The Business Park Designation, which includes the Sackville Business Park, supports general commercial development. This designation provides for an orderly mix of light and general industrial uses designed to maintain the park's competitive position in the metropolitan area. Within the Business Park Designation, an effort will be made to locate major municipal facilities and to encourage other levels of government to consider **this** designation in planning future facilities. **(RC-May 7/02;E-Jun 29/02)**

In addition to the Business Park Designation, several secondary areas of commercial development which currently exhibit some commercial development, as well as the potential for further commercial development in the future are also identified within the community. These secondary areas are included within the Community Commercial Designation and include lands located at the intersection of Glendale Drive and Cobequid Road, the intersection of Glendale Drive and Beaver Bank Road, the intersection of Beaver Bank Road and Stokil Drive/Millwood Drive, the Sackville Town Centre, and lands on the north side of Sackville Drive, between the Beaver Bank Connector and Millwood Drive. **(RC-May 7/02;E-Jun 29/02)**

## COMMERCIAL CORRIDOR DESIGNATION (Deleted: RC-May 7/02;E-Jun 29/02)

(Refer to Sackville Drive SPS: RC-May 7/02;E-Jun 29/02)

## COMMUNITY COMMERCIAL DESIGNATION

The Community Commercial Designation is applied to secondary commercial areas located outside of the **Sackville Drive Secondary Plan Area (RC-May 7/02;E-Jun 29/02)**. Five distinct areas are contained within this designation. These areas include lands along the north east side of Sackville Drive between the Beaver Bank Road and Millwood Drive, lands at the intersection of the Cobequid Road and Glendale Avenue, lands at the intersection of Glendale Avenue and the Beaver Bank Road, lands at the intersection of the Beaver Bank Road and Stokil Drive/Millwood Drive and the Sackville Town Centre on First Lake Drive.

The intent of this designation is to provide an intermediate level of commercial service to the community, as well as to support all existing uses. The areas included within the designation currently exhibit considerable commercial development as well as the potential for future commercial development and redevelopment.

The range and scale of uses permitted in the Community Commercial Designation is not as extensive as that permitted in the **Sackville Drive Secondary Plan (RC-May 7/02;E-Jun 29/02)**. The objective of the Community Commercial Designation in limiting the uses and scale of development is twofold. Firstly, this designation is supportive of the Sackville **Drive Secondary Plan (RC-May 7/02;E-Jun 29/02)** and the Sackville Business Park as the areas of commercial focus for a larger region, rather than in competition with that area's development. Secondly, it is recognized that potential conflict with adjacent residential developments is greater in the Community Commercial Designation. Limits on the scale of permitted uses will be established to address potential conflicts.

There are a number of residential and undeveloped properties within the Community Commercial Designation which will retain the residential zoning established under the previous planning strategy. Proposals for commercial development will be considered through the rezoning process.

- CC-1 It shall be the intention to establish a Community Commercial Designation as shown on the Map 1 - Generalized Future Land Use. Within this designation, it shall be the intention of Council to support and promote a secondary level of commercial development in the specific designated areas within the community. These areas are intended to provide commercial services to residents of surrounding areas.
- CC-2 Within the Community Commercial Designation it shall be the intention of Council to establish a community commercial zone which permits a range of commercial and office uses, community facility uses and existing **deletion - June 16,1994)** dwellings. Controls on maximum size, outdoor storage and display, parking and loading areas, landscaping and signage will be established in order to promote well-designed commercial development and to address compatibility concerns with adjacent residential and community facility development. When considering amendments to the land use by-law to permit new commercial uses within the Community Commercial Designation, Council shall have regard to the following:

- (a) the impact of the proposed use on traffic circulation, and in particular, sighting distances and entrance to and exit from the site;
- (b) the potential impact of the proposed use on adjacent residential and community facility use; and
- (c) the provisions of Policy IM-13.

Although limits will be placed on the scale of new developments within the Community Commercial Designation, existing uses which exceed the maximum permissible size will be permitted to continue, and expansion may be considered by development agreement. Among these uses is the Sackville Town Centre shopping mall on First Lake Drive, which was developed under prior commercial zoning.

In addition to the expansion of existing uses, new commercial uses in excess of the maximum size may also be considered by development agreement. Through this mechanism, site design details will be evaluated in order to address concerns with the impact of any expansion on adjacent residential and community facility uses. The objective of the development agreement process is to encourage a high quality of site design including attention to the exterior appearance of the building, parking areas, landscaping and signage.

CC-3 Notwithstanding Policy CC-2, within the Community Commercial Designation, Council may consider the expansion of existing uses and the establishment of new commercial uses in excess of the maximum size permitted in the community commercial zone, according to the development agreement provisions of the Planning Act. In considering any such development agreement, Council shall have regard to the following:

- (a) an evaluation of the appropriateness of the proposed use in terms of its effect on the development of the **Sackville Drive Secondary Plan (RC-May 7/02;E-Jun 29/02)** as the major commercial focus within the plan area;
- (b) that no development agreement for office uses in excess of the maximum size permitted in the community commercial zone be considered;
- (c) that municipal central services are capable of supporting the development;
- (d) that site design features, including landscaping, 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;
- (e) that the height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses;
- (f) that appropriate controls are established to address environmental concerns, including stormwater controls;
- (g) the impact on traffic circulation and, in particular, sighting distances and entrances and exits to the site;
- (h) general maintenance of the development;
- (i) hours of operation; and
- (j) the provisions of Policy IM-13.

Although it is generally intended that commercial development be contained within the Community Commercial Designation, there is an area where allowing further expansion or redevelopment may be appropriate. This area is in the vicinity of the Beaver Bank Road-Glendale Drive intersection. However, site-specific controls are needed to ensure that any expansion will not unduly impose upon abutting residential neighbourhoods and that the site design is compatible with the surrounding community infrastructure and natural environment.

CC-4 Notwithstanding Policy CC-3, Council may consider new commercial uses or expansion of existing uses on lands beyond the Community Commercial Designation in the vicinity of the Beaver Bank Road-Glendale Drive intersection in accordance with the development agreement provisions of the Planning Act. In considering any such agreement, Council shall have regard to the following:

- (a) that a portion of the new or expanded use is located within the Community Commercial Designation;
- (b) the location, scale and general design of structures;
- (c) the adequacy of separation distances and landscaping measures to protect abutting residential properties;
- (d) the extent and location of outdoor storage and display areas and signage;
- (e) that the site layout has proper regard for community infrastructure and the natural environment; and
- (g) the provisions of Policy IM-13.

While, automotive repair outlets are permitted within the Community Commercial Zone, new auto body shops shall be excluded. New auto body shops may only be considered by development agreement because of the industrial characteristics of such operations and the public concerns to which they give rise. The development agreement mechanism provides the opportunity for a site specific evaluation of the proposed development, in order to address the impact on adjacent land uses and to establish an appropriate level of control. Existing autobody shops will be specifically permitted within the Community Commercial and Commercial Corridor zones, in recognition of the fact that such uses were established prior to adoption of the planning strategy. **(RC-May 7/02;E-Jun 29/02)**

CC-5 Notwithstanding Policy CC-2, within the **Community Commercial Designation**, Council may consider new autobody shops according to the development agreement provisions of the Planning Act. In considering any such agreement, Council shall have regard to the following:

- (a) that the height, bulk, lot coverage and appearance of any proposed structure is compatible with adjacent land uses;
- (b) that site design features, including outdoor storage areas, parking areas and driveways are adequately designed to address potential impacts on adjacent developments;
- (c) appropriate vehicular access and egress;
- (d) general maintenance of the development;
- (e) hours of operation; and
- (f) the provisions of Policy IM-13.

Existing multiple unit dwellings will be permitted within the community commercial zone as existing uses. Any expansion of existing multiple unit dwellings or the development of new multiple unit dwellings, however, will be considered by development agreement.

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;
- (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;
- (c) that municipal central services are available and capable of supporting the development;
- (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.

**CC-6A Notwithstanding Policy COR-12, it shall be the intention of Council that multiple unit residential development on the lands of Sackville Manor Limited, LRIS Nos. 40196867, 40560906, 40560914, 40586059 and Atlantic Shopping Centres Limited, LRIS No. 40102402, shall only be considered as part of a comprehensive development district agreement. In considering a development agreement or agreements to permit multiple unit residential development on these properties, Council shall have regard to the following:**

- (a) that overall priority is given to commercial and office development;
- (b) the adequacy of community services to support the overall site development plan, particularly the residential component;
- (c) the effective integration of residential and commercial activities in terms of buffering and landscaping and street design;
- (d) the adequacy of open space and amenity areas to serve residents;
- (e) the size and scale of individual apartment buildings as well as site design features related to road access, parking and landscaping; and
- (f) the provisions of Policy IM-13.

**(RC-May 7/02;E-Jun 29/02)**

In 1991, the Sackville Fire Department property located at the Beaver Bank Road /Judy Avenue intersection became surplus to municipal needs with the relocation of the fire department to a new main station and sub-station. A real estate appraisal of the property concluded that the most appropriate re-development of the property was for community related commercial or office purposes. Such uses would maximize the potential market value of the property, thereby reducing the overall cost to the community related to the fire department relocation. While it is considered appropriate to consider the commercial re-development of this site, constraints related to the physical design of the building and the site itself as well as to the proximity of residential and community facility uses suggest that the development agreement approach is best suited to ensure that compatibility is maintained. Therefore, the community facility zoning which presently applies to the property will be maintained and provisions will be made for the facility's re-development.

**CC-7 Notwithstanding Policy CC-2, it shall be the intention of Council to retain community facility zoning for the former Sackville Fire Department site located at the intersection of Judy Avenue and the Beaver Bank Road, and to consider the commercial, office, service industrial or community-related re-development of the facility, according to the development agreement provisions of the Planning Act. In considering such an**



agreement, Council shall have regard to the following:

- (a) that the use is not obnoxious by virtue of noise or vibration, or by reason of the emission of gas, fumes, dust, oil, or objectionable odour and does not involve the processing, production or warehousing of dangerous goods or hazardous wastes;
- (b) that the amount of parking required by the use(s) is not excessive and will not result in inappropriate levels of parking on adjacent residential street;
- (c) that signage related to the use(s) not be intrusive to the surrounding residential and community facility uses;
- (d) that the use(s) be entirely contained within the existing structure and require no expansion of the structure;
- (e) that the hours of operation of the use(s) not negatively affect adjacent land uses; and
- (f) the provisions of Policy IM-13.



## BUSINESS PARK DESIGNATION

The Halifax-Dartmouth Regional Development Plan targeted the Bedford-Sackville area as a major centre for employment in the commercial sector, the distribution sector and in selective light industries. Although the Plan's objectives were admirable, the development of such an employment base could not occur without direct provincial involvement and funding. The realization of this objective is now being fulfilled with the development by the Nova Scotia Economic Development Corporation of the Sackville Business Park (formerly the Sackville Industrial Park) east of the Cobequid Road. The continued development of this park will create more local employment opportunities, reduce travel times for residents who now commute to work, and create a more favourable tax base which may reduce the tax burden on residential property owners.

The opportunity afforded by the development of the business park must be supported by limiting light industrial and general industrial growth in other parts of the community and by providing opportunities within the park for the establishment of a broader range of commercial services, offices and retail facilities. This will help ensure the viability of the park.

It is recognized that the ability to compete and the overall success of the Sackville Business Park will require aggressive promotion. The attractiveness of the park to investors will also depend to some extent on its ability to provide a full range of support services to tenants, whether these be financial and food services or consulting and maintenance operations. In addition, the park must be available to capture a diversity of business, including wholesale and service industries, packaging and transportation firms, research and training facilities and office and retail uses.

Sackville's competitive position not only demands that a wide range of support services be available to park tenants but also necessitates a need to make the most of all business opportunities. To avoid problems of congestion and confused development, and to accomplish the creation of a first quality business park in Sackville, a master plan has been prepared by an independent consultant which identifies specific areas within the park designed to accommodate a full range of light industrial, commercial and office uses. While only one zone will be applied to the entire park area, the master plan for the Sackville Business Park will serve to dictate where individual park uses will be permitted within the business park zone.

BP-1 In support of the Sackville Business Park, it shall be the intention of Council to establish a Business Park Designation as shown on the Map 1 - Generalized Future Land Use. Lands within the designation shall constitute a priority area for industry and business development within the Plan Area.

The master plan which has been developed for the Sackville Business Park identifies several key areas within the park where general commercial, office and retail uses will be permitted. These areas are generally located at the Glendale Drive entrance to the park off Cobequid Road, and on the northern portion of lands within the park. Heightened development standards relating to outdoor storage and display, exterior cladding, landscaping, parking, loading areas and signage will be established in the land use by-law to project an image of a quality business location suitable for high profile offices, retail trade and service uses.

The master plan identifies the remaining areas within the park for the future development of light industrial uses. These future development areas are intended to accommodate a broad range of warehousing, wholesaling, transportation and service industries, research and training facilities, light manufacturing and processing operations, assembly and recycling facilities, heavy

commercial activities, as well as general commercial and office related uses. The Sackville Business Park currently contains a concrete batch plant and a garbage disposal facility. These existing uses are located within the area of the park identified by the master plan for light industrial uses.

BP-2 Within the Business Park Designation, it shall be the intention of Council to establish a business park zone which permits a range of general commercial, office and retail uses and light industrial uses as well as existing concrete batch plants and garbage disposal facilities. The street layout, lot design and location of new commercial, office and retail uses and light industrial uses shall be generally in accordance with the master plan for the Sackville Business Park included as Schedule "B" of the land use by-law.

The movement of vehicular traffic is an important consideration in the design and layout of future roads within the park. In areas of the park identified for light industrial uses, this is especially critical in order to provide efficient vehicle access and expedite the movement of large vehicles. In this regard, consideration shall be given to the design and layout of new roads within the business park as future subdivision occurs.

#### Business Park Expansion

The 1982 Municipal Development Plan for Sackville recognized the availability of land to the northeast of the Sackville Business Park and identified this area for future park expansion once lands within the existing park had been fully utilized. The Municipal Development Plan did not include this area within the Industrial Designation, but rather included a policy which called for its redesignation when the lands were eventually needed for park expansion.

The development of the Sackville Business Park did not, however, proceed at the rate anticipated in the 1982 Plan. As a result, no additional land to the northeast was ever redesignated and rezoned for new industrial development. However, with the major improvements which are now planned for the regional transportation system, access to the business park will be substantially improved. While the demand for additional industrial lands has not occurred to date, it is anticipated that this will change when the park is directly connected to Highway No. 102 and Highway No. 107 in the near future (see Transportation section).

In the Spring of 1992, the issue of future park expansion received renewed interest when a large residential subdivision was proposed on lands immediately adjacent to the business park. Both residents and elected representatives felt a sense of urgency in halting plans for residential development and placing greater priority on these lands for future commercial and industrial development. It was recognized that if low density residential development was to occur on these lands, an important opportunity for future expansion of the business park and for overall commercial/industrial growth in Sackville would be lost.

Land to the northeast of the Sackville Business Park remains under private ownership. It is felt, however, that a similar approach to that being used in the existing business park would be appropriate for future development. In this regard, approximately sixty-five (65) acres of land to the northeast of the park are included within the Business Park Designation and will be zoned in a manner which is consistent with the objectives of promoting the development of the Business Park. Uses permitted in this area shall be limited to light industrial and office uses and commercial office and retail uses **and limited institutional uses. (RC-Aug 12/08;E-Aug 19/08)**

- BP-3 In support of the continued development and expansion of the Sackville Business Park and further, in support of future industrial/commercial growth in Sackville, it shall be the intention of Council to include lands to the northeast of the Sackville Business Park within the Business Park Designation.
- BP-4 With reference to Policy BP-3, it shall be the intention of Council to establish a business park-1 zone which permits light industrial and office uses and commercial office and retail uses **and limited institutional uses. (RC-Aug 12/08;E-Aug 19/08)** This zone shall be applied to lands to the northeast of the Sackville Business Park.

## COMMUNITY FACILITY DESIGNATION

There is a wide range of community related facilities which are important to the residents of any community. These facilities include schools, parks and play fields, churches, cemeteries and social service centres. While it is not the intention of the Community Facility Designation to limit the development of such facilities to specific locations, there are a number of community facilities that are of a size or importance that they should be recognized. For example, the area in which the Sackville Sports Stadium, Sackville Fire Department and Sackville High School are situated contains a significant concentration of important community facilities and has been designated as such.

Apart from designating existing areas of importance to the community, the Designation demonstrates a municipal intent with regard to future parkland acquisition and protection of open spaces. For instance, the shoreline on the northeast side of First Lake has not yet been developed, however, the planning strategy clearly shows this land as a priority acquisition area.

- CF-1 It shall be the intention of Council, in recognition of major existing community facilities and the potential for land acquisition, to establish a Community Facility Designation on the Map 1 - Generalized Future Land Use.
- CF-2 Within the Community Facility Designation, it shall be the intention of Council to create a community facility zone which permits institutional, community facility and open space uses. The zone shall also permit single unit dwellings and caretaker units in conjunction with specific uses. In support of community facilities outside the Designation, this zone may be applied within the Urban Residential and Rural Residential Designations by amendment to the land use by-law.
- CF-3 In support of the establishment and protection of public open space, it shall be the intention of Council to create an open space zone. This zone may also be applied within any designation.
- CF-4 With reference to Policy CF-3, it shall be the intention of Council to give priority consideration to lands adjacent to First Lake, Second Lake, Feely Lake and the Sackville and Little Sackville Rivers for community parkland.

### Land Use for Second Lake

**During the 1970s, the Nova Scotia Department of Housing and Consumer Affairs acquired lands within the Second Lake watershed for the purpose of developing a serviced residential community. The Department of Transportation and Communications had also proposed to develop a collector road across these lands as part of a regional road network for the metropolitan area.**

**Community residents have expressed considerable concern about the environmental impacts of these proposals. The lake which had previously served as a potable water supply for Sackville prior to the development of the Pockwock water supply system remains in relatively pristine condition with much of the watershed area currently undeveloped. Relatively steep slopes and erodible soils are found bordering the lake which could easily pollute the lake should development occur.**

**In addition, the watershed area is characterized by mature stands of trees and other unique biological features which are valued by the community for their aesthetic, educational and recreational potential. Community organizations have expressed a strong desire to preserve these lands in a natural state to the greatest extent possible for the benefit of future generations.**

**In an attempt to resolve these competing interests, the Province established the Second Lake Land Use Committee (SLLUC) whose membership consisted of the Sackville Community Council and representatives of the provincial departments with an interest in these lands. The Committee's mandate was to develop a land use plan which addressed provincial interests in housing and transportation development, as well as the community's interests in ensuring environmental protection and satisfying recreational needs.**

**The SLLUC prepared a report and concept plan which committed 220 acres for parkland purposes and identified an additional 170 acres as a park reserve, contingent upon adequate compensation being paid to the Department of Housing and Consumer Affairs. The concept plan also identified 70 acres for the proposed Second Lake Collector and 255 acres for future residential development.**

**To date, the report recommendations have not been implemented. Among the most pressing matters is the unresolved issue of park reserve compensation. Nonetheless, the Minister of Housing and Municipal Affairs has indicated that any future land use changes made in the area should be consistent with the 1993 Second Lake Land Use Report. While a significant portion of the Second Lake lands has been identified for future park development, there is still concern in the community regarding the development of the remaining lands because of the environmental sensitivity of this area. In future negotiations with provincial agencies, the Municipality will seek to find a resolution which adequately addresses the community interests expressed.**

**CF-5 It shall be the intention of Council to seek adequate environmental protection measures and the preservation of adequate open space reserves to support protection of Second Lake and its watershed."**

## **FLOODPLAIN DESIGNATION (RC-Apr 29/25;E-May 26/25)**

Flooding is a natural hazard that places people, property, infrastructure, and communities at risk. Those living in low-lying areas along watercourses are at high risk. The Province of Nova Scotia adopted a Statement of Provincial Interest which mandates that planning documents develop controls on development within floodplains “to protect public safety and property and to reduce the requirement for flood control works and flood damage restoration in floodplains.” This Statement points to floodplains that were identified under the Canada-Nova Scotia Flood Damage Reduction Program (FDRP) in the 1980s as areas of particular concern. It also enables the application of development controls to additional floodplain areas that are identified through further investigation.

The floodplains for the Sackville and Little Sackville Rivers were initially identified as flood-risk areas under the FDRP in the 1980s. This mapping was undertaken from a hydrotechnical study of these waterways that was completed in the early 1980’s under the joint Canada Nova-Scotia FDRP. A floodplain study was undertaken by Cumming and Cockburn and by Nolan Davies and Associates under the FDRP to delineate the floodplains of the Sackville River in 1984 and the Little Sackville River in 1987. Floodplain zones were first adopted in this plan area along the Sackville and Little Sackville rivers based on these studies in 1994.

There have been substantial alterations made to the Sackville River and Little Sackville River floodplains since these hydrotechnical studies were undertaken. HRM contracted the services of CBCL Limited, in 2014, to undertake a hydrotechnical study using modern technology, improved data, and modern hydrologic and hydraulic computer models. This mapping shows that the floodplains along the Sackville Rivers have changed over time due to the changes that have taken place within the watershed and due to the use of better tools and better data. It also anticipates the effects of climate change along the Sackville Rivers Floodplains and provides more accurate mapping using precision tools to apply the modelling to the topography.

In 2017, CBCL Limited completed *the Sackville Rivers Floodplain Study- Phase II*, to update the flood lines along both the Sackville and Little Sackville Rivers. The CBCL Floodplain study established parameters based on the current scientific understanding of floodplains for the Sackville and Little Sackville Rivers to delineate updated flood lines through:

- Updated river modeling using the newest technologies and computer modeling.
- An examination of past changes to land use and projected future land use.
- An examination of historical and recent storm events including rainfall and seasonal weather characteristics.
- Topography, water level, and flow measurements.
- Ice jam analysis.
- Current research on climate change impact scenarios.
- Coastal inundation and sea level rise.
- The year 2100 modeling horizon.

The study recommended flood lines based on the most conservative model result to ensure that known risks to public safety are accounted for, including impacts of projected development and the worst-case climate change predictions into the year 2100. Based on these

factors, as well as improved information and modeling techniques, the study produced floodplain mapping that generally showed a larger flood impact for the 1-in-20 year and 1-in-100-year flooding events than the floodplains that were mapped in the 1980s.

HRM commissioned Design Point Engineering Limited to update the work of CBCL using a new digital elevation model that was created with 2019 LiDAR data and new topographical surveys of the Lucasville Bridge and the Beaver Bank Crossroads Bridge. No assumptions made by the 2017 floodplain modeling were changed. The CBCL model was applied to the new topographical information to update the mapping.

Through these recent hydrotechnical studies, the Municipality now has updated information of the areas that are within the floodplains of the Sackville Rivers System. Map 4 shows the areas that were initially within the 1980 floodplains that are now outside of the 2024 floodplains. It also shows the areas that are now in the 2024 floodplains that were initially outside of the floodplain areas that were mapped in the 1980 floodplains.

Controlling development within the floodplains identified under the 2017 CBCL study will safeguard people and property from harm, protect the functions of the Sackville River Floodplains and reduce the need for costly infrastructure and property repairs. Rezoning properties from the 1980s floodplains that are no longer subject to flooding, as demonstrated by the 2017 hydrotechnical study, is appropriate as the study showed the proposed development of those lands will not contribute to increased flooding of adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns.

The Municipality has revised its floodplain policies and regulations to reduce risks to property and public safety, as well as to reduce the need for flood control investments and clean-up responses on the properties shown to be within the floodplains under the 2017 CBCL Study and 2024 Design Point Mapping Update. This is consistent with the Statement of Provincial Interest Regarding Flood Risk Areas.

There is, however, a substantial amount of development that has occurred within the Sackville River Floodplain before these updated flood lines were produced and it is the policy of this plan to take an adaptation approach to floodplain management. Accommodations will be made to allow existing non-residential developments to be rebuilt and to change the use to some of the uses that were permitted on the property before this floodplain zoning took effect. Policies will also be created to allow consideration of new development that may occur through innovative design where a hydrotechnical study confirms that the development will not contribute to increased flooding of adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns as provided for under the Nova Scotia Statement of Provincial Interest regarding Flood Hazards. To protect public safety, restrictions will be placed on some uses, and any reconstruction of the building shall be permitted to reconstruct to the same extent and in the same location as the existing building, provided the reconstructed building is floodproofed.

**FP-6A** In recognition of the need to minimize the consequences of flooding along the Sackville River system and the importance of the river as a natural storm drainage system, Council shall establish a Floodplain Designation, as shown on the Generalized Future Land Use Map 1. This Floodplain Designation shall encompass



the 1-in-20-year floodplain mapped under the Canada-Nova Scotia FRDP and the updated 1-in-20 and 1-in-100-year floodplains mapped by Design Point in 2024.

- FP-6B** Within the Floodplain Designation, a 1994 FP (Floodplain) Zone shall be established under the land use by-law to encompass the 1-in-20-year floodplain that was mapped under the Canada-Nova Scotia FDRP. A 2024 FWO (Floodway Overlay) Zone shall also be established under the land use by-law to encompass the 1-in-20-year known floodplain that was mapped by Design Point Engineering in 2024. Both zones have been created to distinguish between the floodplains that were established under the Canada-Nova Scotia FDRP and the 2024 floodplains to meet the requirements of the Nova Scotia Statement of Provincial Interest regarding Flooding Risk Areas.
- FP-6C** Notwithstanding Policy FP-6B, in recognition of the changes that have taken place in the Sackville Rivers Watershed since the 1980s and in light of the 2017 hydro technical study that was undertaken with improved data, advancement in hydrologic and hydraulic computer models, scientific research about climate change and with more recent topographical information and bridge measurements to update those floodplains in 2024, privately-owned properties under the 1994 P-3 Floodplain Zone that are found to outside the 2024 FWO (Floodway Overlay) Zone shall be rezoned to the abutting zone but still included in the Floodplain Designation where modified floodproofing will be required to protect any subgrade structures from flooding.
- FP-6D** Notwithstanding Policy FP-6C, a portion of the properties that are outside of the 2024 FWO (Floodway Overlay) Zone abutting the southern side of the Sackville Drive Secondary Plan Area cannot be rezoned to the adjacent non-floodplain zones permitted under the Sackville Drive Land Use By-law without a review of the boundary lines between the Sackville and Sackville Drive planning strategies. The current 1994 P-3 Floodplain Zone shall be maintained in those areas until the zones pertaining to these properties can be reviewed in a subsequent planning process. Policies allowing consideration of proposed developments by development agreement on the properties that traverse the Sackville and Sackville Drive planning strategies are provided for in Policy FP-6J.
- FP-6E** The 1994 P-3 Floodplain Zone shall permit conservation-related uses, resource activities, recreation uses, public and private parks and playgrounds, public utilities, trails, roadways, and existing non-residential uses. Notwithstanding that these uses shall be permitted, any structures intended for human habitation, whether permanent or temporary, shall be prohibited.
- FP-6F** The 2024 FWO (Floodway Overlay) Zone shall permit conservation-related uses, resource activities, recreation uses, public and private parks and playgrounds, public utilities, trails, and roadways, and existing non-residential uses. In addition to these requirements, the 2024 FWO (Floodway Overlay) Zone shall:
- (a) Allow limited expansion of a non-residential building for the development of a loading dock, and entryway ramp for accessibility purposes;
  - (b) Allow reconstruction of existing non-residential uses to the same extent as the existing building provided:
    - i. there is no expansion of the existing building footprint;



- ii. the existing building is not relocated;
  - iii. The reconstructed building is floodproofed; and
  - iv. A hydrotechnical study, carried out by a qualified person, shows that the proposed development will not contribute to increased flooding of adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns;
- (c) Allow a change in use to an alternative non-residential use permitted in the underlying zone provided the use is not for any residential institutions such as hospitals, shared accommodations, or daycares where flooding could pose a significant threat to the safety of occupants if evacuation became necessary or for any commercial and industrial uses that involve the use, manufacturing or storage of hazardous materials; and
  - (d) Waive applicable minimum vehicle parking space requirements to reduce the need to maintain impervious parking areas.

Notwithstanding that these uses shall be permitted, any structures intended for human habitation, whether permanent or temporary, shall be prohibited.

**FP-6G** Within the Floodplain Designation, a 2024 FFO (Flood Fringe Overlay) Zone encompassing the 1-in-100-year floodplain, shall be established under the land use by-law. The 2024 FFO (Flood Fringe Overlay) Zone will allow most of the development permitted in accordance with the requirements of the underlying zone. Additional controls shall be established under the 2024 FFO (Flood Fringe Overlay) Zone to:

- (a) Prohibit commercial and industrial uses that involve the use or storage of hazardous materials;
- (b) Prohibit any residential institutions such as hospitals, shared accommodations, or daycares where flooding could pose a significant threat to the safety of occupants if evacuation became necessary; and
- (c) Require any new structures or expansions to be floodproofed to a 1-in-100-year elevation standard to reduce the risk of property damage.

**FP-6H** To minimize adverse effects on natural stormwater flows along the 1994 FP (Floodplain) Zone and the 2024 FWO (Floodway Overlay) Zone, the placement of off-site fill shall be prohibited. The alteration of grades using offsite fill may be permitted to floodproof an existing non-residential building or for the construction of roads and public utilities if a hydrotechnical study prepared by a qualified person is submitted and confirms that the placement of off-site fill within the floodway or the alteration of grades will not contribute to increased flooding of adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns.

**FP-6I** To minimize adverse effects on natural flows along the 2024 FFO (Flood Fringe Overlay) Zone, the placement of off-site fill and alteration of grades shall be permitted within the 2024 FFO (Flood Fringe Overlay) Zone to floodproof structures and to allow for overall site development. A hydrotechnical study prepared by a

qualified person shall be required to confirm that the placement of fill and grade alteration will not contribute to increased flooding on adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns.

**FP-6J** Notwithstanding Policy FP-6B, Council may consider allowing, by development agreement, the expansion of existing uses or new uses on lands under Policy FP-6L for lands that are located, in whole or in part, within the Floodplain Designation to enable the consideration of innovative design solutions to flood-risk problems.

**FP-6K** No development agreement under Policy FP-6L shall be considered unless:

- (a) a hydrotechnical study is prepared by a qualified person to confirm that the proposed development will not contribute to increased flooding on adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to floodwater flow patterns; or
- (b) all of the lands being developed are located outside the 2024 FWO (Floodway Overlay), 2024 FFO (Flood Fringe Overlay), or 1987 FP (Floodplain) zones.

**FP-6L** Subject to Policy FP-6M, Council may only consider the following uses by development agreement:

- (a) uses permitted within the underlying zone of the 2024 FWO (Floodway Overlay Zone);
- (b) uses permitted within the underlying zone of the 2024 FFO (Flood Fringe Overlay) Zone; or
- (c) where the development agreement will apply to lands located:
  - (i) both within and outside the Floodplain Designation, or
  - (ii) under this Plan and an abutting municipal planning strategy, uses enabled by the policies in the applicable municipal strategy where that portion of the lands is located; or
- (d) where the development agreement will apply to lands located:
  - (i) both within and outside the 2024 FWO (Floodway Zone) or the 2024 FFO (Flood Fringe Overlay) Zone, or
  - (ii) under the land use by-law and an abutting land use by-law, uses permitted within the applicable zone where that portion of the land is located.

**FP-6M** The following uses shall be prohibited:

- (a) residential institutions such as hospitals, shared accommodations, or daycare where flooding could pose a risk to the safety of the occupants if evacuation becomes necessary;
- (b) commercial or industrial uses that involve the storage, manufacturing, or distribution of hazardous materials;
- (c) residential uses in the areas zoned 2024 (Floodway Overlay) Zone or 1994 P-3 Floodplain Zone) and

- (d) the placement of off-site fill within areas zoned 2024 FWO (Floodway Overlay) or 1994 P-3 Floodplain Zone.

**FP- 6N** In considering development agreements pursuant to Policy FP-6J, Council shall have regard for the following:

- (a) the use is compatible with the surrounding land use context in terms of scale, bulk, or architectural design;
- (b) the portion of the site within the Floodplain Designation is designed to prevent flooding through the incorporation of site design measures that mimic natural processes, enhance water quality, promote groundwater recharge, and enhance ecosystem services;
- (c) the development does not encroach upon the required watercourse buffers under the land use by-law;
- (d) any development within Floodplain Designation is floodproofed to an elevation that is above the 1-in-100-year elevation;
- (e) any structures within the Floodplain Designation that are below the 1-in-100-year elevation are certified by a qualified professional engineer to allow flowthrough and to withstand a flood;
- (f) that the proposed development can be accessed and egressed during a flood event without risk to public safety;
- (g) a general maintenance plan for the proposed development;
- (h) the conditions for development under all other policies and regulations applicable to the site; and
- (i) the provisions of Policy IM-13.

**FP-6O** Within the Floodplain Designation, a line corresponding to the outer edge of the 1994 Floodplain Zone that is no longer within the 2024 floodplains shall be drawn on the schedule of the Land Use By-law as the Modified Floodproofing Area. This line shall encompass areas within the Floodplain Designation that are outside of the limits of the 2024 floodplains. These areas were found to be above the 1-in-100-year elevation under the 2024 floodplain mapping and where development should not contribute to increased flooding on adjacent properties, upstream or downstream flooding, or flood elevations, or result in a change to flood water flow patterns. The abutting non-floodplain zone shall be applied to these properties. As a precautionary measure, modified floodproofing requirements will be established under the land use by-law to require that any habitable floorspace in these areas is above the nearest 1-in-100-year elevation and that buildings are floodproofed.

**FP-6P** Council intends to assess the need to update floodplain policies and zoning boundaries every ten years to ensure the land use controls accurately reflect current climate change predictions, new investments in mitigation measures, and advancements in floodplain modeling techniques.

# **SECTION IV**

## IMPLEMENTATION

In accordance with the provisions of the Planning Act, the adoption of this municipal planning strategy does not commit Council to undertake any of the projects or actions contained, however, Council cannot take any action within the scope of this planning strategy which would, in any manner, be inconsistent with the planning strategy or at variance with it.

The measures which Council may investigate to implement the planning strategy are not restricted to those which are specified. In addition to employing specific by-laws and regulations, Council may encourage certain administrative procedures in response to implementation of this planning strategy and the Plan Area in relation of the Municipality as a whole. Specifically, Council may investigate the cost and administration of the signs sections of the land use by-law, given their introduction as new controls within the urban areas of the Municipality, and may consider a schedule of permit fees for commercial signage.

The following policies include the basic requirements for proper implementation based on the policies of the planning strategy and regulations pursuant to the subdivision by-law, and the full and consistent enforcement of general by-laws and regulations of the Municipality.

- IM-1 This municipal planning strategy shall be implemented by means of powers conferred upon Council by the Planning Act, the Halifax County Charter, and such other provincial statutes as may be applicable.
- IM-2 In addition to employing specific implementation measures, it shall be the intention of Council to maintain an ongoing monitoring and planning process through its municipal Planning Advisory Committee and the Sackville Community Council and Community Planning Advisory Committee.
- IM-3 It shall be the intention of Council to require amendments to the policies of this planning strategy or to the Map 1 - Generalized Future Land Use under the following circumstances:
  - (a) where any policy is to be changed; or
  - (b) where a request to amend the land use by-law for a use which is not permitted is made and subsequent studies show that the policies of this planning strategy should be amended.
- IM-4 More specifically, Council shall consider amending this Municipal Planning Strategy in the following instances:
  - (a) In keeping with the planning strategy's objectives of increasing opportunities for employment, investment and services to residents, a considerable amount of land has been designated for commercial and industrial purposes in the Sackville Business Park. Development of **this** area should be carefully monitored. Should **this** area reach substantial occupancy, a review shall occur to determine appropriate areas for future expansion. **(RC-May 7/02;E-Jun 29/02)**
  - (b) Apart from the development of the Sackville Business Park a number of additional changes are planned in the Cobequid Road area including the construction of the Sackville Expressway and the widening of the Cobequid Road. When these developments are complete, a review should be undertaken to determine if the land

use designations for the area are still appropriate.

- IM-5 In accordance with the Planning Act, this planning strategy may be reviewed when the Minister of Municipal Affairs or Council deems it necessary, but in any case not later than five years from the date of its coming into force or from the date of the last review.
- IM-6 Providing that the intentions of all other policies are satisfied, the Sackville Community Council may, for the purpose of providing for the development of similar uses on properties which abut one another, consider the following development agreements and amendments to the land use by-law, for lands which are located where any land use designations abut one another, as shown on the Map 1 - Generalized Future Land Use:
- (a) amendments within a designation to provide for the development of uses which are uses permitted within the abutting designation;
  - (b) amendments within a designation to provide for the development of uses which are uses permitted by the zone on the abutting property within the abutting designation; and
  - (c) development agreements within a designation which are extensions of development agreements in effect on the abutting property within the abutting designation.
- IM-7 Notwithstanding the provisions of Policy IM-6:
- (a) no community commercial zone shall be considered by amendment to the land use by-law except within the Community Commercial Designation; and **(RC-May 7/02;E-Jun 29/02)**
  - (b) **Deleted (RC-Apr 29/25;E-May 26/25)**
- IM-8 It is not intended that all land shall be rezoned for specific uses. Rather, in order to give the Sackville Community Council a greater degree of control, this planning strategy provides that certain land uses shall be considered only as amendments to the land use by-law or in certain instances by development agreement as provided for by the Planning Act. Such amendments and agreements shall be considered only if they meet the policies found within the planning strategy.
- IM-9 The following uses or zones shall only be considered by amendment to the land use by-law.
- (a) Within the Urban Residential Designation:
    - (i) two unit dwellings according to Policy UR-4;
    - (ii) townhouse dwellings according to Policy UR-5;
    - (iii) multiple unit dwellings according to Policy UR-7;
    - (iv) zero lot line-single unit dwelling zone according to Policy UR-13;
    - (v) community facilities uses according to Policy UR-14;
    - (vi) local commercial uses according to Policy UR-17;
    - (vii) mobile homes where municipal central services are not available and according to Policy UR-26; and
    - (viii) mobile home subdivisions where municipal central services are available and according to Policy UR-28.
  - (b) Within the Rural Residential Designation:
    - (i) two unit dwellings according to Policy RR-3;

- (ii) townhouse dwellings according to Policy RR-3;
- (iii) multiple unit dwellings according to Policy RR-3;
- (iv) mobile dwellings according to Policy RR-3;
- (v) local commercial uses according to Policy RR-3;
- (vi) rural residential "A" Zone according to Policy RR-4; and
- (vii) community facility uses according to Policy UR-14.
- (c) Within the Community Commercial Designation:
  - (i) commercial uses according to Policy CC-2.

IM-10 The following uses shall only be considered subject to the entering into of a development agreement.

- (a) Within the Urban Residential Designation:
  - (i) townhouse dwellings according to Policy UR-6;
  - (ii) multiple unit dwellings according to Policy UR-8;
  - (iii) medical clinics and larger day care facilities according to Policy UR-15;
  - (iv) local commercial uses according to Policy UR-18;
  - (v) community commercial uses along the south side of Sackville Drive between the Beaver Bank Road and the Lucasville Road, according to Policy UR-19;
  - (vi) commercial service uses along Sackville Drive, west of Millwood Drive according to Policy UR-20;
  - (vii) **short-term bedroom rental (RC-Feb 21/23;E-Sep 1/23)** establishments according to Policy UR-21;
  - (viii) expansion of the existing salvage operation located on the Old Sackville Road according to Policy UR-22;
  - (ix) community commercial uses on properties along the Cobequid Road between Sackville Drive and First Lake Drive, according to Policy UR-24;
  - (x) expansion of existing commercial uses or development of new commercial uses in excess of the maximum floor area permitted by the C-2 Zone on properties identified as LRIS Nos. 4009443 and 40094450 according to Policy UR-25; and
  - (xi) mobile home parks and expansions of existing mobile home parks according to Policy UR-27.
  - (xii) **Community Commercial (C-2) uses and auto body shops east of Rosemary Drive and north and west of Atlantic Gardens on Sackville Drive. (RC-Dec 4/07;E-Jan 19/08)**
  - (xx) **(Refer to Sackville Drive SPS: RC-May 7/02;E-Jun 29/02)**
- (b) Within the Rural Residential Designation:
  - (i) commercial service uses along Sackville Drive west of Millwood Drive, according to Policy UR-20;
  - (ii) **short-term bedroom rental (RC-Feb 21/23;E-Sep 1/23)** establishments according to Policy UR-21;
  - (iii) community commercial uses on properties along the Cobequid Road between Sackville Drive and First Lake Drive, according to Policy UR-24;
  - (iv) expansion of existing commercial uses to non-commercially zoned properties according to Policy RR-5;
  - (v) expansion of existing commercial uses exceeding 10,000 square feet according to Policy RR-6;
  - (vi) larger day care facilities according to Policy RR-7;
  - (vii) expansion of A.F. MacEachern Sheet Metal Company Ltd., according to



- Policy RR-8;
- (viii) salvage yards according to Policy RR-9; and
- (ix) **Pursuant to Policy RR-10 home businesses that do not meet the Land Use By-law requirements for the existing residential property located at 50 Walker Service Road (LRIS No. 40127599). (C-Feb 10/97;M-Apr 16/97)**
- (c) **(Refer to Sackville Drive SPS: RC-May 7/02;E-Jun 29/02)**
- (d) Within the Community Commercial Designation:
  - (i) commercial uses with greater than ten thousand (10,000) square feet according to Policy CC-3;
  - (ii) commercial uses or expansion of existing uses in the vicinity of the Beaver Bank Road and Glendale Drive intersection according to Policy CC-4;
  - (iii) autobody shops according to Policy CC-5;
  - (iv) multiple unit dwellings according to Policy CC-6; and
  - (v) commercial, office, service industrial and community-related re-development of the former Sackville Fire Department property, according to Policy CC-7.
- (e) Within any Designation **except the Floodplain Designation: (RC-Apr 29/25;E-May 26/25):**
  - (i) **shared housing with special care at a larger scale than permitted in the underlying zone** according to Policies UR-16A and UR-16B (RC-Aug 9/22;E-Sep 15/22); and
  - (ii) **deleted - June 16, 1994**
- (f) Within the Floodplain Designation:
  - (i) **Deleted (RC-Apr 29/25;E-May 26/25)**
  - (ii) **uses permitted according to policy FP-6J. (RC-Apr 29/25;E-May 26/25)**

**IM-10A For any development agreement that was approved pursuant to a policy in the Regional Plan which is no longer in effect, an amendment to the development agreement may be considered subject to the criteria set out in policy IM-13 of this Plan. (RC-Jun 25/14;E-Oct 18/14)**

IM-11 In addition, within the Urban Residential Designation and according to Policies UR-9 and UR-10, Council may consider the following uses by amendment to the land use by-law through the application of a comprehensive development district and subject to entering into of a development agreement according to the Planning Act:

- (a) residential uses;
- (b) local commercial uses and/or community facility uses in association with residential uses.

**IM-12 (Refer to Sackville Drive SPS: RC-May 7/02;E-Jun 29/02)**

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 AInfrastructure 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 AInfrastructure Charges@ Policies of this MPS.**

**IM-14 Repealed (RC-Jun 20/23;E-Oct 13/23)**

IM-15 It shall be the intention of Council to refer all proposed amendments to the Municipal Planning Strategy and/or the standards of the Land Use By-law for Sackville to the Sackville Community Council.

**IM-16 Repealed (RC-Jun 20/23;E-Oct 13/23)**

IM-17 Where uses exist which would become non-conforming with respect to the Planning Act, and which are unlikely to become conforming and further, where such uses do not interfere with adjacent uses, such uses may be zoned to permit the existing use of the property.

IM-18 It shall be the intention of Council, through the Subdivision By-law, to provide specifications for determining the availability of central sewer and water services within the Service Boundary.

IM-19 Where central services are available, it shall be the intention of Council to permit residential development to take place on lots which have less than the minimum frontage or area required by the land use by-law where such lots are created for the purposes of infilling.

IM-20 It shall be the intention of Council to provide further controls over development within the Plan Area by fully enforcing the following by-laws:

- (a) the Building By-law;
- (b) the Unsightly Premises section of the Halifax County Charter;
- (c) the Topsoil Bylaw;
- (d) the Excavation Bylaw;
- (e) the Blasting and Dangerous Materials By-law;
- (f) the Mobile Home Park By-law;
- (g) the Sewer Connection By-law;
- (h) the Occupancy Permit By-law; and
- (i) the Subdivision By-law.

IM-21 In accordance with the Planning Act, the Development Officer appointed by Council shall administer the land use by-law and the Subdivision By-law, and grant development permits.

IM-22 It shall be the intention of Council to provide for the temporary use of land or structures which is accessory to and necessary for the construction of a development of which a development permit has been issued.

#### **Temporary Signage (RC-Sep 26/06;E-Nov 18/06)**

**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 superceded by the provisions of By-law S-800.**

**IM-23 The land use by-law shall not contain sign provisions for those signs regulated under HRM By-law S-800 (A By-law Respecting Requirements for the Licensing of Temporary Signs).**

**IM-24 Where there is enabling policy to consider the development, by development agreement, of multiple unit dwellings or the expansion of existing multiple unit dwellings, such policy may be used to consider the development of shared housing uses at a larger scale than what is permitted by the Land Use By-law. (RC-Aug 9/22;E-Sep 15/22)**

**IM-25 Notwithstanding Policies UR-16A and UR-16B, applications for non-substantive amendments to approved development agreements that now meet the definition of for shared housing with special care in the land use by-law shall be considered under the policies in effect at the time the development agreement was approved provided that the proposed amendments were identified in the agreement as non-substantive. (RC-Aug 9/22;E-Sep 15/22)**

**IM-26 In addition to Policy IM-25, complete applications for development agreements on file with the Municipality located in this plan area, which were received on or before July 12, 2022, shall continue to be considered under the policies in effect on**

**immediately prior to that date. Where any such application is withdrawn, significantly altered, or refused by Council, any new development applications shall be subject to all applicable requirements of this Plan and the Land Use By- law. Applications that have not proceeded to public hearing within 36 months of July 12, 2022 shall be subject to all applicable requirements of this Plan and the Land Use By-Law. (RC-Aug 9/22;E-Sep 15/22)**

## APPENDIX "A": URBAN ROAD CLASSIFICATION SYSTEM

### ARTERIAL ROADS

Primary Function: (Traffic Service)	To move traffic on an interregional scale.
Land Use Service:	Does not generally provide access to either commercial or residential lots.
Traffic Volume:	Greater than 20,000 vehicles per day.
Right of Way:	100 to 125 feet.
Connections:	Connects to freeways, other arterial and major collectors.

### MAJOR COLLECTOR ROADS

Primary Function: (Traffic Service)	To move traffic between communities and to provide access to commercial services.
Land Use Service: (Traffic Service)	Tends to provide access to commercial lots primarily, but residential lots do have access.
Traffic Volume:	Between 12,000 and 20,000 vehicles per day.
Right of Way:	66 feet.
Connections:	Connects to arterials and other major collectors, and minor collectors.

### MINOR COLLECTOR ROADS

Primary Function: (Traffic Service)	To provide access and to move traffic from neighbourhoods onto major collectors.
Land Use Service:	Tends to provide access to residential lots and community related non-residential services.
Traffic Volume:	Between 3,000 and 12,000 vehicles per day.
Right of Way:	66 feet.

Connections: Connects to major collectors, other minor collectors and local roads.

#### LOCAL ROADS

Primary Function:  
(Traffic Service) To provide access to residential lots.

Land Use Service: Tends to provide access to residential lots only.

Traffic Volume: Up to 3,000 vehicles per day.

Right of Way: 66 feet or less where approved by the Nova Scotia Department of Transportation and Communications.

Connections: Connects to minor collectors and other local roads.

APPENDIX “B”: (Deleted: RC-May 7/02;E-Jun 29/02)

APPENDIX “C”: (Deleted: RC-May 7/02;E-Jun 29/02)

## MUNICIPAL PLANNING STRATEGY AMENDMENTS - SACKVILLE

<u>Amendment Number</u>	<u>Policies/Maps</u>	<u>Subject</u>	<u>Council Adoption</u>	<u>Effective Date</u>
1	Servicing Boundaries Maps (Map 2) - water district boundaries.		C - April 5, 1994	M - June 16, 1994
2	Servicing boundaries - Woodbine Mobile Home Park.	PA-SA-05-88	C - August 29, 1994	M - October 21, 1994
3	Adding Policy E-24 - Integrated Waste Management Strategy		C - February 26, 1996	M - March 28, 1996
4	Amendment to A Land Use for Second Lake@.	PA-SA-28-95	C - March 25, 1996	M - May 17, 1996
5	Adding Policy RR -10 - home based businesses		C - February 10, 1997	M - April 16, 1997
4	Atlantic Gardens - amend the MPS and LUB for Sackville for the Atlantic Gardens Property at 60 Highway No. 1, Upper Sackville.	Case No. 00263	C - April 24, 2001	E - June 2, 2001
5	Deletion of Commercial Corridor Zone (refer to Sackville Drive SPS); GFLUM amended by deleting land use designations for area shown on Map 1 and adding Sackville Drive SPS; GFLUM amended by redesignating lands shown in Map 2 to Urban Residential Designation.	Project No. 00106	C - May 7, 2002	E - June 29, 2002
6	Amendments to include Capital Cost Contributions - add A Infrastructure Charges@ after Policy SW-11; add Subsection (f) to Policy IM-13.	Project No. 00423	C - July 2, 2002	E - August 17, 2002
7	Amendments to include Construction and Demolition Waste.	Project No. 00082	C - September 10, 2002	E - November 9, 2002
8	Amendment to the BP-3 and BP-4 to include denominational institutions and uses	Case No. 00571	C - December 16, 2003	E - January 24, 2004
9	Insert Interim Growth Management section immediately after Infrastructure Charges section.	Project No. 00664	C - April 13, 2004	E - April 22, 2004
10	Delete Interim Growth Management section	Regional Plan	C - June 27, 2006	E - August 26, 2006
11	Add new pre-amble and Policy IM-23 for Temporary Signs.	Project 00327	C - September 26, 2006	E - November 18, 2006
12	Add Policy UR-31 - permitting C-2 Zone land uses; Add Policy IM-10(a)(xi).	Case No. 00929	C - December 4, 2007	E - January 19, 2008
13	Amend Section III - Business park Expansion preamble and Policy BP-4 by replacing the words <b>Adenominational institutions and uses@</b> with the words <b>Alimited institutional</b>	Case No. 01136	C - August 12, 2008	E - August 19, 2008



	uses@.			
14	Amend Policy UR-18 - expansion of local commercial uses	Case No. 01029	C - September 16, 2008	E - October 11, 2008
15	Amend GFLUM to add property to the Sackville Plan Area	Case No. 01323	C - May 4, 2010	E - May 29, 2010
16	Add Policy IM-10A	RP+5	RC-June 25, 2014	E-October 18, 2014
17	Amend Policy RR-3	Case 19056	RC-April 26, 2016	E-June 25, 2016
18	Amend GFLUM to remove 900 & 902 Sackville Drive	Case 20224	RC-November 8, 2016	E-December 17, 2016
19	<b>Amended</b> Section II, Social Housing – Policy SH-3; Section III, Land Use Intent, Urban Residential Designation – after Policy UR-15; Section IV, Implementation – IM-10(e)(i) <b>Deleted</b> Section III, Urban Residential Designation – Policy UR-16 <b>Added</b> Section III, Urban Residential Designation – Policy UR-16A, UR-16B; Section IV, Implementation – Policy IM-24, IM-25, IM-26	Case RP16-16 (Shared Housing)	RC-August 9, 2022	E-September 15, 2022
20	<b>Amended</b> Section III, Land Use Intent, Urban Residential Designation & Policy UR-21; Section IV, Implementation, Policy IM-10(a)(vii), (b)(ii)	Case 24526 (Short Term Rentals)	RC-February 21, 2023	E-September 1, 2023
21	<b>Repealed</b> Section IV, Policies IM-14, IM-16	Case 2023-002 (Public Participation)	RC-June 20, 2023	E-October 13, 2023
22	<b>Repealed:</b> Policy UR-3 and its preamble; Policy UR-4 clauses (a) to (d); Policy UR-6(a) <b>Added:</b> Housing Accelerator Fund & Policy UR-6A <b>Amended:</b> Policy UR-4 and its preamble; Map 1 - GFLUM	MINOREV 2023-01065 Housing Accelerator Fund (HAF)	RC – May 23, 2024	E – June 13, 2024
23	<b>Amended:</b> Introduction, paragraph added	MINORREV 2024-01198	RC – March 18, 2025	E – April 23, 2025
24	<b>Amend:</b> Section II Natural Features and Heritage Resources, Section III Floodplain Designation, Policy IM-7, Section (b), Policy IM-10, section (f), clause (i), Policy IM-10, section (e), GFLUM <b>Add:</b> Map 4 reference in the Introduction section, Policy IM-10 (ii)	Case 21402 - Update to the Development Controls along the Sackville and Little Sackville River Floodplains	RC – April 29, 2025	E – May 26, 2025