

**2026-00291
(C573)**



1766 SACKVILLE DRIVE

SUBURBAN PLAN SUBMISSION

PREPARED FOR:

HRM Planning & Development

May 7, 2025



May 7th, 2025
Kathleen Fralic
Principal Planner – Suburban Plan
Halifax Regional Municipality

Re: Suburban Plan Submission for 1766 Sackville Drive (PID: 40153363).

Dear Kathleen,

Sightline Planning + Approvals appreciates the opportunity to submit for consideration 1766 Sackville Drive for redesignation under the Suburban Planning Process. The site has previously been submitted and is being considered for service extension under Phase 5 of the Regional Plan Review.

This letter intends to add further detail and planning rationale to the initial letter that Shane Kirk submitted to the Regional Plan Review, and provide further context on how its inclusion and redesignation under the Suburban Plan would add housing options to the Middle Sackville community. This letter outlines how the current property is very close to existing services, amenities, and transit, which could justify the extension of municipal sewer and water services to the site, thereby allowing an increase in residential density and redesignation of the property to a new zone. With the ongoing housing deficits in the Halifax Region, and the proximity of this property to other amenities in the Middle Sackville Community, this property may be a good opportunity to extend municipal services and add residential units in an area that benefits the community.

If you have any questions, please do not hesitate to contact us. The Sightline team looks forward to working with you throughout the Regional Plan and Suburban Planning process. Thank you for your consideration.

Original Signed

Planning Manager

CC: Kevin W. Riles, President & CEO, Sightline Planning + Approvals
Leah Perrin, Manager, Regional Planning
Client



Executive Summary

Sightline Planning + Approvals (Sightline) was retained by Shane & Diane Kirk to submit on their behalf, a proposal for their property, 1766 Sackville Drive (PID: PID 40153363), to be included within the Suburban Plan Area and redesignated to a zone that would allow a greater variety of housing types.

- The subject property is 1766 Sackville Drive (PID 40153363) and is located in the community of Middle Sackville in Halifax Regional Municipality (HRM).
- The subject site is an estimated 6.2 acres with approximately 175 feet of frontage on Sackville Drive.
- The site is within District 14: Hammonds Plains – Upper Hammonds Plains – Lucasville – Middle & Upper Sackville, where John A. Young is the district councillor.
- The subject property is under the Sackville Planning Area and is designated R-6 Rural Residential.
- The site is unserviced and is about 155m from the urban serviceable boundary area. Service extension to the property is being reviewed under Phase 5 of the Regional Plan Review.
- The proposal for this site is to extend municipal services 155m to the subject property, incorporating it into the Suburban Plan Area and Urban Service Boundary, which would allow for increased residential density on the property.
- An example massing using the newly adopted Housing Accelerator zone has estimated that approximately 176 units between two multi-unit buildings are possible on the site.
- Further, this submission advocates for the continued master-planning of Middle Sackville and the incorporation of this site into the Suburban Plan or as a Rural Growth Node.

Property Background

The subject property is 1766 Sackville Drive (PID: 40153363) in Middle Sackville, Halifax Regional Municipality (HRM). The site is approximately 6.2 acres of undeveloped land, with approximately 190 feet of frontage on Sackville Drive. Figure 1 includes a breakdown of the property context for this site.

PID	Address	Plan Area	Existing Use	Road Access and Frontage	Approximate Area
PID 40153363	1766 Sackville Drive	Sackville Planning Area	Undeveloped	190 feet (Sackville Drive)	6.2 acres

Figure 1 – Property Context Table



Figure 2 – Property Context Map. Community of Middle Sackville outlined in red, Subject property outlined in yellow.

Sackville Drive is categorized as an arterial road, and there are two bus routes along this portion of Sackville Drive, Routes #183 (Springfield Express) and #83 (Springfield). These routes connect the area with the Sackville Terminal and Downtown Halifax. There is one bus stop directly in front of the subject property and two others within 100m of the site.

There is a bike lane that starts within 300m of the subject property on either side of Sackville Drive. There are no sidewalks along this portion of Sackville Drive.

The property is currently not serviced by municipal sewer and water, which ends approximately 155m from the subject site.

Existing Policy Context

The property is governed generally by the Halifax Regional Plan and more specifically by the Sackville Municipal Planning Strategy (MPS) and Land-Use By-law (LUB). Under the Regional Plan, the site is designated as Rural Commuter, and under the Sackville MPS it is zoned R-6 (Rural Residential). Figure 3 outlines the layers of designation that are applicable to the site.

Plan Area	Regional Plan Designation	Municipal Designation	Plan Zoning
Sackville	Rural Commuter	Rural Residential	R-6

Figure 3 – Regulatory summary table.

The current property zoning is R-6, which allows single-family dwellings and small day care facilities. The lot size requirement for this zone is 20,000 sq ft with 100 ft of frontage. Based on the zone requirements, it is estimated that 9 to 11 single-family lots could be created. The R-6 zone also allows institutional uses, but it does not permit two-unit or multiple-unit residential units outside of the Urban Service Area.

Regional Council initiated a comprehensive master planning process for the Middle Sackville area in 2018 around the Margeson Drive area. The proposed redesign of these lands would include a mix of commercial, residential, institutional, and parkland uses. The aim of this development was to create an Urban Local Growth node, improve walkability, transit connectivity, and allow for additional community amenities, recreation opportunities, and seniors housing. This property is approximately 2km from where the master planned area was to be included in the redesign. The process was put on hold through the Regional Plan Review.

Proposal & Planning Rationale

The site's current designation and exclusion from the Urban Service Area will significantly limit the development options for the subject property. Lands with municipal services have historically produced up to five times more units than non-serviced land.

The goal of this submission is to provide further information and rationale as to why municipal sewer and water services should be extended to this property, and a new zone and designation should be applied to the lands through Phase 5 of the Regional Plan Review and Suburban Planning Process.

Based on the current mapping information from HRM's Open Data portal, the service boundary ends approximately 155m East of the subject site. To the Northwest, sewer-only serviced lands are approximately 525m from the subject property.



Figure 4 – Context map of serviced areas relative to the subject property.



Figure 5 – Subject site relative to the urban service area.

The site has amenities nearby that would support the extension of services and an increase in residential density on this six-acre site. The area has transit services, a bike lane, commercial uses, and an elementary school within close proximity to the subject property. There are low-density residential uses immediately to the East of the site on Orchard Drive. This redevelopment would add residential density that supports a mix of different housing types in an established neighbourhood, contributing to a diverse and complete community.



Figure 6 – Amenities Map for 1766 Sackville Drive.

In the Regional Plan, this area was highlighted as a location for an Urban Local Growth Node. Under the proposed Draft Regional Plan, no growth node or redesignations are planned for Middle Sackville. The area is not within the Suburban Plan Boundary because of its lack of servicing, and it is also not considered a Rural Growth Node. The 2006 Regional Plan highlighted a need for this community to have a town center, and the Middle Sackville Master Planning strategy was planned to achieve that goal, by offering a mix of housing types, community resources, and new developments.

In 2021, the Nova Scotia provincial government approved the Indigo Shores development as a Special Planning Area, which is on the other side of Highway 102 in Middle Sackville. This new development will add approximately 150 residential units, most of which will be single-family homes. The current zoning and exclusion of Middle Sackville from servicing have limited development to low-density single-family homes. Extension of the service boundary would allow for a greater diversity of housing typologies for the community. This

is essential to a complete and diverse community, as different housing types allow for a variety of needs, price ranges, and family structures. As this area is currently developing and will continue to develop, it is important that new planning documents recognize and support opportunities for housing diversity.

In 2009, Middle Sackville participated in a community visioning project. Part of the vision that was created included an increasing diversity in housing types and more housing options for seniors. A redesignation of the property to a higher-density zone that allows for multi-unit buildings would align with the intent of that community vision. Multi-unit apartment buildings are often preferred for older adults because they are smaller, more accessible, and have various amenities included.

Sightline has estimated that if the property were connected to municipal services and redesignated to a higher-density zone, like the newly adopted Housing Accelerator (HA) zone, the property could achieve approximately 176 residential units between two multi-unit buildings. Figures 7 & 8 provide examples of what the application of the Housing Accelerator zone on this lands could allow.



Figure 7 – Massing one with two buildings towards the front of the property.

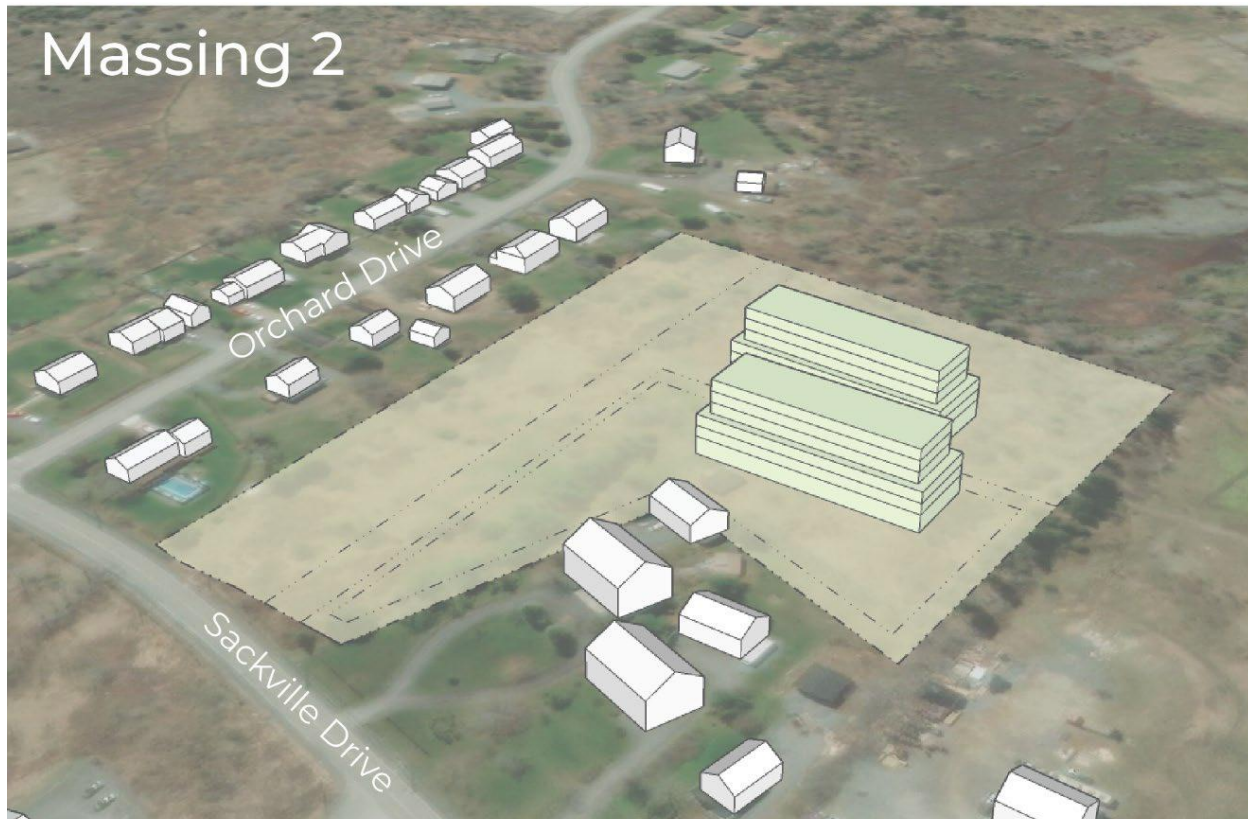


Figure 8 – Massing with the properties to the rear of the site.

While a new zone may offer more housing configurations than this application of the Housing Accelerator Zone, this massing shows how multi-unit buildings could integrate into the Middle Sackville area. Redesignation of this site from the existing R-6 zone would modernize the planning policies and allow the community to offer an array of different housing types.

This submission is advocating that master planning of the Middle Sackville community continue, the community be integrated into the Suburban Planning Process, and this further rationale is considered in the decision to extend the service boundary through the Draft Regional Planning process. The subject property is only one piece of the Middle Sackville community. The area as a whole should be included in new planning documents, as the region grows and develops. The subject property can be a part of that master-planning by being redesignated to a higher-density zone, similar to the Housing Accelerator zone, which would drastically increase the number and diversity of units that Middle Sackville could provide.

Conclusion

The Halifax Region has been experiencing a housing crisis for the past four years. Increased population growth and a lack of supply have strained housing resources. In 2023, HRM published a Housing Needs Assessment that estimated 31,000 units would be needed by 2027 to address the housing crisis. These units need to be spread across the region and across the housing continuum. Middle Sackville has many options for single-family homes, but does not have a variety of other housing types like duplexes, triplexes, and multi-unit apartments. This lack of housing types is because of the lack of municipal services to the community and the current zoning restrictions. In 2009, the community vision for Middle Sackville included a wider variety of housing forms, including more options for senior's housing. In the 16 years since the creation of that document, the Halifax region has changed dramatically. There is an even bigger demand for new housing in the region, a need for more housing diversity across all communities in the region, and more older adults in need of new housing solutions.

The subject parcel is 6.2 acres, on the very edge of the serviceable boundary. Currently, it could only allow for 9-11 single-family homes, but with a service extension and a redesignation under the Suburban Plan, it could allow for five-times as many units. The property is close to transit, bike routes, commercial and institutional uses, that would support a higher residential density.

The housing crisis requires that changes to planning policy be considered, and communities are reimagined to allow for a diverse population of families with a range of housing requirements. Under the current Draft Regional Plan, it seems this area is too Rural to be included in the Suburban Plan and too Suburban to be considered a Rural Growth Node. Middle Sackville needs to go through the Master-Planning process and have more investment in public amenities to make this a complete and connected community. The extension of services and redesignation of the proposed site, can support that by bringing new investment, population and tax base to the area.

Leah Perrin, MCIP, LPP
Regional Planning Team@Planning and Development
Halifax Regional Municipality
regionalplan@halifax.ca
December 16, 2022

Re: 1766 Sackville Drive - Middle Sackville (PID 40153363)
Request for inclusion in the Urban Service Area- Phase 4 of Regional Plan Review

Dear Ms. Perrin,

We are writing to you at this time in relation to this family-owned property in Middle Sackville. This is a largely vacant 6.2 acre property (with the exception of one accessory building) with direct frontage on Sackville Drive including a directly adjacent transit stop providing regular and express bus links. This property is very close to the existing Urban Service Area boundary where it extends to the Rosemary Drive/Orchard Drive- Sackville Drive intersection (please see map attached for property location). This property does not contain any wetlands or watercourses.

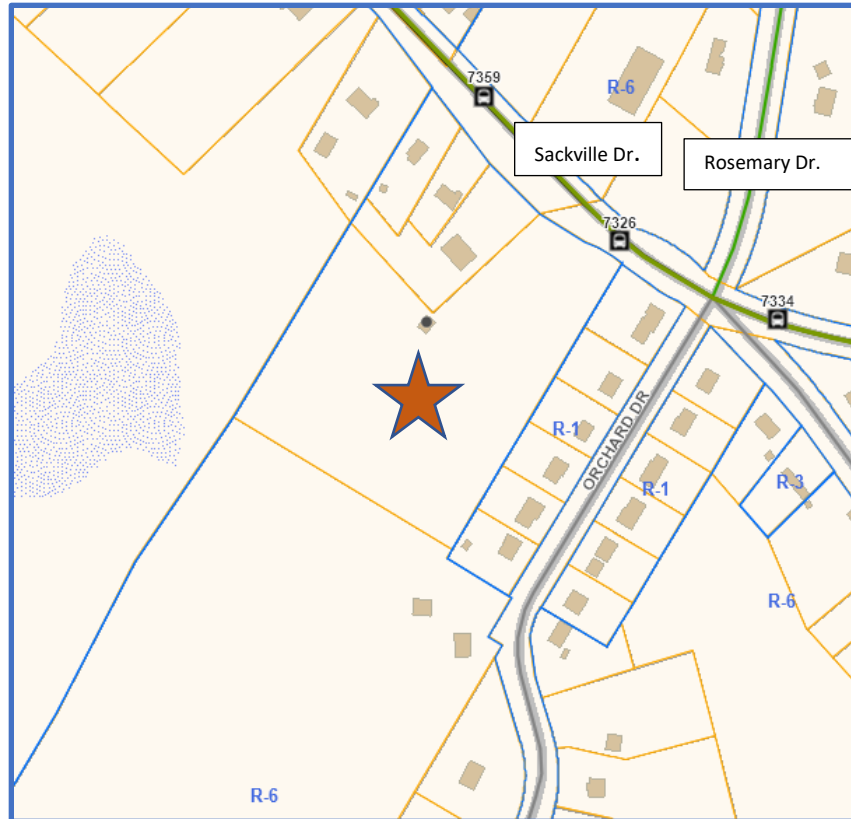
We believe that this property has the potential to provide additional residential opportunities in the Middle Sackville area with serviced mixed density housing respecting adjacent existing residential development. We respectfully request that our property be included in the urban service area to realize this potential.

We understand that there are several surrounding property owners who have made requests in this phase of the Regional Plan review and that a broader study of the Middle Sackville area to determine which areas would be appropriate for serviced development in the short term is underway. We ask that this property be included in this broader review.

Sincerest appreciation,

Shane Kirk,

RRG – Construction & Management
Reno's & Restoration Group Inc.



1766 Sackville Drive, Middle Sackville