

# *Sackville Drive* **Streetscape Design Study**

DECEMBER 2000

submitted by:

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# Sackville Drive : Streetscape Design Study

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December 2000

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## 1.0 Background

This study was commissioned in June of 2000 by the Halifax Regional Municipality (HRM) Planning Department to find creative ways to improve the quality of Sackville Drive. The Sackville MPS made provisions for this kind of secondary planning strategy as part its appendix “B” in 1994. Certain aspects of the proposed secondary strategy content were fulfilled with the release of *“The Report of the Sackville Economic Development Committee”* later that same year. Unfortunately, many of the excellent recommendations outlined in the study remain to be realized today. Throughout our 6 month study process we found a renewed sense of urgency and continued support for many of the earlier recommendations. These social, environmental and economic issues are becoming more readily apparent as Sackville’s growth continues to outpace many regions of the country. While this report’s scope remains confined to a small strip of Sackville, its potential impact on the community could be substantial. The report builds on previous recommendations but goes further in defining a wide variety of projects to improve Sackville’s sense of place and quality of life for residents and businesses.



Sackville drive is currently suffering the same fate of many suburban collectors and urban arterials in North America. The street is quickly becoming one long strip that caters primarily to the car at the expense of the pedestrian. This, despite the fact that Sackville Drive has a population of over 10,000 people within 10 minutes walking distance.

Sackville drive is a jumble of uncoordinated signage and architecture, strip-mall development, car sales lots and parking lots occupying frontage space between the street and buildings. The street



lacks coordinated design elements, connections to the Sackville River, open space, street trees and pedestrian amenities. Most of all (as pointed out by the 1994 Sackville Economic Development Strategy, the MPS and backed up by many residents), Sackville has no identifiable civic core or community nucleus.

Design is a problem solving exercise. So, problem identification and opportunity realization is the important first step in any successful process. To this end, a detailed inventory of the street was undertaken to better understand the opportunities and constraints for future development. A history of Sackville is also presented in an effort to describe the context which gave birth to the physical form of Sackville.

The objectives of the study are outlined in more detail in this report but the two main goals were to develop a streetscape master plan to identify Sackville Drive as a special place and to use the planning and design process to initiate the formation of an organizational framework to carry out the study recommendations. The methods for realizing these goals is described throughout this document.

This report is the culmination of a six month, highly participatory process which helped to formulate the bulk of the ideas. The design team has merely given physical form to years of community-driven concepts. It is the hope of the study team that, since the ideas were generated with the direct input and guidance of local people, the community will take ownership of the recommendations and will use this document to push for change. We believe that the realization of the study's outcomes will bring real, positive transformations to the community.

The following sections provide an overview of the history of Sackville. These sections provide a background for the present form of land-use and hint at potential design themes to explore in creating a visual identity for Sackville Drive.

## 1.1 Early Settlement

The mouth of the Sackville River was once a popular hunting and fishing ground among the Mi'kmaq people. Fish and shellfish were plentiful in the basin they called Chebucto, which translates into, "The Great Harbour." The Mi'kmaq had an ancient portage route that connected the rich supply of resources in Chebucto Harbour with the Minas Basin and

Cobequid Bay. However, once Europeans settled the region, the name Chebucto was eventually replaced by Aloosoolawakade, which means, "place of the measles".

The Mi'kmaq had to abandon the ancient trail but the Acadians of Piziquid (now Windsor) adopted the route for shipping goods to Louisbourg, in Cape Breton. When the English arrived, in force, during the summer of 1749 they took advantage of this link provided between their newly established Halifax and Fort Edward.

While founding the British colony, the Governor of Halifax felt compelled to build defensive outposts and lookouts for the main fortification at Halifax. One of these essential outposts was Fort Sackville, which was built near the mouth of the Sackville River on the Chebucto basin. One of its purposes was to guard against the Mi'kmaq, who were feared as a potential threat. The second purpose was to defend the "great road" which led to the Minas Basin. It was feared that the French might use their old shipping route in an attempt to take Halifax. The fort was named after Lionel Cranfield Sackville, the first Duke of Dorset, and the man chosen to command this fort was Capt. John Gorham. John Gorham and a band of some sixty rangers constructed the fort and shortly thereafter people began to settle around it and this new community became known as "Sackville".



The road to Annapolis was originally 18' wide, which was increased to 40' in 1779 to meet the standards for a designated post road. These main roads were also required to have, "a trench to be dug on the upper side of the road, when necessary on both sides; to be rounded in the middle, at the hollow places to be bedded with stones where they are to be had, and, when they cannot be had, to be brushed and gravelled; all bad hills, where they are judged necessary, to have the tops taken off and carried into the hollow to make an easy ascent; the trees and brush to be cut down twenty feet wide on each side of the road from the centre; all short turns and bad hills to be altered where judged necessary." (W.R.Bird, History of the Highways of Nova Scotia) As time passed the volume of traffic on the road increased and it was continually upgraded. Survey maps from 1815 to 1830 indicate recommendations to provide an easier gradient for carriages and to avoid swampy areas where moisture was a problem year-round. During that same time frame, 1828, Joseph Howe spent a night at Fultz's Inn in Sackville, while travelling to the Annapolis Valley. Howe took in

the scenery and noted the beautiful hills that surrounded the community. Apparently he was of the opinion that the road should have surmounted some of those hills, to take in the view, rather than avoiding challenging slopes. If the road surveyors of the past had foreseen the succession of our modern highways and motor vehicles, perhaps the visionaries among them might have been more inclined to plan a road that rose to the crest of some hills for travellers' viewing pleasure and sparing the rivers and streams from highway runoff.

The Fultz Inn was one of many inns that began to crop up along the road in the early 1800's. Starting in 1801, the Legislative Assembly offered grants of £25 to settlers along main roads who would clear 5 acres of land and build a house (no less than 16'x22') with the intention of providing shelter for passing travellers. Almanacs of 1816 and 1817 recorded lodging opportunities at Mitchell's, Springfield, Elington, Pence's Farm, Woods, and Montague House on the way to Windsor. Similar opportunities were had along the road to Truro. This, the second "great road" to meet at the Sackville juncture, did not open until the 1760's and it would remain a rather crude trail until the following century. Both of the great roads were apt to be impassable during the rains of spring and fall. The Highways No.1 and No.2 of present day were paved on roughly the same courses that the historic great roads followed. In addition to rooms these inns also provided food for travellers and stabling for their horses. Regular weekly stage coach services, which began in 1816, would change horses every 15 miles to maintain reasonable speeds through the long journey.



Most houses along the road were modest farmsteads where settlers tended crops and livestock for subsistence or trade. There were a few wealthy estates on the Bedford Basin and near Mt. Uniacke was the private estate of the Attorney General, Richard John Uniacke. Industry in the region was limited to tanneries, a few saw mills, and gypsum and limestone quarries.

## 1.2 More Recently

In 1999, Sackville celebrated its 250th anniversary since its British founding in 1749. For the first 220 years the community slowly evolved as a rural community that was populated mostly by farmers. This population had reached approximately 3,000 by the late 60's. In 1963 the germination

of an abrupt change in growth occurred when a housing study identified the area as suitable for urban residential development. In 1967 the Nova Scotia Department of Housing began land banking in the area and building municipal central sewer and water facilities. With this, Sackville became a logical solution to the increasing housing demands in the cities of Dartmouth and Halifax. This was confirmed by the Halifax-Dartmouth Regional Planning Commission in 1969 and reflected in the Halifax-Dartmouth Regional Development Plan of 1975. This Plan emphasized the importance of balancing a community with commercial and industrial areas, parks, and efficient transportation connections with the cities of the neighbouring communities. By this time residential developments for middle- to lower-class home-owners were rapidly taking over the picturesque hills that drain into the Sackville River. In 1992 rapid growth had brought the population of Sackville to approximately 30,000. Today there are approximately 10,000 people within walking distance of downtown Sackville, which is the critical mass for many commercial ventures.

Census Canada (1991) found that this community was relatively young, with the proportion of all population sectors below the age of 45 being at or above the provincial averages while the opposite was true for the proportions in older sectors. Sackville is still attracting a significant proportion of the first-time home buyers in the metro region. Initially, much of the work force was commuting to work in Halifax or Dartmouth. Fortunately the community has grown to boast about high employment rates, and a reputation as a regional recreation centre. One of Sackville's longstanding claims to fame was the Sackville Downs, a harness racing oval located on the land that is now occupied by the Downsview Mall at the Beaverbank Road.



Commercial growth has shown a steady growth since 1982. The commercial success of Sackville Drive is obvious to anyone who has driven the street, which is busy at all hours of the day and night. Retail shops have proliferated along most of the 4.5 kilometres between the Cobequid Road and the Beaverbank Road and the parking lots associated with these businesses are just as crowded as the street. Commercial growth was slower to start than residential development and it

is still lagging behind. Through the 1980's commercial and industrial properties made up approximately 15% of the Sackville tax base, which made residential property taxes high relative to other neighbouring communities. The proportion of commercial and industrial property has increased significantly in recent years, but residential property taxes are still higher than average. This situation becomes even more significant in light of the fact that these high tax rates are supporting the lowest level of Municipal services delivered in the metro region.





## 2.0 Inventory and Analysis

At the onset of this project, a process was established to define existing problems, determine the programming opportunities and identify leadership in the community to carry the plan forward upon its completion. Three approaches were used to successfully gather a broad spectrum of background information about the street. The first was a series of street walkabouts, the second was a series of business focus groups and the third was a series of public meetings and a design charrette.

### 2.1 Walk-about Inventory

To gather a better appreciation for the street, the design team met to walk and drive the street and document opportunities and constraints. A second walkabout with City staff (engineering, parks, planning, and maintenance) was also very helpful in identifying problems and management issues relating to the street. The problems identified during these walkabouts included:

- The number and profusion of portable signs on the street contribute to the streets flea market image.
- The setback for some of these signs appears to be very close to the street posing obvious safety and aesthetic problems.
- Overhanging bumpers from cars and trucks parked in lots bordering sidewalks are forcing pedestrians off sidewalks onto grass strips and in some cases onto the street..
- Not enough trash containers is leading to lots of garbage on the street..





# Sackville Drive Streetscape Design Study

## Opportunities & Constraints Plan

November 2000

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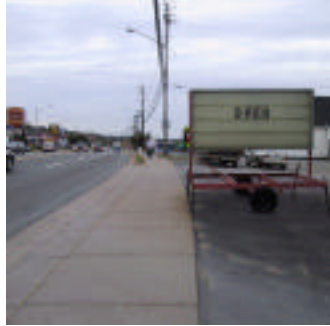
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### Opportunities & Constraints

1. Lack of identity at entry to Sackville Drive
2. lack of streetscape details (trees, lighting, pedestrian amenities, etc.)
3. Dangerous intersection
4. development opportunity
5. Five lanes wide encourages speeding
6. River is not acknowledged from the street. Trail connection across road difficult
7. parking right up to sidewalk forces pedestrians onto grass strip or street
8. Potential Town centre Development
9. Dangerous pedestrian crossing zone
10. Poor quality signage. Proliferation of temporary signs
11. lack of Seating, street trees, street furniture
12. Excessive driveway cuts
13. Placeless architecture
14. Unsightly termination of views from Pinehill Dr.
15. Possible town centre Development or pinehill nature park
16. Possible road connection into recreation facilities
17. dangerous existing road into recreation facilities
18. Road width encourages speeding
19. Cemetery chainlink fence in poor shape. Opportunities for interpretation and more street trees
20. Unused and overgrown park could be restored
21. lack of identity at entry into Sackville Drive





- The width and profusion of driveway entrances along the street disrupts the sidewalk continuity and gives the car dominance over the pedestrian.
- Not enough seating, street trees or streetscape elements to be pedestrian friendly.
- In some places there are open service grates in the sidewalks.
- The Sackville River is a missed opportunity.
- The speed of cars on Sackville Drive reinforces the street as a thoroughfare not as a destination.
- The opportunities for pedestrians to cross the street are few and far between.
- A general lack of streetscape landscaping and open space design on the street.



## 2.2 Business Focus Group Sessions:



The first meeting in this project was a business focus group session to identify leadership and gather feedback from the business community. The first of 5 business meetings was held on June 14<sup>th</sup> to share perspectives surrounding Sackville Drive and outline the need for a more formal business organization like a BIDC or merchants association. Attendance at the first meeting was generally poor but the individuals that did participate made some very useful observations and suggestions. Subsequent meetings continued to describe the benefits of a formal Sackville Drive organization. At the last meeting in November, turn-out was improving and there seemed to be a core of interested business and community leaders interested in the notion of establishing an organization. While it is realized that HRM cannot lead this process, their involvement as catalysts will be vital for at least the next year. The HRDA and the Sackville Community Development Organization will also play

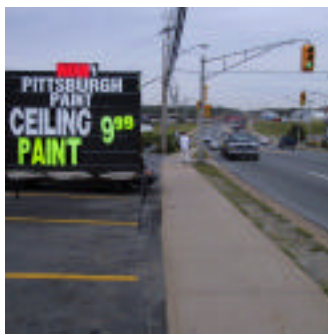


strategic roles in the process.

The primary focus of these meetings were summed up in four main categories: Signage, Circulation, Development, and the Sackville River.

### 2.2.1 Signage

Signage and advertising is an important part of commerce and these elements occupy much of the landscape along Sackville Drive.



Portable ground signs along the sidewalk are valued as an inexpensive solution for small business owners. However, there are so many of them that their effectiveness has been compromised, their proliferation has become unsightly, and the structures have inherent maintenance problems. Furthermore, many of these signs are encroaching on the municipal right-of-way along the street and, as such, they are not in compliance with municipal signage legislation.

A signage by-law is being developed but at the present time the only signage legislation is in the Sackville Land-Use Bylaw in the Municipal Planning Strategy of 1994. Part 5 of that document is a brief section devoted to signage. This section describes the types of signs permitted, i.e. traffic signage, memorials, projecting signage, ground signage etc. In addition to this, limits are set for the sizes of signage and the quantity of signs allowed on any given lot. Of particular interest is a guideline [5.8(c)] which states that no ground sign shall be less than 10 feet from any street or abutting lot in any C-2 or C-3 Zone. Most of Sackville Drive is zoned C-3 and yet countless portable ground signs have been erected right at the edge of sidewalks, which is an infraction of the by-law. This infraction was considered by many to be an important point to be resolved through by-law enforcement. More permanent structures for signs would improve appearances, especially if pylons were shared instead of crowding the street with little signs closely spaced. There is a perceived need for signage design standards that are flexible enough to permit creative signage solutions yet firm enough to provide coordination of

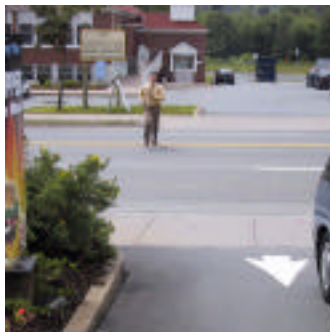


efforts along the street, and appropriate controls for size, location, materials, etc. A unified image for the street would be desirable.

It was recognized that there is a need for distinct signage in Sackville that fits the Provincial signage standards. A welcome sign to Sackville would be desirable.

There was discussion of the merits of temporary permits for portable signs (in Bedford, new businesses can have signs for grand openings but everyone else can have signs up for only 30 days of the year.).

### 2.2.2 Circulation



Safety was the primary concern for vehicular and pedestrian traffic. The volume of traffic on Sackville Drive is very high, speeds are considerable, and the street is often at maximum capacity. With businesses being open 6 days a week and the flea market opening on the seventh day, the traffic never ceases. Crossing the street is a dangerous proposition for both vehicles and pedestrians, especially at certain points where congestion peaks due to the popularity of certain destinations, the sequencing of stop lights, and the countless number of driveways along the curb. Safety must be improved for pedestrians crossing the street and for cars to getting on and off the street. The consolidation of driveways and the synchronization of lights were seen as positive steps to relieving these problems.

The idea of a central shared turning lane permeated with a vegetated median strip was seen as a possible positive solution for many of the circulation problems. The clear message from business owners was that if this concept is to move ahead, construction would have to be tightly scheduled to ensure that the street would at no time be closed to construction. The success of this approach will hinge on the successful consolidation of driveways.

Bus terminals were noted to be in very poor shape. The exposed aggregate shelters makes graffiti removal a problem.

### 2.2.3 Development

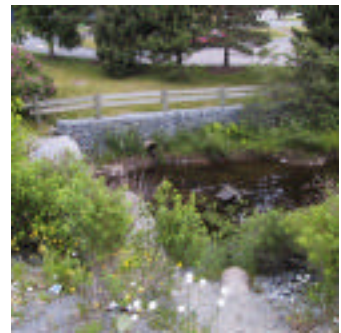
Business owners are always concerned with the management of their own property but those assembled in the focus group also raised some concerns with managing Sackville Drive in a larger context. One interest is that Downsview Mall will be undergoing substantial improvements in the near future. Since this mall is seen as the closest thing to an urban centre, these improvements should be coordinated with those on Sackville Drive.

Cobequid Centre will be moved but the site for relocation is still undecided. Sackville Drive is unfavourable since the street has reached its maximum capacity in many ways without adding the pressures of emergency vehicles. Highway 101 overlooks Sackville, it brings a large market right past the town, and smart choices should be made to capitalize on that readily available market. There was also an interest in developing a plan to plant more street trees.

The idea of a new town centre was favourably received by the groups. By providing opportunities for Sackville residents to stay home for more of their shopping needs, all businesses will prosper. The provision of complete retail/commercial services to residents is a fundamental aspect of the town centre plan.

### 2.2.4 Sackville River

The Sackville River was identified as an important asset with great potential for the development of trails. A number of resources that would be valuable for such development were also identified. The Sackville River



Association has an active trails subcommittee, trails have already been slated to open in 2002, and Sobeys (who owns the river land abutting Sackville Drive) wants to participate in ideas for this important area. Concerted efforts would be a tremendous benefit to

the community, provided that floodplain restrictions are respected. The interaction of the street and the river was seen as a favourable opportunity for both.

## 2.3 Public Workshops:



On the 5<sup>th</sup> of July an open workshop was held to gather the public input needed to solve problems and build a vision for Sackville Drive. There were approximately 25 participants in the workshop whose roles in the community ranged from homeowners, to members of public associations and members of municipal government. Based on the input of the Business Focus Group meetings, three questions were formulated to provide a focus for discussions at the workshop. These included



1. What signage should be controlled and how should it be controlled on Sackville Drive?
2. How can we control traffic to get cars and people safely in and out of businesses and across the street?
3. What opportunities are there for implementing your vision of the street and where would they be located on the plan?

Many of the concerns raised by the Business Focus Group were voiced again by the general public. These issues are divided into four main categories: Signage, Circulation, Development, and an Urban Centre.

### 2.3.1 Signage



More directional signage and internal information would be beneficial along Sackville Drive; including a visitor information centre, better identification of community services (police, fire, etc.), and directions to tourism sites.

The visual clutter created by portable ground signs could be reduced by adopting a policy where a limited number of signs were available for a certain area and merchants within that area could apply for 4-week-terms on a rotating schedule. A downtown Merchants Association (if one were established) could regulate this

program. Permanent signage, with space for temporary advertising would be preferable solution than individual temporary freestanding signs. If this signage is to be regulated then by-laws must clearly define portable and permanent signage. Bedford offers a good model for dealing with all kinds of signage.

### 2.3.2 Circulation



Left-hand turns on Sackville Drive could be consolidated and controlled by a boulevard in the middle of the road that was punctuated by left-turn lanes at the appropriate intersections. This would require better coordination and consolidation of some individual driveway entrances.

Visions for the street include the ability to take a relaxed walk down the street and sidewalks that link the new P3 school and other community resources to the street.

A river trail would be a good solution for bike traffic, with spurs that make regular links between the street and the trail.

Internal public transit is inadequate and it needs to be supplemented with regular mini-bus service with frequent stops throughout the community.

Safe, legal access is needed from the seniors' Sackville Manor on the far side of Highway 101 to the Downsview Mall.

### 2.3.3 Development

The notion that Sackville could be developed as a gateway to the Halifax Regional Municipality has a great deal of potential. Regardless of what the vision for the city becomes, a common theme should be developed for all of Sackville Drive. The theme might be based on heritage or history.

There are three distinct areas along the length of Sackville Drive; each one could be demarcated with a small marker or square in the middle of the road. The first distinct length is at the Cobequid end of the road where there is still plenty of open space and a mixture

of residential development and commercial development. The length in the middle is defined mostly by a series of small strip malls. The third length, by the Beaverbank Road, is characterized by the two large malls that spread out around the Atlantic Superstore and Sobeys.



Recreation is an important part of Sackville's community and more local parks are desired for outdoor activities. HRM should purchase corner properties as they become available to open up more parks and opportunities to renovate intersections. There are seven ball diamonds that are being well used and there is already a world-class curling facility waiting to be exploited for additional uses. Ball diamonds on this rapidly urbanizing street are causing some of its own problems in terms of accessibility and traffic.



The unsightly and sterile area surrounding the culverts for the Little Sackville River needs to be improved. This is a unique environment that should to be protected and enhanced. At the foot of Pinehill is another valuable piece of greenspace that should receive careful consideration. All aspects of planning should respect the river – retain, redirect, and manage storm-water. Heritage resources, such as the oldest house in Sackville, should also be protected.

Cobequid Centre Hospital needs to increase service from 18 hours to 24 hours.

Some used car dealerships are unattractive and should be improved and regulated more.

Safety and cleanliness are two primary concerns. Ultimately, Sackville is to be a place that provides for peoples' needs while the residents take pride in their community. Several residents noted that, despite the large population base in Sackville, many essential services (shoestore, clothing stores, etc.) and some leisure services (cafes, movie theatres, specialty shops, etc.) were lacking on Sackville Drive. This lack of services force residents to travel to Bedford, Dartmouth or Halifax.

The streetscape should receive regular landscape maintenance and there is a need for more waste baskets



on the street. Benches, decorative street lighting, flower beds, bus shelters, banners, and more trees are all desirable, as well as better connections between businesses and the greenspace on the street.

#### 2.3.4 Urban Centre

At the present Downsview Mall is seen as the centre on Sackville Drive but there is a need for an urban core that would serve the community as a whole. This urban centre could include space for municipal buildings, a dense and convenient cluster of businesses, recreation opportunities, a seniors' villa, a multi-service centre, and a hotel. There is also a very clear demand for more restaurants (not fast food), cafes, a movie theatre, and public gardens. All new businesses should go through a Development Agreement process with the City.

In the meantime, Downsview Mall is an important part of the community that needs improvements to the landscaping of the parking lot and the large embankment behind the mall. There are also strong opinions about keeping the mall from becoming another Bayer's Lake Commercial Park.



There was a strong call for identifying a real "Town Centre" somewhere on Sackville Drive. The lands of the present Acadia Recreation Group was seen as the most desirable area for a Town Centre. The rationale for this area is that it is accessible, close to the library, close to the river, and already has a significant heritage theme that could be used to develop a central greenspace on which specialty retail and commercial could front. There was also some question as to the quality and maintenance standards of the existing ballfields and whether a new town centre would be a more appropriate use of the land to preserve it in perpetuity as a commemorative park.

## 3.0 Vision, Goals and Objectives

It is impossible to measure the short- and long-term success of any streetscape planning and design exercise without first defining and prioritizing goals and objectives for the project. It is the goals and objectives framework that helps to guide the planning approach, develop a design rationale, and formulate a common vision for the street. Ultimately it gives rise to the most appropriate design solution that will solve problems and create new opportunities. In much the same way that municipal planning strategies are used to manage resources that define an area, the goals and objectives are used to manage design decisions that will define the character of a neighbourhood. It is important that the goals and objectives be realistic, relevant, and achievable.

The vision for the Sackville Drive of the future is one of a clean, pedestrian friendly, identifiably unique street which services most of the basic needs of residents. As the main street for a great community, it should be hospitable, easy to navigate, architecturally distinctive and signage should be well integrated with the built environment around it. Businesses and residents should strive to build on the streets identity as a great place instead of focusing on individual interests. These individual interests would be best served by striving for a common vision of the street and raising its regional recognition through a unified effort.

The goals for Sackville Drive as identified at the onset of this project are listed below; these are the broad statements that define the direction of the project. Each goal is followed by its own objectives, which are the actions that strive to realize each goal. The goals of this project are to:

### 3.1 Improve the Pedestrian Environment on the street

- Create open spaces and better links to adjacent open space from the street
- Introduce seating on the street
- Create easy ways to cross the street
- Localize driveway entrances and remove long spans of driveway curb cuts to give back the sidewalks to pedestrians
- Introduce more street trees to provide shade and separation between the road and the pedestrian.
- Eliminate or move parking lots abutting sidewalks and introduce buffer strips to prevent car bumpers overhanging sidewalks
- Improve street lighting at night with pedestrian scale standards
- Create opportunities for community bulletin boards and event calendars
- Create destinations for pedestrians
- Use pedestrian scale design elements along the street
- Look at alternatives to large expansive parking lots between the sidewalk and the businesses. (Street related development with rear or side yard parking would make businesses more accessible to pedestrians while eliminating visual clutter on the streets.)
- Reduce the rate at which the traffic flows and amount of traffic on Sackville drive by reducing “through-use”. Encourage the use of the 103 highway for through-use and encourage ‘destination use’ on Sackville Drive.

### 3.2 Create a unique and memorable streetscape.

- Create gateways to demarcate the entrance and exit to Sackville Drive
- Identify focal/showcase opportunities along the street
- Identify special street districts with unique and memorable district markers. Identify themes for

each district

- Use unique lighting or street furniture to re-enforce streetscape zone themes
- Look for opportunities to reduce the strip development mentality
- Look for common themes in planting and street materials to unify the street
- Look for opportunities to consolidate and reduce visual clutter (overhead wires, signage, utility poles, etc.)

### 3.3 Stimulate retail & residential growth:

- Discover urban design opportunities that will improve recognition of Sackville Drive as a unique place. The urban design and streetscape recommendations must also create a focus for retail activity on the street that strengthens the image of Sackville Drive
- Re-establish private sector and consumer confidence in the value of Sackville Drive as a unique destination place
- Make Sackville Drive safer for drivers and more hospitable for pedestrians
- Create opportunities for new businesses to establish on Sackville Drive that will satisfy some of the current, missed opportunities.

### 3.4 Improve wayfinding and civic identity

- Create opportunities for celebrating the heritage of the area through signage, monuments, making the downtown more legible, names of special places or events, festivals, etc.
- Improve signage to off-street parking facilities
- Create better links to greenspace
- Create unique district markers or signage that aid in identifying places on the street
- Reduce the clutter of signage (permanent and

portable) on the street.

### 3.5 Reduce Maintenance problems on the street

- Replace sidewalk materials that constitute a maintenance problem
- Place street furnishings to allow for easy navigation of maintenance equipment.
- Remove permanent signage which constitutes a maintenance hazard adjacent to the sidewalk

### 3.6 Look for opportunities to make Sackville Drive a destination

- Find an image and identity that will restore Sackville Drive as a centre for retail activity and as the core of a vibrant community
- Recognize the street's special heritage and its past role as a major market destination for the surrounding communities. Look for opportunities to make connections to the street's past
- Current development trends along the street are not helping to define Sackville Drive as a focus for the Sackville community. In fact, trends are moving the street in a direction which, on the surface, appears to contrary to this notion
- Introduce unique and appropriate furnishings, banners, lighting, fixtures, information and interpretive signage, etc.
- At the same time there may be new roles that have potential to add retail activity on the street
- Improve the appearance, character and communication functions of the street without losing existing valued qualities
- Look at special district marketing programs to make Sackville Drive a special retail destination
- Sackville Drive's identity as a "high volume, low margin" retail destination must change. The street must encourage new diverse businesses and retailers



must work together to encourage people to shop at home instead of Bedford, Dartmouth or Halifax

- The formation of a merchants association or a BIDC must be established to coordinate the message of Sackville Drive as a retail destination
- Create a new town centre development to create a visible destination on Sackville Drive

As Allan Jacobs says in his book 'Great Streets', "first and foremost, a great street should help make community...". This project's goal is to make Sackville Drive a "great street" and, in the process, help make Sackville a better community.

From the heterogeneous mix of styles, scales, and surrounding land uses along Sackville Drive there are three distinct zones of development. These three zones are discussed in greater detail in section 4.1 but it is important to recognize the various roles and characters of the street along its length. Appropriate design and programming solutions for the street must identify any distinguishable zones along its length and propose a variety of solutions—each one tailored to a particular zone. The streetscape treatment should respond to the mixed needs of the present land uses and landowners while, at the same time, helping to define and provide guidance for future developments.

One of the critical and challenging requirements of this study is the need to create a forum for business owners and residents that will allow them to buy into the process. It is critical that stakeholders play integral roles in the process and feel empowered by it. It will also be important to help reconcile the goals of all the stakeholders, which may be in conflict at times. For instance, business owners want to maximize visibility and parking for their establishments while residents object to the visual clutter and traffic associated with commercial enterprise. In this case solutions should seek to redefine streetscape districts for easier navigation and wayfinding, for vehicles and pedestrians, while creating a sympathetic environment for residents with a minimum of visual clutter. The key to success is soliciting each group's goals for the street and looking for design opportunities that resolve as many overlapping goals as possible. Chapter 2 reviews the interests of business, public associations, and the general public. Fortunately most of these interests are compatible; some are even identical. With all of these

perspectives in mind, an image for Sackville Drive has been fashioned that is unique, relevant, appropriate and, most importantly, it satisfies the goals and objectives defined at the onset of the project.



## 4.0 Streetscape Design Recommendations



Sackville Drive was originally designed as the Provincial Route 1 highway connecting Halifax with the Annapolis Valley. With the construction of the 101 highway in 1977, the Route 1 designation in Lower Sackville was changed to Sackville Drive and it was expanded as a 4-lane thoroughfare.

Despite the close proximity of the new 101 Highway, Sackville Drive seems to be clinging to its past use as a major thoroughfare instead of capitalizing on its assets as a local destination. This is in part due to the difficulty of accessing the westbound 101 from Cobequid Road (and vice versa) and the restriction of commercial traffic on Glendale Drive. This obstacle will be partially overcome with the introduction of a grade separated interchange (providing access to eastern Sackville) when the 107 extension is constructed. This will divert some through use from Sackville Drive which is now being used to connect the 101 with Cobequid Road. It will also place a lot of pressure on Glendale as a major through use connector for Sackville and Burnside. In the future, a full interchange at the intersection of the Cobequid Road and the 101 highway may provide additional transportation opportunities to minimize some of the through-use on Sackville Drive and Glendale Drive. The goal is to reduce through-use or non-destination traffic from Sackville Drive so it can focus on its role as a destination street.

While individual physical approaches and solutions to streetscape design may vary, the criteria that make successful streets great remains constant across time and culture. At the end of the day, physical design proposals must be weighed against their ability to achieve these

criteria.

In essence, great streets should:

- “help make a community; they should facilitate people acting and interacting to achieve in concert what they might not achieve alone. They should be desirable places to be, spend time, to live, play and work, at the same time that it markedly contributes to what a city should be” (Jacobs, 1996)
- be comfortable and safe
- encourage participation
- be memorable and should leave a strong, lasting impression
- be an enduring legacy of a people or culture
- be representative

The opportunities to make Sackville Drive a great street are described in this chapter.

## 4.1 The 3 Zones of Sackville Drive

Sackville Drive is composed of three distinct and highly visible zones. The zones include the Downsview Complex zone, from the Beaverbank Collector to Riverside Drive, the retail-strip zone, between Riverside Drive and Pinehill Drive, and the low density thoroughfare zone, between Pinehill Drive and Cobequid Road. These zones are described below along with some broad scale recommendations.

### 4.1.1 The Downsview Complex Zone:

#### OBSERVATIONS

The first zone, between the Beaverbank connector and the Little Sackville River, can be considered the big-box Downsview Complex of the street. This area is characterized by 4-5 lane





**The Downsview Complex Zone**

Sackville Drive  
entry sign

Vegetated  
Median  
Strips

More  
street  
trees

New street  
sign

Add second  
out lane &  
traffic lights to  
intersection

Add path

Vegetated  
median strips

New  
Downsview  
Mall signage  
& urban streets  
cape plaza

Retail or Office  
Development  
Opportunity

More  
street  
trees

Add banners & lighting  
Vegetated median  
strip & more  
street trees

Development  
Opportunity

New street  
sign

Left-turn with  
Access flow

Left  
turn  
Out

Remove  
Sign

Require  
Shelter,  
Seating &  
Trash Cans

# Sackville Drive Streetscape Design Study

Prepared by  
**ekistics**  
planning & design

The Downsview Complex Zone

NTS

December 2000

Sackville Drive  
Harrisburg, PA 17103-1234  
ekistics@ekistics.com









# **Sackville Drive Streetscape Design Study**

Prepared by:  
**ekistics**  
Planning & Design

**The Low Density  
Thoroughfare Zone**

NTS  
December 2000

*Peter Klyntona Land Planning & Design  
& Daniel K. Glenn Ltd.*



widths, large parking lots separating the street from the malls and portions of strip development. The setbacks for the buildings and large expanses of parking create an alienating scale for pedestrians and tend to encourage speeding. There are also few opportunities for pedestrians to cross the street except at both ends of the street where the width and volume of cars can make it quite intimidating for older pedestrians. The width of the street from curb to curb encourages fast driving and there is no recognition of the Little Sackville River at one end of this section of the street. As one of the low points in the street, the storm outfall for Sackville Drive empties directly into the Little Sackville River creating water quality problems at various times of the year.

At the river end of the zone there is no left-turn access to Wal-mart for drivers travelling north and no left turn out of Wal-mart onto Sackville Drive.

One of the community groups suggested that the open space beside Canadian Tire might be ideally suited for a seniors complex. While a close proximity to shopping is regarded as an asset for seniors, there may be more suitable areas along the street for such a use. One of the other issues is the single lane, stop sign terminus for the Downsview Mall and the Walker Connector at Sackville Drive which makes it difficult to turn left on Sackville Drive from the mall.

#### RECOMMENDATIONS (FIGURE 3)

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The opportunity exists to introduce a new Sackville Drive entry sign (See Figure 25) on the southern corner of the Beaverbank Connector and Sackville Drive. A similar sign will be located at the other end of Sackville Drive. The new sign should introduce Sackville Drive as the main retail commercial street in Sackville and will help define the boundaries of this special area.

There are distinct opportunities to introduce

a planted median strip (see Figure 21) in several locations along this portion of the street. Natural areas include areas that are already painted medians in the middle of the street. Using these areas wouldn't require any change in curbs or road widths to accommodate these new green islands. Visibility of malls is always an issue when introducing street trees to big-box commercial areas, however, by introducing translucent or pyramidal trees that are very pollution tolerant (Littleleaf Linden or Honeylocust), visibility shouldn't be an issue. The centre median could be planted with colourful perennials and low shrubs to create an interesting all season display on the street. Additional street trees should be added between road R.O.W. and the sidewalk.

Because of the scale of this portion of the street, pedestrian scale lighting would look out of context. Banner and planting baskets could easily be adapted on the concrete light poles on the north side of the street.

The exit to the Walker Connector and the Downsview Mall should be upgraded with lights and a left turn lane to allow easy left turns from the mall. Once the mall renovations are complete there is a good chance that the existing mall sign will need to be upgraded. Figures 6.0 & 7.0, show how this new sign could be integrated with a streetscape plaza to bring some urban design elements to the street at this important intersection. The proximity of this new intersection light to the light just 80-90 metres to the north will require that the lights be synchronized in this zone.

A street related retail or office development opportunity exists next to Canadian Tire. There are many possible configurations for a new development at this location. Double loaded parking should be avoided in this area. Strip type development fronting on Sackville Drive with a





## Walker Connector Plaza - Figure 6.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
December 2000*

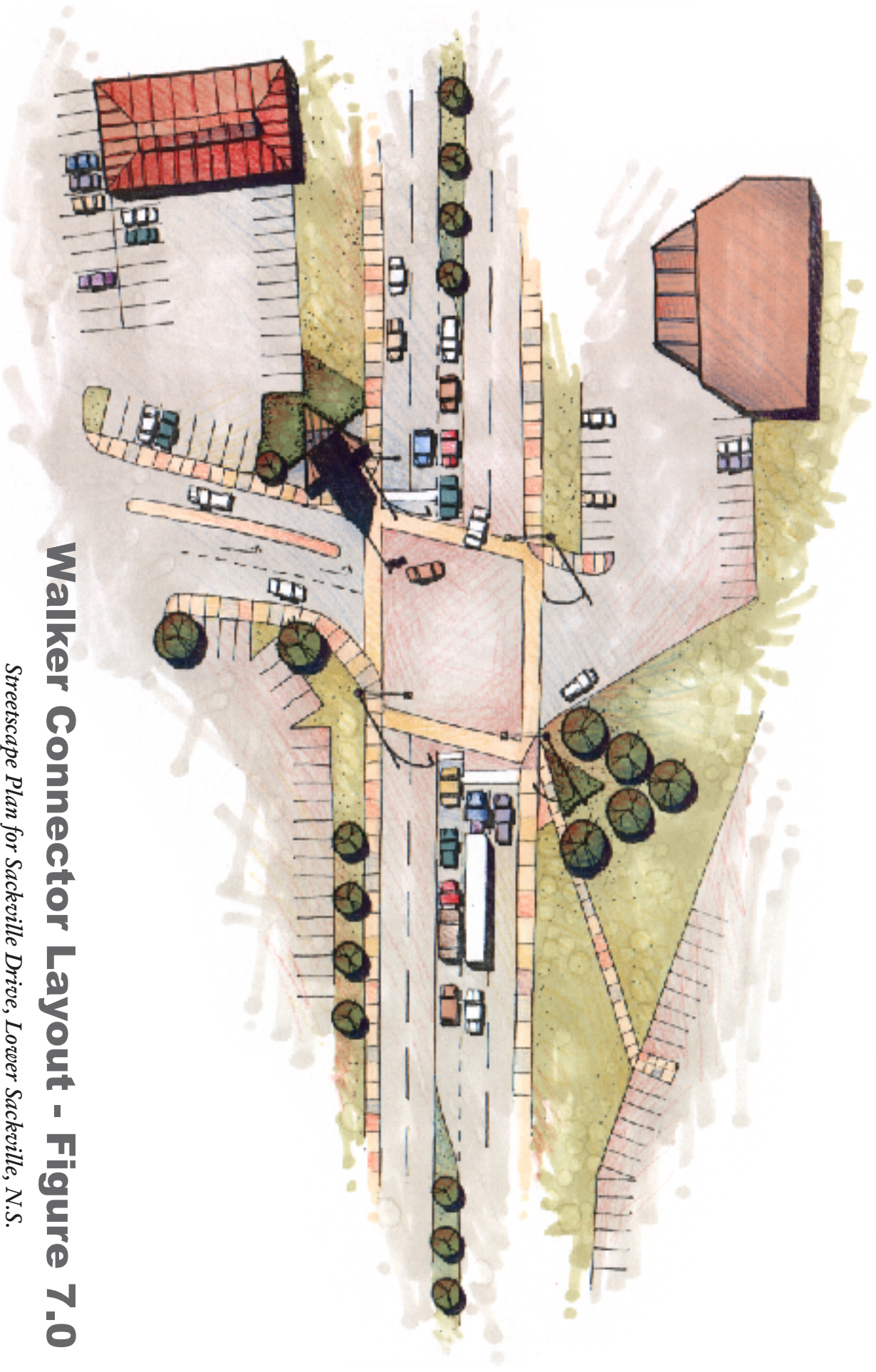
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*in association with:*

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**Peter Klynstra Land Planners**  
**The Stonehouse Marketing Group**  
**Land Design Engineering Services**





## Walker Connector Layout - Figure 7.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
December 2000*

*Prepared by:*

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better scenario would be align the new development so it backed onto Canadian Tire (back to back) so the rear of Canadian Tire and its associated propane tanks and services were hidden from the street by the new development. The steep grade change between the lower parking area and the street may require a balanced cut and fill approach where the parking and finished floor of the new development would be located below the street at the central elevation.

The southern Wal-mart entrance could be modified to allow left turns into and from Wal-mart. This would effectively reduce some of the congestion at the Superstore/Wal-mart intersection 150m to the north. Traffic lights need not be added if this intersection is developed.

#### 4.1.2 Retail Strip Zone

##### OBSERVATIONS



This zone stretches between Riverside Drive and Pinehill Drive and is characterized primarily by strip-type development. In almost all cases, single or double loaded parking lots separate buildings from the sidewalk. On the south side of the road these parking areas are generally lower and more visible. On the north side of the road the parking lots tend to be elevated and less conspicuous.



The bumpers of cars parked in parking lots directly abutting the sidewalk sometimes infringe on the sidewalk forcing pedestrians onto the narrow grass strip between the road and the sidewalk. The bases of some “temporary” signs have the same effect. The bases of permanent signs need to be considered in all accounts. Especially when these signs are located within asphalt.

Crossing the street in this zone is a real hazard and there have been several fatalities already.

One of the real danger zones is in front of the library. Also, the drug store across from the Acadia baseball field is a frequent destination for ball players and fans alike. Most times it is easier and safer to get in a car and drive across the street. Clearly there is a need for a safe accessible cross walk in this area. This zone is highly used by pedestrians yet there are few street trees, no benches or garbage containers, and no street furniture to speak of. The sidewalk is punctuated at very close intervals by a multitude of driveways for individual property owners. These driveways pose similar risks to pedestrians especially where their density is high and their width exceeds 20'. Some businesses, like MacDonalds, have done an excellent job of treating their street/sidewalk appeal yet the vast majority of businesses have little street presence from an urban design standpoint.

Aside from the name Riverside Drive, there is little or no visual or physical connection to the Little Sackville River at this end of the zone. The street becomes a clear impediment to trail development where Sackville Drive meets the river. Many urban streetscape renewal projects have embraced their river as a unique feature which contributes greatly to the character of the downtown. This lesson should be applied to Sackville Drive.



One of the most important and far reaching observations made about this section of the street is its potential as a focus for Sackville. In 1994, the **Report of the Sackville Economic Development Committee** noted that *“the physical layout of downtown Sackville hinders its ability to serve as a focal area. As Sackville was being developed, commercial activity was centred around only one street, a 3.5 km reach of Sackville Drive between the Beaverbank Road and Cobequid Road....[and] consequently, the downtown evolved as a corridor, rather than as a cluster. A corridor does not easily make a focus. Clustered commercial development provided a tighter focus and better defined community nucleus.”* . The potential exists to create an authentic and well planned Town Centre for Sackville in this area. This

could be one of the most significant community social-centre developments for Sackville since the original Acadia Hall in the early 1900's. The purpose of this new Town centre would be consistent with the aims of the original Acadia Hall

#### RECOMMENDATIONS (FIGURE 4)

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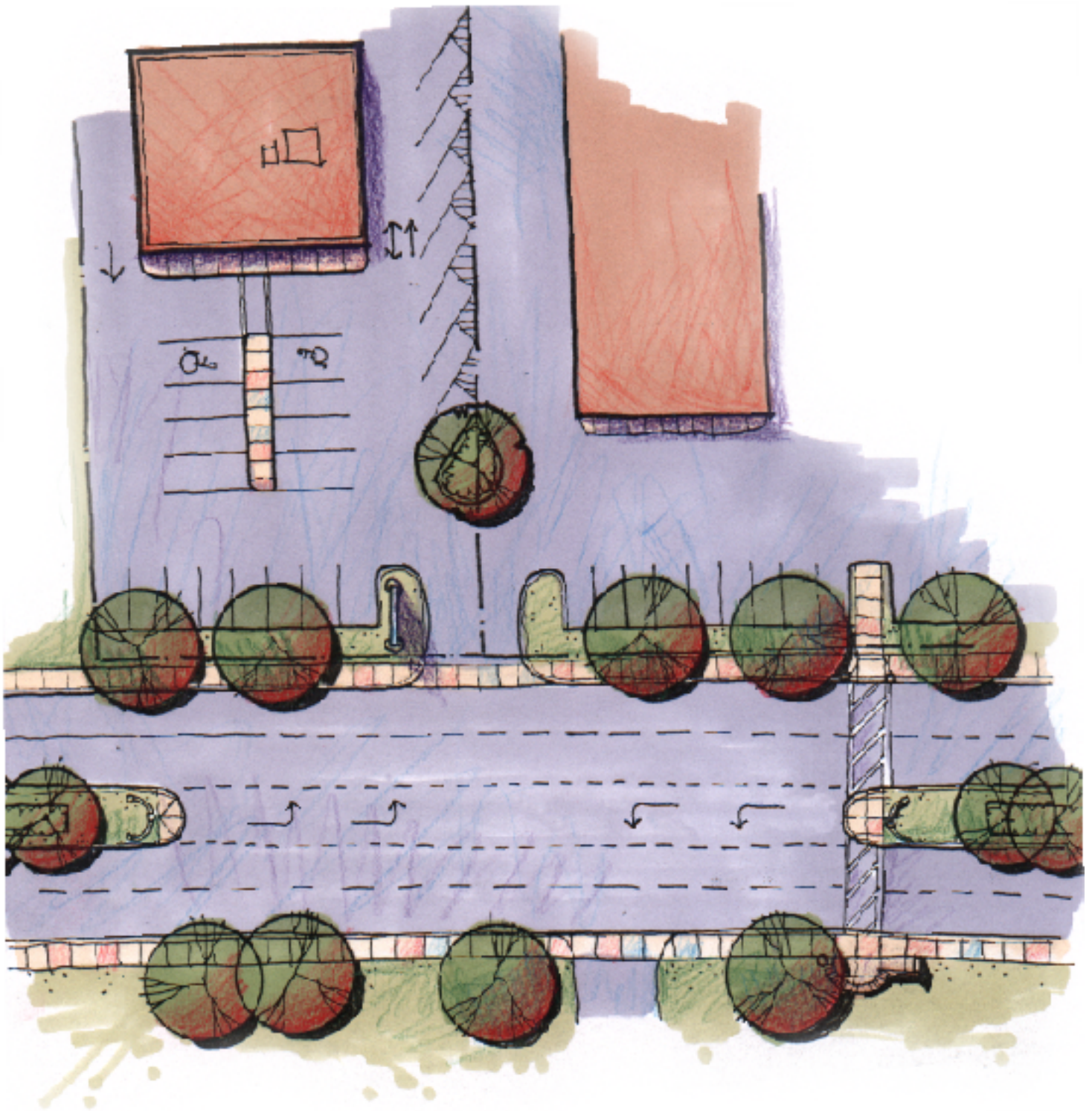
The introduction of a vegetated median strip in this zone could go a long way towards alleviating many of the problems described above. The introduction of a median would require the careful consolidation of driveway entrances and the reduction in the density of individual driveways. (see Figures 8.0 & 9.0) The median would mean reduced lane widths which would effectively decrease speeds in this high-volume pedestrian area. Street trees, lighting and intersection standards would bring the scale of the street back down to the pedestrian and could contribute an improved urban identity. The median would also provide a safe central destination for cross walks. Central median planting beds could bring life and colour to the street. Lastly, the median could be designed to allow for a dual middle turning lane like in Cole Harbour and other parts of the city. This centre land would reduce the confrontation between cars turning left in the fast lane and would make it easier to cross traffic when exiting from properties.

All parking and signage directly adjacent to sidewalks should be eliminated or pushed back so as not to impede pedestrian travel. A minimum of a 4' landscaped strip should separate the sidewalk from adjacent properties, except at driveways.

Temporary signage needs stronger regulation. The clutter of signage on Sackville Drive is one of the single largest afflictions on the street and their proliferation has compromised their legibility. Some of these signs placed close to the street make it extremely dangerous for drivers to see oncoming vehicles when exiting properties. Temporary signs







## Consolidation of Driveway Entrances - Figure 9.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
December 2000*

*Prepared by:*

**ekistics**  
planning & design

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should be eliminated from the street in favour of reader-boards on permanent signs. Many opportunities for this type of treatment already exist yet they remain unused in favour of temporary backlit or wood staked signs. Strip malls could construct a more permanent information sign which individual businesses would be given alternating turns to use. This single recommendation will go a long way towards clearing up some of the visual clutter on Sackville Drive.

For permanent ground signs, landscaping at the base of the sign should be considered a requisite. These signs should not be permitted to be installed into open asphalt areas. No more than one ground sign should be permitted per property. Signs which use plastic as the principle material are not recommended. Setbacks for signs should be increased to 15' to ensure that sign bases do not intrude on the pedestrian environment.

New pedestrian scale streetscape lighting should be introduced on the streets. The bases of these lights should incorporate the new Sackville Drive Identity logo. Seasonal or event related banners should be incorporated into the new street lighting to add colour and movement on the street. Similarly, there is a real need for seating and benches along Sackville Drive if it is to become a more pedestrian friendly environment.

Lastly, this zone has the potential to fulfill the repeated calls for a “focal centre” for Sackville. If development tends continue in Sackville, the strip sprawl will continue to grow and a focal centre will never be realized. Shopping malls are an inward looking focal centre but they do little to contribute to urban or streetscape identity. What is needed in Sackville is an outward looking focus which contributes a sense of identity to the community while providing for basic services that are currently absent. This concept has been dubbed the “Fenerty Square” development and is described in greater detail below.

#### 4.1.2B Fenerty Square Development

At the start of the retail strip zone, the opportunity exists to create an exciting new focus which would revolutionize downtown Sackville and raise its image significantly. The Little Sackville River would play an integral role in this new development. This new development has been called Fenerty Square in honour of Charles Fenerty (see Figures 10.0 & 11.0). The area identified for the new Town Square is the 6.5 acre Acadia Recreation lands which are currently being used as two ball fields. This area is seen as the most suitable for this new development because:



- It abuts the new library and municipal offices
- It is close to the Sackville River
- It is close to Downsview, the perceived centre of Sackville
- Its purpose is consistent with the original intent for the property.

This property was identified for a similar use in the 1994 Sackville Economic Development Strategy. That report stated that “*only a couple of sites offer potential to serve as a tight downtown core: the Acadia School (a combination of public lands and tight commercial development), and the undeveloped lands just east of Pinehill*”. The Acadia lands was identified by several residents in one of the public meetings as the most suitable site for a town centre. The lands east of Pinehill Drive remain undeveloped and might be considered a secondary choice for the town centre for the reasons described above.





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## Fenerty Square Entrance - Figure 10.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.*

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# Fenerty Square Park - Figure 11.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
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Letter to the Editor, October 26, 1844

FENERTY PARK:

Gentlemen:

Enclosed is a small piece of paper, the result of an experiment I have made in order to ascertain if that useful article might not be manufactured from wood, for by the sample I have sent you, gentlemen, you will perceive the feasibility of it. The enclosed, which is as firm in its texture, as white, and to all appearance as durable as the common wrapping paper made from hemp, cotton, or the ordinary materials of manufacture is actually composed of spruce wood reduced to pulp, and subjected to the same treatment as paper is in course of being made, only with this exception, viz.: my insufficient means of giving the required pressure.

I entertain an opinion that our forest trees, either hard or soft wood, but more especially the fir, spruce, or poplar, on account of the fibrous quality of these woods, might easily be reduced by a chafing, and manufactured into paper of the finest kind.

This opinion, Sirs, I think the experiment will justify, leaving it to be prosecuted further by the scientific or the curious,

I remain, Gentlemen, your obedient servant,

Charles Fenerty

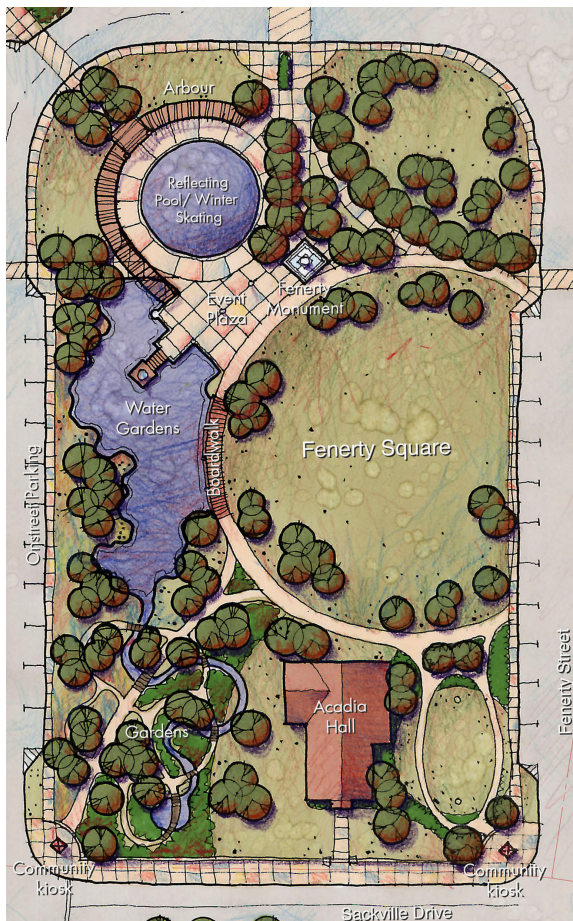


Image 1.0

Fenerty Square would be designed as the new town centre for Sackville. At the heart of the Square would be 2.5 acre park surrounded by a new retail/commercial/office development. Money raised from the development would be invested in the central park. The park itself would be a memorial to Fenerty in every respect (see Image 1.0).

Fenerty, born in 1821, was considered both an artist and a scientist. As a poet, he fondly recorded his impressions of the countryside and forests around Sackville. In 1938 or 1939, while observing wasps gathering material from small fir poles to make a wasps nest, he made the connection between wood fibre and paper making. He experimented until he was successful at reproducing the first pulp-derived paper and on October 26<sup>th</sup>, 1844 he wrote an article about the process in the Acadian Recorder (a Halifax newspaper). The process was quickly seized by European investors and, since Fenerty never patented the process, his earnings from this groundbreaking discovery never materialized. Fenerty lived to see two pulp producing mills built in Nova Scotia prior to his death on June 10<sup>th</sup>, 1892. He is buried in St. John's Anglican Church on the Old Sackville Road. Fenerty was a naturalist who was known to have produced some wonderful gardens. The gardens kept he and his wife, Ann, busy and helped him maintain his connection to nature. At the north east entry to the park (the current library parking lot) Fenerty's gardens would be recreated using plants and garden design principles that would have existed in his time. This garden would be a welcome entrance to the new Town Centre and would contribute greatly as a public open space on Sackville Drive. Community information kiosks would be located at each entrance to the new town centre development and a low stone seating wall would surround the new park. Acadia Hall would be carefully restored as a focal point to the park. The building could function as a community centre as it does today or the Acadia Recreation

group could devise another use for the building. One idea might be a paper making interpretive centre where kids could learn, hands-on, how to make paper from pulp and interactive exhibits would show how Fenerty developed the process.

The ingredients of the paper making process were water, pulp trees, and sunlight. These three elements form the backbone of the park design. The tree types described by Fenerty as ideal for the pulp process (fir, spruce, poplar) would be scattered throughout the park. A natural water feature, at the lowest portion of the site, would be used as a metaphor for the water required in the pulp process. A sundial fountain would be a large sculptural element in the park that would make the connection to the sunlight. The fountain could be used as a small skating surface in the winter, or if it were designed for temporary decking, it could be used as a stage for concerts and events. A large circular open space provides enough room for large crowds or for non-programmed recreation. A statue of Fenerty is located on the most visible axis in the centre of the park

With Sackville's successful bid for the 2007 Canada Summer Games, the park could play an important role as the centrepiece for the 2007 awards ceremonies. With the eyes of Canada clearly focused on Sackville in 2007, it is clear that all levels of government, local residents and businesses have a vested interest in supporting a project that will project Sackville and the region in its most positive light. With this sort of intense focus there may be significant sponsorship opportunities from pulp and paper companies (Scott paper, etc.) for the new Fenerty Park awards ceremonies area. The park will need several years to mature before 2007 so clearly, time is of the essence.

#### ACADIA LIBRARY:

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The Acadia Library would remain the same as always however the parking would be relocated to the rear of the facility. Parallel parking would be permitted on both sides of the

new Town Centre street as indicated on the plan.

#### TOWN SQUARE DEVELOPMENT:

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The buildings surrounding Fenerty park would be designed as 3-4 structures overlooking the central green space (see Figure 12.0). Space should be provided between the façade and the street for outdoor cafes, tables, benches and lots of landscaping. The individual buildings could have groundfloor specialty shops, restaurants, gift shops, cafes, etc. High quality office space could be provided in the upper floors. Similarly, small scale, high tech education satellite offices could be developed on the upper floors and would fit well with this campus-like environment. The new development would provide a unique opportunity, fill a niche that currently doesn't exist in Sackville, and it would be a significant benefit for all residents of Sackville.

A commercial esplanade links Fenerty Park to a riverside board walk. The esplanade should be programmed for smaller retail businesses along the corridor and terminates with a viewstation overlooking the river (see Figure 13.0).

#### SACKVILLE RIVER CENTRE:

---



Image

A short road off the main Town Centre could provide an opportunity for the development of a new River Centre and a seniors complex (see Image 2.0). The seniors complex is ideally located off a busy road but centrally located close to the new Town Centre and a close walk to the shopping centres. The river centre could act as a hub of watershed planning, river restoration techniques and hydrological sciences for all of Nova Scotia. The success of the Sackville Rivers Association in restoring parts of the Sackville River would give credibility to such a facility. Educators and community groups could come to learn about the latest watershed





## Town Square - Figure 12.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
December 2000*

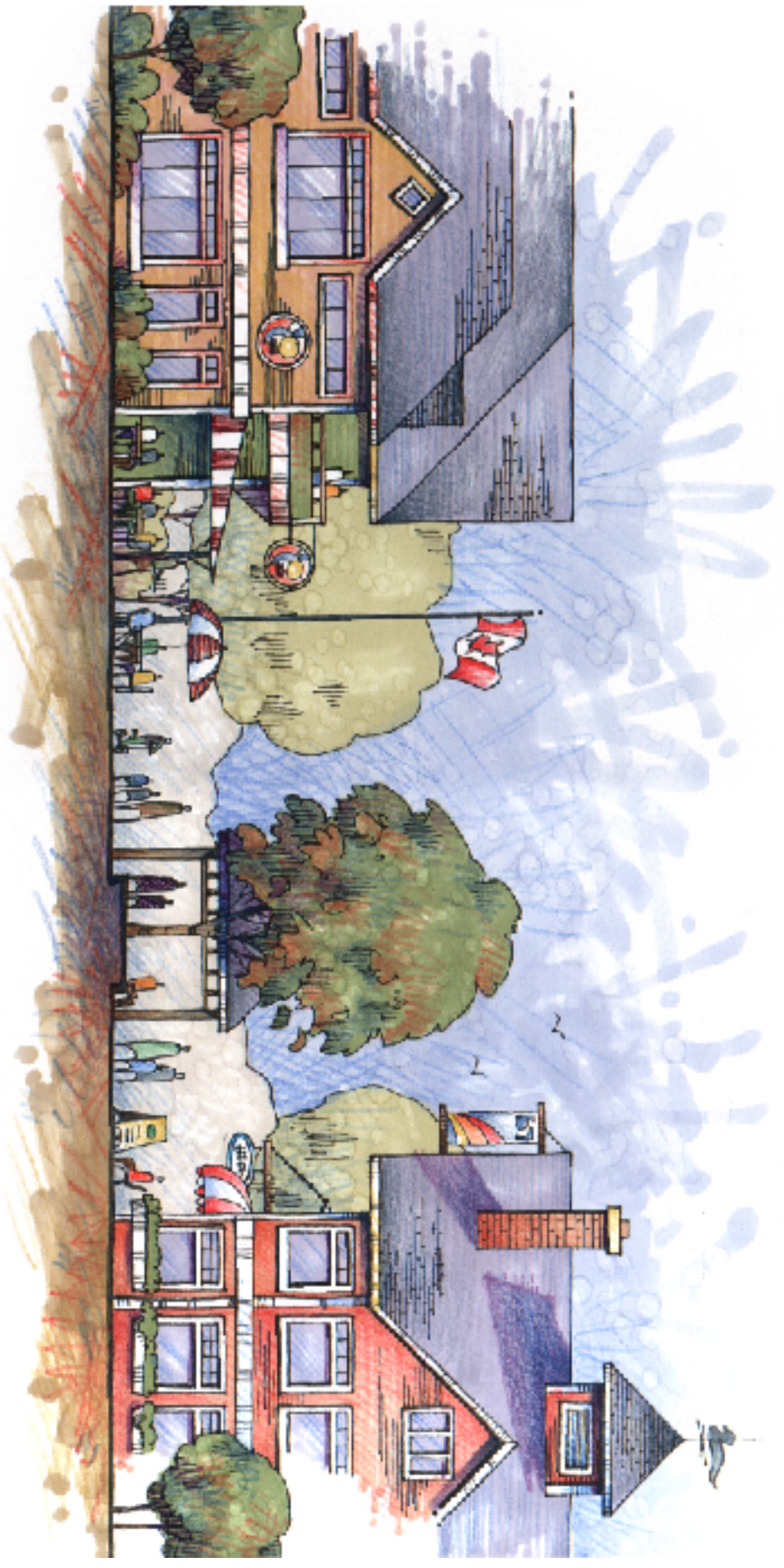
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## Commercial Esplanade - Figure 13.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
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protection and stream enhancement approaches. The centre would house a library of hydrological science information while part of the centre could be a river interpretive centre. A fluvarium (a glass window adjacent to the river) would provide views into an active part of the river on the inner thalweg bend. Volunteer seniors from the new residence next door could help staff the facility.

## URBAN WILDLIFE PARK:



### Image 3.0

One of the exciting new parks along the Little Sackville River is a new urban wildlife park (see Image 3.0) between the river and Walmart. Urban wildlife parks serve the dual purpose of providing habitat for a variety of species while educating residents about the value of urban wildlife. The diversity of the flora and fauna create interest and intellectual stimulation which leads to further curiosity, exploration and increased knowledge. This park would be the gateway to part of a unified system along the river.

In order to properly maintain an urban wildlife park, a management strategy must be created and followed. There are many variables that can be addressed. One is minimizing human impact on the park while at the same time allowing for human activities such as picnics or walking. Reducing pollution and littering is another issue that needs to be considered.

### a) Stormwater Ponds

A key component of this new park is a new stormwater wetland to pre-treat runoff from the main 48" storm lateral currently dumping directly into the Sackville River (see Figure 14.0). As well as providing habitat for a wide variety of urban species, this wetland would help cool water and would remove suspended solids, heavy metals and excessive nutrients prior to emptying into the river. A glass bottom floating boardwalk would provide views into this important wetland. The natural shaping of the





## Urban Wildlife Park - Figure 14.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
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wetland will make this site much more attractive than the collection ponds that currently exist. The existing ponds should be naturalized and upgraded to the quality of the new wetland.

**b) Butterfly Garden**

A butterfly garden, next to the new stormwater wetland would house a wide variety of plants that attract butterflies. consists mainly of flowers and tall grasses. This site creates a special point of interest with the many different species of butterflies that will locate there. Plant labels will provide clues to home gardeners about the plant types they can use to attract butterflies. Children will especially enjoy this area as it will be fun as well as a great educational opportunity.

**c) Wildflower Meadow**

The wildflower meadow is a valuable part to the park as a whole. It provides a beautiful and aesthetically pleasing area while needing very little maintenance or upkeep. More importantly, it serves as a good habitat for wildlife that thrives in brush and tall grass environments. They use it for nesting, breeding, and protection. This area also acts as a transition area between the storm water ponds, the trails and the forested area by the river.

**d) Outdoor Classroom**

The outdoor classroom will be a small amphitheatre cut into the slope. It will be a natural area with logs secured into the ground for seating. This is an ideal place for larger gatherings such as school trips or wilderness education classes. It could also be a place to simply sit and relax while reading a book or the paper. Its proximity to Sackville Drive will help reinforce the message that natural areas and urban areas can coexist.

**e) Interpretation Panels**

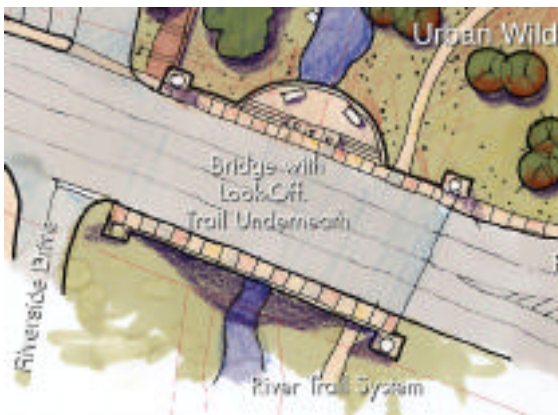
These panels serve a wide range of functions throughout the park. They could provide information on the historical context of the area or on the different species that live in the park. They could also tell you how to find them, at

what time of the year, and where to look for the wildlife. These panels would be located throughout the park and could be designed as part of the trail marker motif.

#### f) Observation Platforms

These platforms overlook the Little Sackville River and the river valley floodplain. Some platforms could have binoculars for a close up view of the wildlife in surrounding trees. There may be one in a storm water pond with a glass bottom so fish and other underwater life can be observed. These platforms will provide a great source of information and education about the wildlife around us while being enjoyable at the same time.

Image 4.0

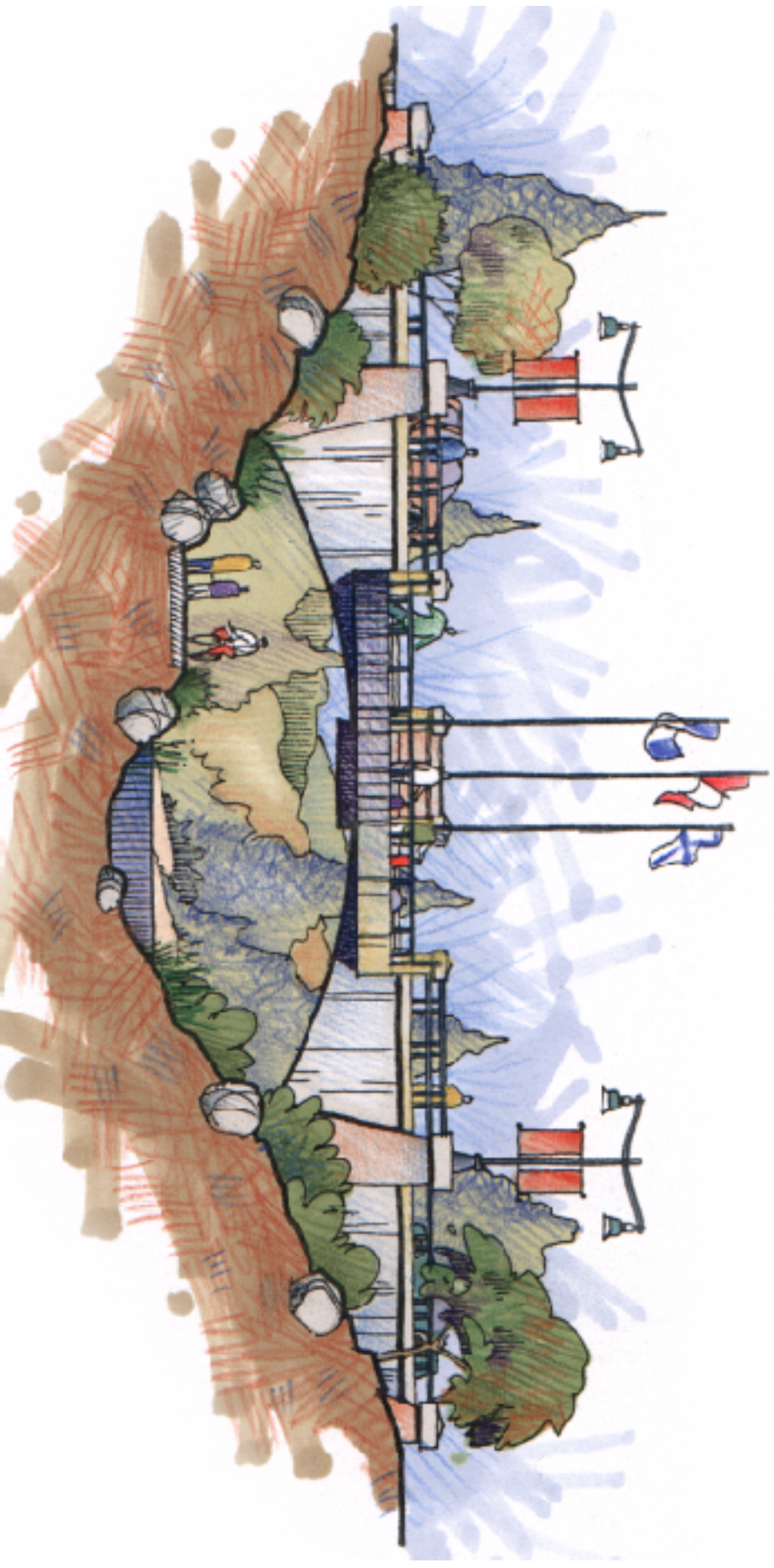


#### g) Sackville River Bridge

One of the critical projects identified by this report is the construction of a bridge over the Little Sackville River (see Image 4.0 & Figure 15.0). Currently, two large 5-6' diameter culverts connect the river under the road. The inverts of these culverts are too high to allow fish passage and they are too small to provide trail passage along the river. As a result, trail users will be forced to cross Sackville Drive at a very busy intersection. By building a bridge over the river, the benefits will include:

- Acknowledgement of the river from Sackville Drive
- Ease of fish passage and urban wildlife upstream
- Continuity of a riverside trail system under the bridge.
- An excellent look-off opportunity on the bridge
- An image of Sackville as a community that cares about its environment.
- Greater awareness of the urban wildlife park and the river from within a car.

Not only will the bridge be more aesthetically pleasing, but simply by driving or



# Little Sackville River Bridge - Figure 15.0

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December 2000*

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walking over the bridge increases one's awareness that they are crossing a river. A lookoff on the bridge will allow people to view other parts of the park and river or just to rest on a bench. Banners and bridge lighting will help create an image for this important new urban icon.

#### **h) River Trail System**

The river trail system can now be firmly connected with the path along the river upstream of the urban wildlife park. This trail will be a significant new resource for Sackville and will add to its variety and interest.

### 4.1.3 Low Density Thoroughfare Zone

#### OBSERVATIONS

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The low density thoroughfare zone runs from Pinehill Drive to Fultz House at the Cobequid Road. This stretch of Sackville Drive is characterized by a few residences (some of which have been converted into businesses), several businesses, many used car dealerships, a few institutional buildings and the Sackville Cemetery. The width of the road and lack of density at this end of Sackville Drive reinforces its image as a transportation collector rather than a destination street. This complicates traffic matters at the other end of the street and it is a direct contradiction of this study's intention. The distances between businesses in this area prevent it from being a destination for pedestrians while catering to driving consumers. With the pressures of urban growth, density will continue to increase and if planners are not careful, this area may repeat some of the poor development practices that created the northern retail strip zone. Diligent planning now could minimize and localize driveway entrances by planning median locations to allow centre turning lanes at the intersection of properties. This will provide incentives for property owners to share entrances. Future planning initiatives

should be equipped to encourage infill and maximize density in the long run. However, there are some attractive residential properties along this stretch of road and they should be protected. Maximizing the diversity of landuse on throughout the three zones of Sackville Drive is also important. These few remaining homes are unique to this end of the street and they are a critical part of Sackville's diversity reserves. Private farms and housing used to be the primary landuse on the street but their numbers have been severely diminished and their longevity is very questionable at this point.

The land to the north of Sackville Drive is, in some areas, constrained by steep slopes or bluffs. Property frontages on the north side are generally smaller than the south side of the road. The land at the foot of Pinehill Drive would make a great nature park but, if for some reason the development of an urban centre around Acadia Hall proves to be unfeasible, this area could also be considered for the town centre concept. A town centre in this location would undoubtedly change the dynamic of Sackville Drive, as a whole, and it would mean a radical departure for the dynamics at this end of the street. Property values would increase and more retail shops would be expected to move in to fill the voids at this end of the street.

The Fultz House is a wonderful landmark at this end of Sackville Drive with a long and colourful history as a carriage house stopover between Halifax and the Valley. Visitor numbers are increasing and programs for the facilities are expanding. Parking for the facility is very hard to find at the present and provisions should be made for improved access. An overall masterplan should be prepared for this facility at some point in the near future.

Used car lots are another strong presence at this end of the street. Visually speaking, they are not very attractive, but from a economic perspective they draw consumers from all over the region and beyond. All of the community benefits when local business is solid but these

establishments have drawn a lot of criticism for being unsightly.

With the Metro Transit regional transit hub located at the Cobequid end of Sackville Drive, there will be continued pressure for high density transit related apartments at this end of the street.

#### RECOMMENDATIONS (FIGURE 5)

Image 5.0



The current “Welcome to Sackville Drive” sign located on the Fultz House property should be removed and relocated to the northern intersection of the Old Sackville Road and Sackville Drive. This location for the new entry sign is made visible to people accessing Sackville Drive via the Cobequid Road and should be visible from the 101 Highway.

The chain link fence running along the frontage of the cemetery should be replaced with something more permanent. Figure 16.0 shows a proposal in which a more permanent wall and fence would be punctuated by stretches of a dense hedge and other plantings. Alpine Current (*Ribes alpinum*), Dwarf Honeysuckle (*Lonicera xylosteum* ‘Claveyi’) or Fragrant Viburnum (*Viburnum x carcephalum*) could be used as the intermediate hedge. The pattern would provide an interesting rhythm for pedestrians and drivers alike. Figure 16.0 also shows a planted median strip, constructed in several locations along the edge of the cemetery, could effectively integrate the attractive qualities of the cemetery into the street. A row of stately Elms (the variety resistant to Dutch Elm disease) would give better recognition for the cemetery than the current Norway Maples. The planting of small ornamental shrubs, that are often associated with cemeteries, is another strategy to improve the street’s ability to “borrow” the adjacent greenspace and use it to the greatest advantage. Several interpretive panels carefully built into the new cemetery wall could describe some of the more well-known grave sites in the cemetery. These, coupled with the shade from the large elms, would make this end of the street





## Fence & Planted Median - Figure 16.0

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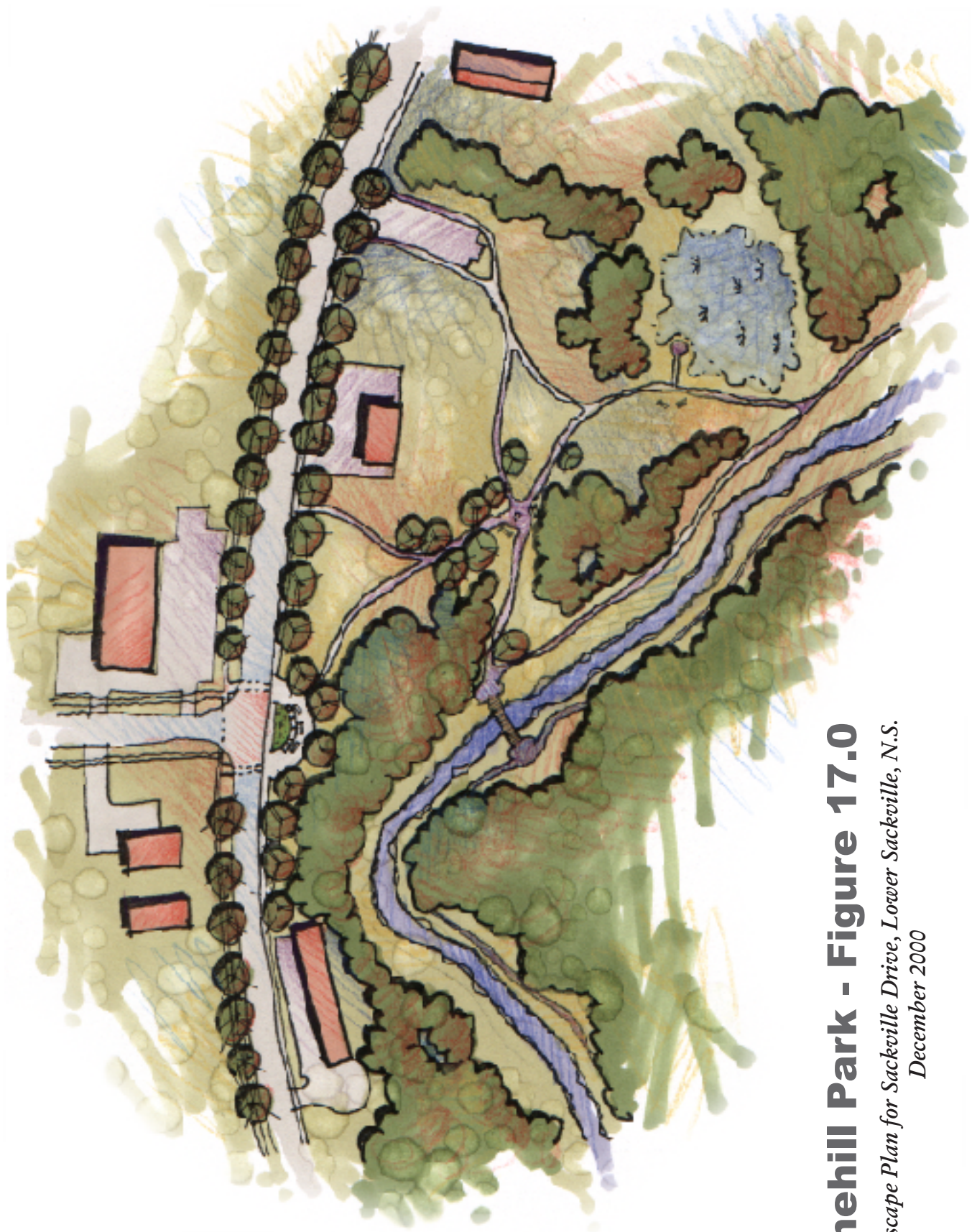
a much more appealing area for pedestrians.

The existing entrance/exit for the Sackville Sports fields is located between the Payzant's Warehouse and the Payzant's showroom. This location has always been a bit difficult for egress but with the recent completion of this warehouse, the entry through this industrial corridor is even more dangerous. One solution that would address a myriad of problems would be to run an entrance off of Armoyan Drive. (see Image 5.0) This would reduce the conflict between Payzants facilities and would allow access to the traffic light at the corner of Armoyan Dr. and Sackville Drive.

The large open space at the foot of Pinehill Drive is an ideal spot to create a nature park that would link Sackville Drive with the Little Sackville River. Existing walking trails could be greatly enhanced and developed with look-off's, interpretive nodes, and a bridge across the river that would connect pedestrians with the Old Sackville Road. There is also the possibility of developing a formal arboretum, complete with parking and an arboretum centre. (see Figures 17.0 & 18.0)

The members of the Streetscape Study team cannot argue with the success of used car lots on Sackville Drive but there are ways to increase aesthetic appeal without jeopardizing the important curb-appeal of retail. Dealers that specialize in quality cars would likely be better off if they chose to showcase a few select vehicles in a creative and attractive manner. This would earn the respect of the a certain demographic and easily establish a niche among all the other dealers that are lining models up along the curb. Those dealers whose profits are based on quantity rather than quality are not likely to invest in anything that would diminish the prominence of their inventory. Fortunately the life-span of these car lots is limited because they will become less viable as the land on which they sit continues to become more valuable. Eventually they reach a point where their smartest option is to sell off expensive property





## Pinehill Park - Figure 17.0

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## Pinehill Look-out - Figure 18.0

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and move to where land is still inexpensive.

The Metro Transit hub on Cobequid Road should include a frequent shuttle that services the length of Sackville Drive covered in this study and neighbouring residential developments out toward Middle Sackville. A regular shuttle would be invaluable for people trying to access the linear development that currently exists and as the urban core grows this will be the smartest way to deliver the community to that centre.

## 4.2 Individual Design Elements

The average pedestrian traveling at three (3) miles per hour is keenly aware of the passing environment and can absorb substantially more detail in their surroundings than a motorist. To make Sackville Drive more appealing to pedestrians, the environment must be more suited to their needs. Inviting street furniture, street trees, pedestrian scale lighting and attractive signage help to compose a people-friendly environment. The longer pedestrians can be entertained on the street, the greater the probability that the stores and services will be utilized. Street amenities such as: benches, decorative lighting, trash receptacles, trees, banners, signs, and graphics serve to create interest and comfort for pedestrians. The following recommendations form guidelines for materials selection and location to ensure that the streetscape amenities are coordinated into a standard design motif or image that is unique to Lower Sackville. Specific manufacturer's products have been recommended to ensure a high level of quality. Urban streetscapes are extremely harsh environments for furniture. Only the highest quality products will retain their finish with the least amount of maintenance. Imitations and less expensive furnishings deteriorate rapidly, resulting in an unsightly appearance and costly repairs or replacements. Only quality street furniture should be considered for Sackville Drive.

The design palette for Lower Sackville is based on a desire for a simple, bold, clean look that will not get prematurely outdated; reflects the "river" theme; and provides true performance in terms of low maintenance. The dominant materials are concrete and powder coated

metal. The primary colour choice is RAL 5014, a metallic dark powder blue with teal colour accents – RAL 5021. Cluttered sidewalks can restrict pedestrian traffic flow and snow removal operation. Consequentially, all furnishings will be located behind the sidewalk or grouped in clusters with a common base. A concrete base or “plinth” with a shadow groove and chamfer edges is recommended as a way to give consistency and style to each furnishing. These clusters are discussed further in section 4.2.11 *Table 4.1* summarizes the recommended products, manufacturers, distributors, and approximate cost.

#### 4.2.1 Sackville Drive Logo

As part of the need to define an urban identity for Sackville Drive, a logo for the street was created which has been used to tie streetscape elements into a cohesive whole.



The design team chose a simplistic but stylized “S” to represent Sackville drive and the sinuous nature of the river and the street. Simplicity is important for recognition and incorporation into the street furniture. The logo created for this study illustrates the intention of all these points but the City should consider a variety of concepts before deciding which one best represents the desired image of Sackville.

#### 4.2.2 Pedestrian Pavements

With a long street such as Sackville Drive, the sidewalks should be simple in pattern with only a minor emphasis placed on the “floor” treatment and more emphasis on the vertical elements, which are more readily observed by the



motorist. The existing cast-in-place concrete paving with a curb and gutter edge is the most appropriate choice for Lower Sackville in terms of durability, low maintenance, ease of construction, safety, comfort, versatility, cost effectiveness and visual impact.

Dropped curb ramps for wheelchairs, bicycles and carriages must be placed at all crossing points and should be a minimum of five (5) feet wide. Non-slip surfaces should be tooled into the concrete and have a gradient of less than 8% with a flare so as to meet flush at the roadway. Ramps should be incorporated into stairs and building entrances where possible.

In the development of a downtown core there are opportunities to expand the palette of pavement treatments to recognize areas that serve different purposes. Paths through open space in the centre can be paved in asphalt which is more comfortable (than concrete) for pedestrians and infinitely more comfortable for wheelchairs, baby carriages, and in-line skates. Asphalt is less prone to heaving in hazardous ways and the dark colour of the material means less glare bouncing into the eyes of pedestrians. Making this adjustment sets high priority areas apart from the rest of the street, and the improved comfort is beneficial in areas with higher traffic volumes.

#### 4.2.3 Seating

Benches not only provide an opportunity to rest and wait, they also encourage people to eat lunch, read a paper, chat, or just watch the passing traffic. The benches should be secured to the sidewalk, or a concrete base, with the ability to be moved for maintenance purposes. Steel benches are

recommended for their durability and resistance to vandalism. Victor Stanley bench #RB-28 from the Steelsite series is a worldwide favourite for its elegant design and craftsmanship. This free standing, six (6) foot long bench as shown in (Insert Catalogue picture) will be finished with an electrostatic powder coat in the theme blue colour.

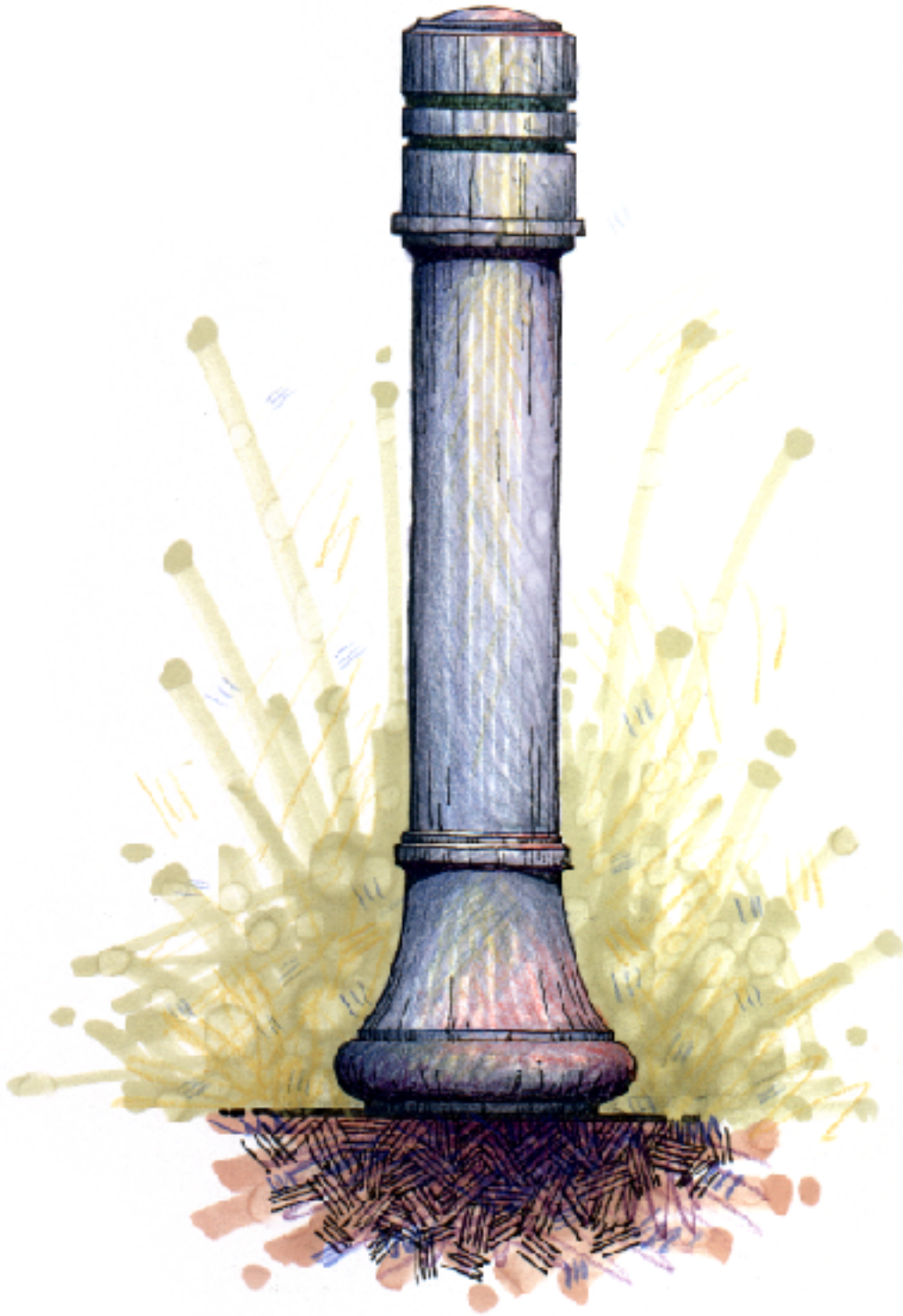
Figure 20.0 shows the curved backless bench recommended for mounting to the ledge of the concrete base at furniture clusters, as outlined in section 4.2.11. This Victor Stanley bench is model #FR13-2 and comes in six (6) foot sections.

#### 4.2.4 Trash Receptacles

A demand for more trash containers has come up many times in the process of public consultation. Receptacles should be placed along the street, at furniture clusters and particularly near food outlets and bus stops. (Insert Catalogue picture) illustrates the Ironsite #S-42 container from Victor Stanley. Matching models are also available for use as planters and ash urns.

#### 4.2.5 Bollards

Bollards are waist-height poles used to separate vehicular and pedestrian traffic. In cases where space limitations between parking areas and the sidewalk preclude landscape or planter buffers, bollards can be used along the back edge of the sidewalk. This will provide a sense of security for the pedestrian and add to the blue colour theme presence. Figure 19.0 illustrates a typical metal bollard. The bollards would be particularly suited to the new Fenerty Square development.



## Typical Metal Bollard - Figure 19.0

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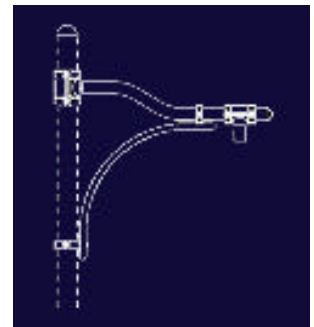


#### 4.2.6 Lighting

Lighting is the single most effective tool for setting the character of Sackville Drive at night. A nighttime lighting hierarchy, creating order and structure, is important as it distinguishes visual dominance of elements and reinforces dramatic effects. The existing lighting comes from dusk to dawn luminaires mounted high on wooden utility poles and on tapered concrete poles. This style of lighting is designed for vehicular traffic and does little to create a sense of drama on the sidewalk.

In the commercial core, pedestrian level lights on poles fourteen (14) feet high are recommended to create a special sense of place. The Domus luminaire from Lumec is recommended along with a simple pole ( ) and fluted base ( ). The pole will sit on a concrete base with the theme design (decorative groove and chamfered edges) for effect and to protect the pole from snowplow damage. The light fixture is shown in Figure 20.0, it will be attached to the pole with the armature illustrated below. With a nautical look, this fixture complements the river theme. These lights should be spaced approximately seventy (70) feet apart with to adequately illuminate the sidewalk (one foot candle and three foot candles at intersections). An annual operating cost for electrical power consumption would be in the order of \$60.00 per year per fixture.

The dusk to dawn luminaires and cobra arm on the existing concrete poles could be replaced with the same Lumec fixture, but with higher wattage bulbs. Attached to the





## **Furnishing Cluster - Figure 20.0**

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concrete post with a long arm (Model # ), it would be similar to the decorative armature illustrated here.

To increase light levels and to give a high profile look on the boulevard, double fixtures are recommended on the poles at both ends of the boulevard. Figure 21.0 illustrates this application.

#### 4.2.7 Banners

Incorporating banners on the light poles can add to the vertical emphasis of the streetscape beautification. Figures 15.0, 20.0 & 21.0 illustrate this application of a colourful image, which can change by the season or be used to advertise special events. Banners can be designed and manufactured locally or designed and purchased from a quality manufacturer such as Kalamazoo Banner Works, who specialize in street banner products. Banners could be designed for specific events (Patriot Days, etc.) or seasons.

#### 4.2.8 Signage

A new street signage system is one of the most effective ways to revitalize Sackville Drive. The signage must become more identifiable, expressive and meaningful. A feeling of entering a unique sector must occur at the entry points. Figure 22.0 illustrates a design for unique name signs with the river theme logo and the thematic blue colour.

Interpretive signs are recommended to inform visitors of the heritage of Lower Sackville. Each of the furnishing clusters on the street, Figure 20, will have a theme and it will include an interpretive panel that provides the details behind the theme. Educating visitors on the heritage of the





## Boulevard - Figure 21.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
December 2000*

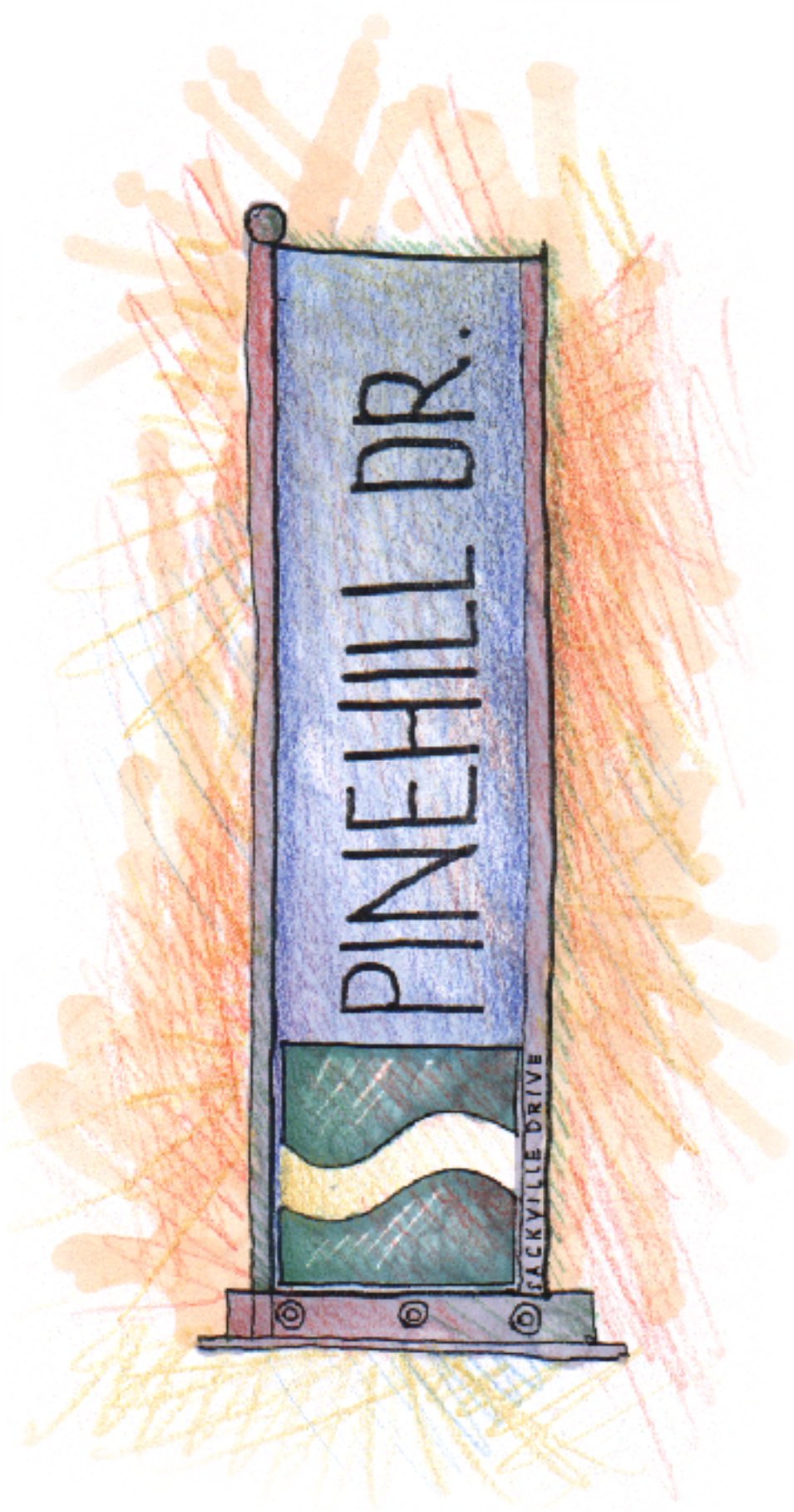
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## Street Signage - Figure 22.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
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community will be increasingly important with tourism on the rise and there is always tremendous value to enlightening the local community to build civic pride.

Orientation signs are used as a directory for services, businesses, and other attractions around town. Figure 23.0 illustrates a design with the customary concrete plinth and blue metal pole supports. The signage board itself should be made of durable, vandal-resistant “folia” or equal quality product.

Local businesses rely on temporary, moveable signs as a way to inform motorists of their products and specials. In many cases, these signs have become permanent fixtures in an increasingly cluttered streetscape. All temporary/portable signs should be removed from the streetscape. Figure 24.0 illustrates an alternative advertising sign. This permanent type of sign gives some uniformity to the streetscape and complements the streetscape theme.

#### 4.2.9 Gateways



Gateway signs welcome visitors and set the image for the area. The existing gateway signs shown in this image should be replaced with new gateways, such as the one shown in Figure 25.0. This dynamic image expresses a positive message for Lower Sackville with focus on the river. It also introduces some of the streetscape theme elements and provides opportunities for temporary messages to be used as the new BIDC sees fit.

#### 4.2.10 Boulevard

Boulevards are proposed in the downtown core to create a special





## Orientation Signage - Figure 23.0

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## Permanent Signage - Figure 24.0

*Streetscape Plan for Sackville Drive, Lower Sackville, N.S.  
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# Gateway Signage - Figure 25.0

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streetscape look and transform the street into a more pleasing pedestrian scale, making the wide street easier to cross. These curbed islands will have concrete sidewalks sloped flush to the road at their nose for wheel chair access and to prevent snowplow damage. A low, curved, concrete plinth gives the boulevard more prominence and a place to attach the durable fixture light poles. Plantings of colourful shrubs and annuals will provide an attractive setting. Lawn and trees form the remainder of the boulevard. Columnar Oaks and Maples are recommended because of their narrow, upright branching habit.

#### 4.2.11 Furniture Clusters

Clustering furniture into nodes along the street provides mini-plazas for people to collect at strategic locations, such as crosswalks. Grouping the furnishings into small clusters creates a stronger impression than individual items would provide when stretched out along the street. Individual furnishings would compete for attention with the busy background of buildings, signage and parking lots. A half-circle concrete plinth is the primary structural element forming an intimate space and base for furnishings. The low wall can be used to retain a slope or just to give a sense of separation from a parking lot. Figure 20.0 illustrates a typical cluster. The concrete plinth is set beyond the edge of the sidewalk to facilitate easy snow removal. Each node will be developed with a separate theme, thereby making each uniquely interesting and a more distinct landmark for wayfinding. Interpretive themes might include: the Sackville Downs, storm water management, river ecology, river & wetland restoration, salmon, carriages & coaches, mills, Fultz House, the old

drive-in movie theatre, Sackville Cemetery, etc. These themes will be expressed through a banner that is tailored to the theme and a signboard that will interpret its history. The theme could also inspire simple icons or patterns set in the concrete base that defines the node.

#### 4.2.12 Landscaping

Street tree planting is an important component of revitalizing a streetscape, as trees will:

- instill a sense of human scale to the street
- provide summer shade
- control dust
- improve the microclimate
- provide shelter from winds and rain
- aid in pollution control
- retain and absorb storm water
- cast interesting shadow patterns
- provide wildlife shelter
- have an aroma
- and, add colour and life to the street.

The enclosure provided by trees has been shown to slow traffic

Tree planting along Sackville Drive will be limited to areas behind the sidewalk in the right-of-way, on the boulevard and on private property. Urban streets are a very harsh environment for trees to thrive in. Trees undergo stress in terms of drought conditions, salt damage, compacted soils, air pollution and vandalism. To ensure that the trees have a long and healthy life, proper street tree planting must be followed. Choosing the tree species which can tolerate these conditions is the critical initial step. A variety of tree species should be planted to better resist disease. Table 4.2 outlines a list of suitable species for Lower Sackville and

identifies the plant's characteristics and recommended planting location along the street.

To minimize vandalism, trees should be a minimum of three (3) inch caliper when planted, ensuring investment protection and immediate impact. Planting should occur in a large free-draining pit, backfilled with a proper planting soil mixture, with adequate topsoil surface exposure, staked for the first year with mulch to limit and prevent weed growth and to retain moisture. The presence of overhead utility lines will necessitate some pruning as trees reach maturity.

A minimum of 1 tree and 3 shrubs per 15 feet of frontage should be required under the MPS.



**Table 4.1 Materials Summary**

<b>Item</b>	<b>Manufacturer</b>	<b>Distributor</b>	<b>Model #</b>	<b>Colour</b>	<b>Cost</b>
<b>Benches &amp; Receptacles</b>					
Free Standing Bench	Victor Stanley 1-800-368-2573	N/A	RB-28 Steelsite 6 foot	RAL 5014	
Backless Bench	“	N/A	FRB-2 Steelsite Radius	“	
Trash Receptacle	“	S-42	S-42 Ironsites	“	
<b>Lights</b>					
Luminaire	Lumec 1-514-430-7040	Brockway 1-902-864-8236	Domus DMS50 – RING	RAL 5014	
Pole & Base	“	“	RA43U-14 *	“	
Short Arm Mounting	“	“	M20C	“	
Double Arms Mounting	“	“	M20C	“	
Long Arms (72") Mounting	“	“	CRL - Custom formed to suit existing concrete poles	“	
<b>Banners &amp; Banner Arms</b>	Kalamazoo Banner Works 1-616-388-4532	Crozier & Agencies 1-800-665-3821	Banner Flex, Custom Banners	“	

\* Note: All fixture specifications (pole & luminaries) to be confirmed for appropriate use regarding local maximum wind speed.

**Table 4.2 Sackville Drive Recommended Tree Species**

<b>Species</b>	<b>Marhalls Seedless Green Ash</b>	<b>Glenleven Linden</b>	<b>Japanese Silk Tree Lilac</b>	<b>Columnar Oak</b>	<b>Columnar Norway Maple</b>
<b>Botanical Name</b>	Fraxinus pennsylvanica “Marshalls seedless”	Tilia cordata “Glenleven”	Syringa amurensis japanica	Quercus robur “Fastigiata”	Acer platanoides “Columnare”
<b>Height</b>	50’	50’	28’	50’	39’
<b>Spread</b>	25’	26’	20’	12’	13’
<b>Leaf</b>	Medium-light green	Medium green	Dark green	Medium green	Dark green
<b>Fall Colour</b>	Yellow	Yellow	None	Brown	Yellow/brown
<b>Flower</b>	None	Very small	White	None	Small yellow/green
<b>Fragrance</b>	None	Yes	Yes	None	None
<b>Growth</b>	Fast	Medium	Medium	Medium	Medium
<b>Form</b>	Open	Oval	Medium	Upright	Upright
<b>Salt Tolerance</b>	Medium	High	Medium	Medium	High
<b>Pollution Tolerance</b>	High	High	Medium	Medium	High
<b>Drought Tolerance</b>	High	High	Medium	High	High
<b>Planting Location</b>	Back of sidewalks	Back of sidewalk	Under power lines	Boulevard	Boulevard
<b>Comments</b>	Tolerates poor soils	Dense foliage	Very attractive when in flower	Holds leaves late into winter	Pruning required for limb maintenance

## 5.0 Implementation Strategy

This chapter describes a proposed strategy for implementing the recommendations detailed in this Streetscape Study. The basic premise of the strategy is to place the onus on the local community and local businesses to lead the effort to revitalize downtown Sackville with the support of the three levels of government. It must be understood at the outset that members of the local community must initiate and manage the redevelopment process, as well as, commit financial and human resources to the effort. Government must be prepared to support these initiatives by providing financial assistance and planning assistance. In some cases the municipality may be able to provide equipment and manpower to assist in the implementation of physical improvements.

If the business community is to play the leading role, a vehicle for organization must be put in place to coordinate these efforts and establish the necessary lines of communication with government. It would be the responsibility of the Sackville Drive businesses to establish a non-profit association charged with the task of representing the interests of the businesses located within the boundaries of the BIDC.

This “development corporation” will, amongst other things, be responsible for securing the necessary funding and managing the implementation of this streetscape design study. The establishment of a formal BIDC requires the approval of council.



## 5.1 Benefits of a formal Business Association

There are a wide variety of benefits to forming a formal business and development organization on Sackville Drive.

- a) Capital Improvements financing – Allows BIDC's to collect or borrow to pay for streetscape programs. HRM already makes \$150,000 available for streetscape improvements each year but only to organized non-profit associations. Currently in HRM there are only 3; The Downtown Dartmouth Development Corporation, The Downtown Halifax Business Commission, The Spring Garden Area Business Association. Merchant Associations on Gottingen, Quinpool and Herring Cove do not have the same status.
- b) Cooperative Enterprises – which allow for joint advertising and purchase of services which would otherwise be too expensive or impractical for individual businesses.
- c) Research and planning/education services – BIDC's collect and analyze economic and demographic data to identify local trends which are valuable to businesses. Lectures by business experts and business data becomes readily available for all members.
- d) Advocacy – enabling downtown businesses to speak collectively with a unified position on matters which affect the local economy. The group also helps improve dialog between relevant government agencies.

## 5.2 Implementation Groups

There are a host of groups that will be required to ensue the successful implementation of this plan. The groups will have to work together with a common vision and a common strategy of making Sackville a better place to live.

### 5.2.1 Business Improvement District Committee (BIDC)

The City Charter allows the formation of special districts which can set a tax on business within the district. The City provides some funding from general revenue for BID's. As well, these areas can set a tax on local business for use by the BID to implement projects within the district. These function like merchant associations with the exception that, once implemented, "membership" is not optional. The tax level is set by area business and collected by the City. These "districts" usually hire staff to implement projects and priorities set by the "members".

There are three BID's withing HRM: Downtown, Downtown Dartmouth, and Spring Garden Road. Two merchant associations are in the process of petitioning to become BID's: Quinpool Road and Gottingen Street.

The history of each of these areas is similar. A merchants association requested change to BID status. Many merchants in each area felt there would be no benefit from the BID status for their business. Almost universally, merchants support the concept once they have been part of a BID for a year. Almost all feel that the benefits easily provide value for the small additional tax.

- The potential benefits for Sackville Drive are more significant than the other HRM BIDs:
- The streetscape improvements will have staff to pursue implementation.
- There will be a vehicle for sharing ideas on Street improvements.
- The BID will be able to apply for funding from other levels of government.
- The BID will have access to a share of HRM BID funding.
- The BID will set its own priorities.

- The BID will provide a united voice of lobbying for improvements.

We have organized three meetings of business owners and operators as part of the Streetscape Study. Four participants in the third meeting organized a fourth meeting and plan to continue in support of creating a Sackville Drive BID.

### 5.2.2 Interest Groups

Several groups with varying mandates already exist in Sackville. These include the Sackville Community Development Association, the Sackville Rivers Association, the Halifax Regional Development Agency, the Sackville Boys' and Girls' Club, the Sackville Seniors Advisory Council, The Acadia Recreation Club, and The Sackville Heritage Society (OTHERS????). Many of these groups were instrumental in the formation of this plan and all of them should play some role in its implementation. One seat from each group should be allowed to sit on the BIDC to ensure representation from the non-business community. The seat would be responsible for informing and representing the their respective associations in the decision making process.

### 5.2.3 HRM

Council has approved funding to undertake this study with a view to implementing improvements for Sackville Drive. It is reasonable to assume that provisions will be made in future budgets to implement some of these improvements. Council should investigate raising the streetscape and BIDC capital project funding level if Sackville businesses are successful in



forming a BIDC.

Much of the work proposed will be required under normal infrastructure reconstruction.. With no “new budget” the work will be completed in a normal 15 to 25 year street improvement cycle.

HRM planning staff will need to continue to act as catalysts for the formation of the BIDC for the next year or until the group is capable of self-organization. They will also need to turn much of the recommendations in this study into formal policy for the next MPS update. Staff could also organize a presentation for the prospective Sackville BIDC group by some of the existing BIDC coordinators. This presentation should discuss the benefits and difficulties of forming a BIDC.

#### 5.2.4 Other levels of Government

Sackville Drive could be producing more jobs and adding to the Nova Scotia economy at a higher level. At the same time, provision of additional services in this area will reduce requirements for other road improvements. Recommendations will also improve the safety and traffic volumes on Sackville Drive, and that improvement may differ required investment in new road systems. Cost sharing from Senior levels of government should be viewed as rational.

### 5.3 Forming a BIDC in HRM

The next step is for a ad-hoc committee of Sackville Drive merchants to circulate a petition along the street requesting a plebiscite on the creation of a BID. This committee will establish the original boundary of the BID. A vote will determine the support for the creation of the BID. If 51% of the business owners representing

51% of the area commercial assessment support the formation of a BID the first meeting will be called to elect a board and form the BID. The organization would then incorporate as a non-profit association and sign a management agreement with HRM to collect an area rate which is collected from all businesses in the BID. In Downtown Halifax, the area rate is applied at 8/10 of a cent on the mill rate. The average rate is about \$300 per year and there is a cap on larger businesses of between \$300-\$2,000 per year.

Staff review proposals by the BIDC's and allocate capital by way of a competition each year. Each spring the area rate is approved by council after the competition and money is allocated to the various groups.

## 5.4 Coordinating Implementation of the Plan

Once the BIDC has been formed and a budget approved, the group should establish an office within the area and hire a coordinator to manage the activities of the group. The coordinator would report directly to the BIDC's board of directors. Budget restraints may require a volunteer or part-time role for the coordinator at the onset but this position would likely turn into a full time position as budgets grow. The specific responsibilities of the coordinator should be as follows:

- e) To take direction from the board of directors in the day-to-day operation of the group.
- f) To work with HRM to implement the physical improvements outlined in this study
- g) To devise and implement a promotions and marketing plan including Internet, radio, TV and print campaigns
- h) To provide BIDC businesses with

information on retailing methods and store promotional ideas, perhaps through the distribution of literature or by arranging seminars and lectures by guest speakers.

- i) Identify and access funding from programs that may be available through the three levels of government.
- j) Direct consulting experts as may be required to complete various campaigns.
- k) Develop a framework for setting goals and measuring success
- l) Act as an advocacy spokesperson on behalf of the Sackville Businesses
- m) Raise awareness about the BIDC through festivals and events and advertising /marketing campaigns.

## 5.5 Cost Estimates

Sackville Drive has been divided into 3 implementation sub-areas consistent with the 3 zones outlined in this study. Table ?? indicates the projected costs for implementing the streetscape improvements by sub-area. Materials and quantities were derived from measurements taken from the georeferenced base mapping. This level of accuracy is sufficient for general planning; however, more accurate estimates will be required during the detailed design and construction stages before going to tender with proposed work. Actual costs may be plus or minus 20%. All quotes reflect 'installed' 2000 prices.

The cost estimate does not include costs for long term easements, land purchases or private improvements. Miscellaneous item./costs are outlined in the various sub-area descriptions and also include allowances for grading, catch basin relocation and special features.

It is important to recognize that the drawings and designs in this document are



conceptual only. A qualified design firm/team should be commissioned to prepare working drawings and contract documents for all individual projects. This additional cost has been accounted for in the cost spreadsheet.

**Lower Sackville Cost Schedule**

Ref # 2041

Dec.4.2000

**ZONE 1: Downsview**

Item	Priority	Quantity	Units	Unit Cost	Cost
Demolition	Low				
Curb Removal	Low	400	l.m.	\$ 6.00	\$ 2,400.00
Sidewalk Removal	Low	0	sq.m.	\$ 2.50	\$ -
Asphalt Road Removal	Low	1100	sq.m.	\$ 1.00	\$ 1,100.00
Concrete Curb and Gutter	Low	400	l.m.	\$ 55.00	\$ 22,000.00
Asphalt Road	Low	500	sq.m.	\$ 22.00	\$ 11,000.00
Grading & Filling	Low	0	sq.m.	\$ 2.50	\$ -
Concrete Sidewalk	Low	0	sq.m.	\$ 55.00	\$ -
Steel Benches	High	8	each	\$ 1,250.00	\$ 10,000.00
Steel Trash Receptacles	High	12	each	\$ 600.00	\$ 7,200.00
Steel Bollards	Low	0	each	\$ 500.00	\$ -
Decorative Pole & Light Fixture (single)	High	12	each	\$ 4,500.00	\$ 54,000.00
Decorative Pole & Light Fixture (double)	High	10	each	\$ 6,500.00	\$ 65,000.00
Decorative Banners (jr. arms & 18 x 36" panel)	High	24	each	\$ 300.00	\$ 7,200.00
Street Signs	High	10	each	\$ 250.00	\$ 2,500.00
Advertising Signage	Medium	2	each	\$ 2,500.00	\$ 5,000.00
Gateway Signs	High	1	each	\$ 20,000.00	\$ 20,000.00
Boulevard Wall (poured in place concrete)	Medium	17	each	\$ 450.00	\$ 7,650.00
Furniture Cluster	High				
Concrete Wall	High	8	cu.m.	\$ 450.00	\$ 3,600.00
Metal Bench (wall mounted)	High	8	l.m.	\$ 350.00	\$ 2,800.00
Interpretive Signage	High	2	each	\$ 2,500.00	\$ 5,000.00
Deciduous Street Trees	High	60	each	\$ 350.00	\$ 21,000.00
Shrubs	Medium	250	sq.m.	\$ 30.00	\$ 7,500.00
Topsoil (100 mm or sod)	Medium	73	cu.m.	\$ 17.00	\$ 1,241.00
Planting Soil (for beds)	Medium	220	cu.m.	\$ 25.00	\$ 5,500.00
Mulch	Medium	160	cu.m.	\$ 12.00	\$ 1,920.00
Sod	Medium	300	sq.m.	\$ 4.50	\$ 1,350.00
Electrical	Low	0	l.m.	90	\$ -
Storm Line	Low	0	l.m.	\$ 125.00	\$ -
Catch Basins	Low	0	each	\$ 1,500.00	\$ -
Urban Wildlife Park	High	1	lump	\$ 50,000.00	\$ 50,000.00
Walker Connector Plaza	Medium	1	lump	\$ 50,000.00	\$ 50,000.00
Little Sackville River Bridge	Medium	1	lump	\$ 200,000.00	\$ 200,000.00
Subtotal					\$ 564,961.00
15% Contingency					\$ 84,744.15
10% Design Fees					\$ 56,496.10
<b>Grand Total</b>					<b>\$ 706,201.25</b>

**Lower Sackville Cost Schedule**

Ref # 2041

Dec.4.2000

**ZONE 2: Retail Strip**

Item	Priority	Quantity	Units	Unit Cost	Cost
Demolition	Low				
Curb Removal	Low	1200	l.m.	\$ 6.00	\$ 7,200.00
Sidewalk Removal	Low	0	sq.m.	\$ 2.50	\$ -
Asphalt Road Removal	Low	1200	sq.m.	\$ 1.00	\$ 1,200.00
Concrete Curb and Gutter	Low	2000	l.m.	\$ 55.00	\$ 110,000.00
Asphalt Road	Low	1600	sq.m.	\$ 22.00	\$ 35,200.00
Grading & Filling	Low	0	sq.m.	\$ 2.50	\$ -
Concrete Sidewalk	Low	0	sq.m.	\$ 55.00	\$ -
Steel Benches	Medium	12	each	\$ 1,250.00	\$ 15,000.00
Steel Trash Receptacles	Medium	16	each	\$ 600.00	\$ 9,600.00
Steel Bollards	Medium	20	each	\$ 500.00	\$ 10,000.00
Decorative Pole & Light Fixture (single)	Medium	56	each	\$ 4,500.00	\$ 252,000.00
Decorative Pole & Light Fixture (double)	Medium	14	each	\$ 6,500.00	\$ 91,000.00
Decorative Banners (jr. arms & 18 x 36" panel)	Medium	70	each	\$ 300.00	\$ 21,000.00
Street Signs	High	10	each	\$ 250.00	\$ 2,500.00
Advertising Signage	Medium	8	each	\$ 2,500.00	\$ 20,000.00
Gateway Signs	High	0	each	\$ 20,000.00	\$ -
Boulevard Wall (poured in place concrete)	Medium	24	each	\$ 450.00	\$ 10,800.00
Furniture Cluster	High				
Concrete Wall	High	12	cu.m.	\$ 450.00	\$ 5,400.00
Metal Bench (wall mounted)	High	12	l.m.	\$ 350.00	\$ 4,200.00
Interpretive Signage	High	3	each	\$ 2,500.00	\$ 7,500.00
Deciduous Street Trees	High	56	each	\$ 350.00	\$ 19,600.00
Shrubs	High	250	sq.m.	\$ 30.00	\$ 7,500.00
Topsoil (100 mm or sod)	High	300	cu.m.	\$ 17.00	\$ 5,100.00
Planting Soil (for beds)	High	850	cu.m.	\$ 25.00	\$ 21,250.00
Mulch	High	700	cu.m.	\$ 12.00	\$ 8,400.00
Sod	High	5000	sq.m.	\$ 4.50	\$ 22,500.00
Electrical	Low	0	l.m.	90	\$ -
Storm Line	Low	0	l.m.	\$ 125.00	\$ -
Catch Basins	Low	0	each	\$ 1,500.00	\$ -
Subtotal					\$ 686,950.00
15% Contingency					\$ 103,042.50
10% Design Fees					\$ 68,695.00
<b>Grand Total</b>					<b>\$ 858,687.50</b>

**Lower Sackville Cost Schedule**

Ref # 2041

Dec.4.2000

**ZONE 2: Fenerty Square**

Item	Priority	Quantity	Units	Unit Cost	Cost
Demolition	Low				
Curb Removal	Low	0	l.m.	\$ 6.00	\$ -
Sidewalk Removal	Low	0	sq.m.	\$ 2.50	\$ -
Asphalt Road Removal	Low	0	sq.m.	\$ 1.00	\$ -
Concrete Curb and Gutter	Low	0	l.m.	\$ 55.00	\$ -
Asphalt Road	Low	0	sq.m.	\$ 22.00	\$ -
Grading & Filling	Low	0	sq.m.	\$ 2.50	\$ -
Concrete Sidewalk	Low	0	sq.m.	\$ 55.00	\$ -
Steel Benches	Medium	0	each	\$ 1,250.00	\$ -
Steel Trash Receptacles	Medium	0	each	\$ 600.00	\$ -
Steel Bollards	Medium	0	each	\$ 500.00	\$ -
Decorative Pole & Light Fixture (single)	Medium	0	each	\$ 4,500.00	\$ -
Decorative Pole & Light Fixture (double)	Medium	0	each	\$ 6,500.00	\$ -
Decorative Banners (jr. arms & 18 x 36" panel)	Medium	0	each	\$ 300.00	\$ -
Street Signs	High	0	each	\$ 250.00	\$ -
Advertising Signage	Medium	0	each	\$ 2,500.00	\$ -
Gateway Signs	High	0	each	\$ 20,000.00	\$ -
Fenerty Park	High	1	each	\$ 600,000.00	\$ 600,000.00
Deciduous Street Trees	High	0	each	\$ 350.00	\$ -
Shrubs	High	0	sq.m.	\$ 30.00	\$ -
Topsoil (100 mm or sod)	High	0	cu.m.	\$ 17.00	\$ -
Planting Soil (for beds)	High	0	cu.m.	\$ 25.00	\$ -
Mulch	High	0	cu.m.	\$ 12.00	\$ -
Sod	High	0	sq.m.	\$ 4.50	\$ -
Electrical	Low	0	l.m.	90	\$ -
Storm Line	Low	0	l.m.	\$ 125.00	\$ -
Catch Basins	Low	0	each	\$ 1,500.00	\$ -
Subtotal					\$ 600,000.00
15% Contingency					\$ 90,000.00
10% Design Fees					\$ 60,000.00
<b>Grand Total</b>					<b>\$ 750,000.00</b>

## ZONE 3: Low Density

Item	Priority	Quantity	Units	Unit Cost	Cost
Demolition	Low				
Curb Removal	Low	2100	l.m.	\$ 6.00	\$ 12,600.00
Sidewalk Removal	Low	0	sq.m.	\$ 2.50	\$ -
Asphalt Road Removal	Low	1900	sq.m.	\$ 1.00	\$ 1,900.00
Concrete Curb and Gutter	Low	3450	l.m.	\$ 55.00	\$ 189,750.00
Asphalt Road	Low	2700	sq.m.	\$ 22.00	\$ 59,400.00
Grading & Filling	Low	0	sq.m.	\$ 2.50	\$ -
Concrete Sidewalk	Low	0	sq.m.	\$ 55.00	\$ -
Steel Benches	Medium	4	each	\$ 1,250.00	\$ 5,000.00
Steel Trash Receptacles	Medium	10	each	\$ 600.00	\$ 6,000.00
Steel Bollards	Medium	0	each	\$ 500.00	\$ -
Decorative Pole & Light Fixture (single)	Medium	6	each	\$ 4,500.00	\$ 27,000.00
Decorative Pole & Light Fixture (double)	Medium	26	each	\$ 6,500.00	\$ 169,000.00
Decorative Banners (jr. arms & 18 x 36" panel)	Medium	52	each	\$ 300.00	\$ 15,600.00
Street Signs	High	18	each	\$ 250.00	\$ 4,500.00
Advertising Signage	High	6	each	\$ 2,500.00	\$ 15,000.00
Gateway Signs	High	1	each	\$ 20,000.00	\$ 20,000.00
Boulevard Wall (poured in place concrete)	Medium	45	each	\$ 450.00	\$ 20,250.00
Furniture Cluster	High				
Concrete Wall	High	12	cu.m.	\$ 450.00	\$ 5,400.00
Metal Bench (wall mounted)	High	12	l.m.	\$ 350.00	\$ 4,200.00
Interpretive Signage	High	3	each	\$ 2,500.00	\$ 7,500.00
Deciduous Street Trees	High	45	each	\$ 350.00	\$ 15,750.00
Shrubs	High	250	sq.m.	\$ 30.00	\$ 7,500.00
Topsoil (100 mm or sod)	High	120	cu.m.	\$ 17.00	\$ 2,040.00
Planting Soil (for beds)	High	370	cu.m.	\$ 25.00	\$ 9,250.00
Mulch	High	95	cu.m.	\$ 12.00	\$ 1,140.00
Sod	High	1200	sq.m.	\$ 4.50	\$ 5,400.00
Electrical	Medium	0	l.m.	90	\$ -
Storm Line	Medium	0	l.m.	\$ 125.00	\$ -
Catch Basins	Medium	0	each	\$ 1,500.00	\$ -
Pine Hill Park	Medium	1	lump	\$ 50,000.00	\$ 50,000.00
Cemetery Fence/Hedge	Medium	1	lump	\$ 50,000.00	\$ 50,000.00
Subtotal					\$ 604,180.00
15% Contingency					\$ 90,627.00
10% Design Fees					\$ 60,418.00
<b>Grand Total</b>					<b>\$ 755,225.00</b>

## 5.6 Funding Availability

### 5.6.1 Streetscape, Infrastructure and Urban Design

#### HRM BIDC FUNDING

HRM makes available \$150,000 for capital improvement projects each year to be distributed between the 3 BIDC's in HRM. This money is only available to incorporated non-profit BIDC's.



NOVA SCOTIA: CANADA/NOVA SCOTIA  
COOPERATION AGREEMENT ON  
ECONOMIC DIVERSIFICATION

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The program is aimed at enhancing economic growth, economic diversification and competitiveness in Nova Scotia. Funding is negotiable and contact Soraya Liscano-Smith at (902) 426-8351.

URBAN ISSUES PROGRAM

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The program promotes urban heritage conservation by communities. Funding is up to \$30,000 per year for 3 years. Call Gisele Rucker (514)878-5270

HRDC SUMMER CAREER PROGRAM

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The program pays up to minimum wage for non-profit groups. Contact Nancy Attwood, Human Resource Centre at Sunnyside Mall prior to March, 426-4615.

HRDC SUMMER CAREER PROGRAM

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The program pays up to minimum wage for non-profit groups. Contact Nancy Attwood, Human Resource Centre at Sunnyside Mall prior to March, 426-4615.

JOB CREATION PARTNERSHIP PROGRAM

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The program provides funding for people to work part-time. Contact Anne Knott, at the Human Resource Centre at Sunnyside Mall prior to March, 426-7699.

## 5.6.2 Wildlife & Environment

CANADIAN WILDLIFE FEDERATIONS  
FUNDING PROGRAM

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The program provides funding to promote wildlife habitat and wise use of wildlife resources in Canada. Average funding is a few thousand dollars. Call Jan Delman, (613) 721-2286

COMMUNITY-UNIVERSITY RESEARCH  
ALLIANCES (CURA)

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The program supports the creation of special joint venture university-community alliances that fosters innovative research, training and advancement of knowledge. Groups can receive funding up to \$200,000 per year for 3 years. Contact Peter Levesque (613) 943-1145

ECOACTION 2000 COMMUNITY FUNDING  
PROGRAM

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The program provides financial support for community groups for projects that have measureable, positive impacts on the natural environment. Funding ranges from \$500 to \$100,000. Average funding is \$25,000. Contact Marc Sheeran, 426-8521.

EJLB FOUNDATION ENVIRONMENT  
PROGRAM

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The program provides funding for land preservation and nature sanctuaries, and local environmental initiatives. Funding ranges from \$3,000-\$100,000. Contact Robert Alain at (514)843-4080.

NATURE CONSERVANCY OF CANADA

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The program assists conservation groups to secure ecologically significant areas. Funding varies. Contact the Atlantic Director at (506) 450-6010.

NOVA SCOTIA ADOPT-A-STREAM  
PROGRAM

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The program helps community-based groups undertake projects to enhance and restore aquatic habitats and rehabilitate fish populations. Funding varies with each project. Program provide 50 cent dollars. Contact the director at (902) 644-1276.

NOVA SCOTIA RIVER WATCH PROGRAM

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The program is aimed at educating stakeholders towards the protection of aquatic habitats and/or inland fish populations. Groups

can apply for funding of materials and professional services. Call the director at (902) 485-5056.

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SHELL ENVIRONMENTAL FUND

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The program is a national program to provide financial support for innovative, community base, action-oriented projects that improve and protect the Canadian Environment. Funding doesn't exceed \$5,000. Contact Sheila Butler at (403) 691-2071

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WILDLIFE HABITAT CANADA

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The program provides funding for projects that establish habitat objectives and integrate them into planning, development and land use processes. There is no limit on funding, however, WHC will fund a maximum of 25 to 35% of the overall project budget. Call Jamie Fortune (613) 722-2090.

## 5.7 Phasing

This is a long term strategy and implementation must be well coordinated to ensure that consistency and momentum are maintained. Taking positive and visible small steps at the beginning is important.

Lighting, banners, benches and street trees go a long way towards demonstrating positive improvements and genuine interest in the street. Installation of the gateway signs would be a highly visible first project that will help build momentum for further streetscape improvements. Another relatively inexpensive and easy to build project would be the introduction of the planted medians to the Downsview zone. There are areas at this end of Sackville Drive that currently 8-10' wide painted medians. Real planted medians could easily be added to these areas. This project would help bring back a 'local' scale to the street in this area. It would also contribute colour and life to the street and would help slow traffic through this wide area that now encourages speeding.



HRM Planning could introduce stricter policy with regards to signage, landscaping and future development practices to ensure that current problems on the street are not repeated. In addition, a detailed secondary plan (as outlined in the MPS) should be initiated as soon as possible to identify and recommend solutions for problems in Sackville beyond the scope of this study area.

One way to really kick-start the streetscape improvements would be to initiate the Fenerty Square development. If the planning department were to identify the most appropriate location and institute policy with regards to this development there may be a great deal of interest in the developer community. A project of this scale should be managed as a development agreement to ensure that it is built to the standard and fulfills the general goals of the development as outlined in this study. The important components of the development include connections to the Sackville River, a large visible central greenspace (which would be developed by HRM) fronted by new development, street related commercial/retail, frontage on Sackville Drive, quality architecture, and on-street parking. The street related retail requirements is particularly important to provide continuity and ease of access for pedestrians. The development and all its components must focus on pedestrian friendliness and ease of access for walking residents. HRM and the developer should encourage compatible pedestrian uses like bookstores, coffee shops, restaurants, art galleries, clothes shops, a small theatre, etc. It is critical that individual shops with window display potential front on the central greenspace. Interior circulation could be developed but not unless the street related retail is assured. Upper floors could be office or institutional space. Provisions should be made for a seniors complex somewhere nearby to fulfill this growing need in the community.

In the longer term, coordination of driveway entrances, introduction of additional

medians, introduction of furniture clusters, and signage and architectural façade improvements should be implemented. Recommendations should be incorporated into regular civil maintenance upgrades undertaken by engineering and parks.

## 5.7 Report Availability

This report is one of the first consulting studies in HRM designed for ease of access as an online electronic document. The report has been compiled in Adobe's PDF format which is readable by all PC's today. The document should be made available on HRM's planning department webspace as soon as possible. This 'ease of access' will improve grassroots support of the document by individuals and groups in Sackville and will encourage other communities in HRM to undertake similar processes to improve their communities.

A hard copy of the report should also be made available at the Acadia Library and at the planning department.



## A) Public Meeting Comments

Overall, the list of comments (broken down into their respective categories) from the three information sources listed below and on the next few pages .

### 2.4.1 Signage

- There is a clear need for Signage Standards and a by-law which should be properly enforced
- Existing by-law for signs has a 10' setback from street but is not enforced
- Common signage theme for the street would be good to create a unique identity
- More signs on the 101 & 102 needed to draw visitors and shoppers in
- Sackville could be developed as a Gateway to the HRM
- More internal information and directional signage in Sackville (Visitor info centre)
- Better identification of services (police, fire etc.)
- Signs to show tourism sites
- Consolidate individual signs into one sign – permanent with space with advertising
- Control day-glow signs. Too many now, which makes all of them illegible and adds to visual clutter on the street.
- Follow the shopping mall model when it comes to day-glow signs. Have one available for a certain area that merchants can apply for 4-week-terms on a rotating schedule. A downtown Merchants Association (if one were established) could control the process.
- Permanent signage, with space for temporary advertising would be preferable
- Electronic signs – phone in messages
- Portable vs. permanent – need to DEFINE before we can control



- Stand alone signs and signs on buildings need to be considered. Bedford is a good model.
- Portable signs (6 on street are permanent in the asphalt). Far too many portable signs. Visual blight and reduce their effectiveness to get attention when there are so many.
- Portable signs are a cost effective solution for small business owners. They contribute to winter maintenance problems. Especially those on city property adjacent to sidewalks.
- Provincial signage standards have been passed. Should look at them. Need for a distinct sign in Sackville that fits the provincial standards.
- A lot of unused readerboard space on buildings
- More permanent looking bases for signs would improve the looks. Plantings at base?
- Need for coordinated design for signs.
- Need for flexible sign design standards while controlling size, shape, etc.
- How effective is Staples sign so far from the actual store?
- Current placement and design of signs on Sackville Drive give "fleamarket" appeal
- Welcome to sign to Sackville would be desirable.
- 101 overlooks Sackville and should be used to better inform tourists about Sackville. Need better signs on 101
- Don't allow off premise signs
- Remove remnant signs. Remove the large unused sign on Sobey's property near Sackville River

#### 2.4.2 Transportation & Circulation

- Recommend moving to no left turns except at controlled intersections
- Boulevard could slow traffic in core area (Riverside to McDonalds)
- Boulevard to be designed with centre lane for turning
- Safe, legal access needed from Sackville Manor to Downsview mall (across hwy 101)
- Reorganize parking lots so that all lanes run on the same axis
- Combine driveways, minimize curb cuts along Sackville Drive
- More ways for pedestrians to cross Sackville Drive are required
- Painted crosswalks to be retouched early in spring, rather than the fall
- Longer crossing signals for pedestrians

- Visions for the street include the ability to take a relaxed walk down the street
- Overhead pedways to cross the road
- More traffic lights, with several business access-points merged at each
- Turning into Kent parking lot can be very dangerous—this is unacceptable
- Parking sideways to Mall
- Build a River Trail
- Sidewalks to link new P3 school and other community resources
- River trail & TransCanada trail to provide bike access - spurs from Sackville Dr.
- Barrier Free Design guidelines to be observed – ramps
- More internal Bus stops requested
- Internal transit is terribly inadequate, Mini-bus service to be initiated –
- Trucks turning left on Sackville crossroads is a problem
- double stop lights on Florence are a problem
- Bus terminals in very poor shape, surrounded by garbage
- Rock church lots of traffic (school through week)
- Large Number of people trying to cross Sackville Drive in the library area. There is an uncomfortable distance to cross walks at lights from Library. There have been 2 fatalities already.
- Sackville Drive lights are not synchronized. Could comfortably add another 2 lights without delays if they were synched.
- Sackville has 7 rush hours; 5 days a week : Sunday flea market, Saturday shopping
- Payzants – real bottle neck, lots of accidents
- A lot of traffic lights make it difficult to access street.
- Car parking right up against sidewalk. Some bumpers are way over sidewalk forcing people into grass medians (this area has a lot of dead grass). Need concrete parking restraints in these areas. Poor entry to Downsview mall.
- Site exit curbs don't match up with asphalt in some places causing people to drive over grass median or crack curbs.
- What about a mid block crosswalk near library? Precedence for it on Portland Street near Honda dealer (5 lane highway) and other places throughout HRM. What about synchronizing lights and adding another light?? Would need to consolidate some driveways into a shared driveway if this were considered.

### 2.4.3 General Streetscape Issues

- Protect the Sackville River – retain, redirect, and manage storm-water
- More local parks needed
- HRM to purchase corner properties upon availability (for parks, turning lanes)
- Enhance the area of the little Sackville River Culverts (Metropolitan Salmon stream is special / unique)
- Downsvie Mall will be undergoing a substantial facelift. The mall is seen as the "heart" of Sackville.
- Downsvie Mall scale improvements – need for landscaping, hill in back
- Downsvie very important to community
- Don't let Downsvie become another Bayer's Lake
- Need for community core – municipal building, close knit business, recreation (toboggan hill), seniors' villa, multi-service centre, hotel.
- More restaurants (not fast food), movie theatre, shops
- World class curling facility to be exploited
- Common theme for Sackville Dr. (Heritage / Historical) to be developed
- Delineate 3 distinct areas with a small square in the middle of the road
- Corner of Pinehill (Rubber Ducky Car Wash, radiator) needs focus
- Sackville to be a place that provides for peoples' needs
- Expansion of Cobequid Centre
- A better connection between businesses and green on street
- Save the oldest house in Sackville
- Public gardens
- Replace / Remove used car dealerships
- Sackville to be a place residents can take pride in
- Need more waste baskets on the street
- Clean-up crew on a regular basis
- Benches
- Decorative street lighting, flower beds, bus shelters
- Banners on Lamp posts
- More Trees
- Assign regular landscape maintenance
- Acid slate under parking lots and buildings
- Remove "ugly" buildings
- Remove grass strip between road and sidewalk
- Already 7 ball fields on Sackville Drive



- Hospital with 24 hour service needed, currently only 18 hour service
- Beaverbank Road needs landscaping but zoning will not permit
- Beaverbank car lots – need for more standards
- Advertise next public forum at Sports Stadium
- Development Agreement process for all new business applications
- Planning strategy changes to implement vision
- Safety is a big concern, as is cleanliness
- Sackville River group has an active trails subcommittee (Jim Olives – head). Trail to Sackville Drive to be complete by 2002.
- Sobeys (who owns the river land abutting Sackville Drive) wants to participate in ideas for this important area.
- Pedestrian access to Sackville River is important
- Cobequid centre will move. Where? Shouldn't be on Sackville Drive, too much traffic already without ambulances and emergency vehicles.
- Fultz house will expand to permanent museum some time soon.
- We should make some façade improvements recommendations?
- tree plan for street needed.
- Don't forget floodplain restrictions
- shopping carts, litter (where young families are!)
- 40 carts pulled out of River every year. How to deal with carts. Problems getting Sobeys to come and pick up carts on Sackville Drive and sidestreets.
- What's distinct? Graveyard – lots of frontage. Poor quality fence along length.
- Many 'temporary' signs on HRM property. What is the setback?
- Grass strip is in very poor shape through much of central/commercial Sackville drive.
- Garbage cans closer to bus stop locations.
- Open stormwater grates in sidewalks a potential safety hazard.
- Walls on HRM property are falling over or are in poor shape.
- Need for coordinated street tree planning
- Asphalt open space near Sackville River is an eyesore.
- Can't see the Sackville River from the street.

#### 2.4.4 Economic Development

- Total population in Sackville is now in excess of 32,000 (1994) and the growth rate is phenomenal (700% in 25 years).
- Sackville has no identifiable civic core and community planning has centred completely around dependence on the automobile.
- There is no pedestrian orientation in most residential and all commercial districts and a glaring absence of open public space.
- The community hosts no major annual public events, exhibitions or festivals and lacks opportunities for social congregation.
- Untapped markets for clothing, footwear, electronics, furniture, appliances, sporting goods, books, fine dining, and new cars.
- Most retail purchases made in Sackville are for high-volume, low-margin goods such as groceries and personal care items.
- Sackville has gained a reputation as a difficult retail market because many goods and services have not been available in the city and consumers have been conditioned to believe that they must look outside the city to find these things.
- The importance of the airport as a facilitator of economic development in metro and the province is immense. Proximity and common municipal interests should be used as leverage to maximize Sackville's integration with airport trade.
- Overwhelming demand for walking trails and parkland.
- The downtown evolved as a corridor, rather than a cluster, which does not lend itself to creating a community nucleus.
- Most of the street's problems (traffic, atmosphere, signage, landscaping) stem from permissive land use planning. The Land Use By-law permits 32 land-use activities in the Commercial Corridor zone, basically "anything goes."
- There is a cluttered patchwork of different lot and building scales those functions neither as an efficient car-oriented "strip" nor as a pedestrian-friendly downtown.
- Planning studies should investigate splitting the Commercial Corridor into two separate designations, one that accommodates large car-oriented facilities and another that supports the human scale of the street.
- Sackville is commonly perceived as a residential suburb with little community character and no community focus. A pedestrian-friendly

downtown will help give Sackville an urban, rather than suburban, atmosphere.

Approximately 10,000 people live within walking distance of downtown Sackville.

- Sackville has no small town character to preserve, but restructuring of the downtown can give the community some of its own urban character.
- By-law should decrease, from three, the number of portable signs permitted per property, and include minimum setback provisions. Another option is to ban portable signs, either everywhere or just in designated areas such as any future "Mainstreet" zone or near public open spaces.
- With no mid- to high-end residential developments, Sackville is constantly losing its wealthiest residents.
- The highway system was designed to move people between metro and the Valley and serves the transportation needs of Sackville more by default than by design. Very poor links to highways at the Cobequid Road, which means that some traffic ends up racing down Sackville Drive, with no intention of ever stopping, just to get to the highway.
- Despite the size of the population in Sackville, there are no municipal, provincial, or federal government buildings, community colleges, nursing care facilities, hospitals, post offices, or universities.
- Sackville has won the bid to host the 2007 Canada Summer Games.
- Community Master Plans should provide more condensed and viable commercial zones including centralized business districts and small nodes to service residential districts.
- Future developments in public housing are to be more fully integrated with the community as a whole.
- Shortage of available seniors housing and a long-term increase in demand for this type of accommodation.
- Seasonal shortages of hotel accommodations, the most likely location for an additional facility would be adjacent to hwy 101 or 102.
- Sackville is in an excellent position to develop a new Auto Mall for the regional marketplace.
- It is likely that a second area (next to Bayers Lake) for regional retailers will evolve in Metro. Sackville is well positioned to take advantage of this opportunity.

