

### 11760 - 109 Street NW

To allow for the adaptive reuse of the Designated Municipal Historic Resource, the Hangar 11 building as a mixed-use building.



**Recommendation:** That Charter Bylaw 20181 to amend the Zoning Bylaw from (DC1) Direct Development Control Provision to (DC1) Direct Development Control Provision be **APPROVED**.

Administration **SUPPORTS** this application because:

- it facilitates the preservation of a Designated Municipal Historic Resource;
- it enhances building restoration and amenities;
- the proposed changes are compatible with, complementary to and service the adjacent NAIT campus;
- is within 400 m of an LRT station which aligns with the Transit Oriented Guidelines; and

- align with the Policies in the City Centre Area Redevelopment Plan (ARP) and City Plan.

## Application Summary

**CHARTER BYLAW 20181** will amend the Zoning Bylaw, as it applies to the subject site, from (DC1) Direct Development Control Provision to (DC1) Direct Development Control Provision to allow for the adaptive reuse of the historic Hangar building, to a mixed use development. The proposed DC1 Provision will revise the development regulations to facilitate refined design opportunities while maintaining the key heritage features and are summarized below:

- Increase the maximum number of dwellings from 260 dwellings to 316 dwellings;
- Add Child Care Services, Exhibition and Convention Facilities and Indoor Participant Recreation Services to the list of Uses;
- Decrease the east lot line setback from 4.0 m to 1.0 m;
- Reduce the amount of amenity space per dwelling required from 7.5m<sup>2</sup> to 6m<sup>2</sup>; and
- Revise the ratio of required trees and shrubs

This application was accepted on March 31, 2022, from Architure (Tim Antoniuk) T3 Development LP by its General Partner T3 Development Inc.

The proposed rezoning is in conformance with the City Centre Area Redevelopment Plan (ARP) by allowing for the repurposing, preservation and restoration of a Designated Municipal Historic Resource and allowing for refined design opportunities for its redevelopment.

This proposal aligns with The City Plan goals and policies to accommodate all future growth for an additional 1.25 million population within Edmonton's existing boundaries. The site falls within the 118 Avenue District Planning Area which identifies it as a Mobility Hub, and an Institutional/Employment Centre.

A previous rezoning application, Charter Bylaw 19837, was approved by City Council Public Hearing on September 8, 2021, that allows for the adaptive reuse of the historic Hangar 11 building as a mixed-use building. Changes to the current (DC1) Direct Development Control Provision are required to facilitate refined design opportunities.

## Community Insights

Based on the characteristics of this application the file was brought forward to the public using the Basic Approach. This approach was selected because the proposed change is compatible with surrounding land uses; and the proposal conforms to the City Plan and planning policies.

The Basic Approach included the following techniques:

- Information on the application was added to the City of Edmonton's website; and
- An Advance Notice postcard was sent to the affected Community Leagues and surrounding property owners within a 60 meter radius. Further details of the Advance Notice and website are below.

**Advance Notice**, April 12, 2022

- Number of recipients: 82
- Number of responses with concerns: 0

**Webpage**

- [edmonton.ca/blachfordplanningapplications](http://edmonton.ca/blachfordplanningapplications)

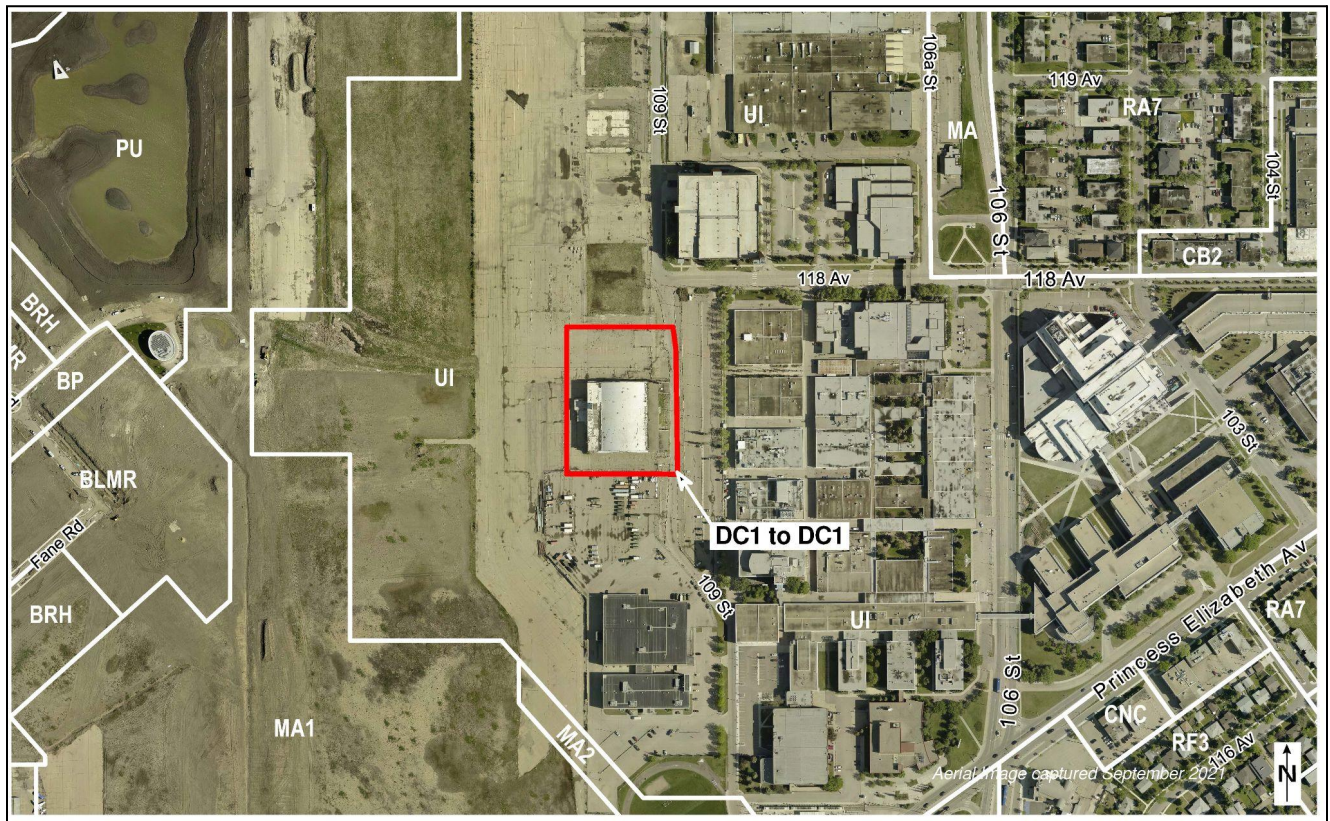
**Common comments heard throughout the various methods include:**

No formal feedback or position was received from the Calder, Lauderdale, Prince Charles, Prince Rupert, Spruce Avenue, Prince Charles and The Westwood Community Leagues at the time this report was written.

## **Site and Surrounding Area**

The subject rezoning area is located in the southeast corner of both the former municipal airport, Blatchford Area neighbourhood, and the City Centre Area Redevelopment Plan. The site is currently developed with the Designated Municipal Historic Resource, the Hangar 11 building. Immediately to the east is the NAIT campus and to the south is Brig. James Curry Jefferson Armory. The remaining surrounding area is prominently undeveloped and intended to be redeveloped with a Town Centre District to the south as a prime shopping area as well an entertainment and cultural destination. A Technology and Research District is proposed to the north, with a dense mixed use community that straddles the planned LRT corridor and provides long green corridors. A Park District is planned to the northwest that provides ample green space for passive and active recreation and provides connectivity into adjacent districts. West of the Park District is the planned Agrihood District, a medium and high density development providing for a mix of uses at local nodes adjacent to transit stops. The site is in close proximity to 118 Avenue NW, a primary corridor and a future LRT stop and is within 400 m of the current NAIT campus LRT stop.





Aerial view of application area

	EXISTING ZONING	CURRENT USE
<b>SUBJECT SITE</b>	(DC1.19837) Direct Development Control Provision	Hangar 11 Building
<b>CONTEXT</b>		
North	(UI) Urban Institutional	Vacant
East	(UI) Urban Institutional	NAIT Campus
South	(UI) Urban Institutional	Brig. James Curry Jefferson Armory
West	(UI) Urban Institutional	Vacant



*Hangar 11, north elevation, looking southeast from Blatchford site.*



*Hangar 11, south and west elevations, looking northeast from Blatchford site.*

## Planning Analysis

### Land Use Compatibility

The proposed rezoning allows for the preservation of and restoration of the existing Hangar 11 building. It is compatible with the surrounding development, is located within 400m of the future Blatchford LRT Station and is within 400m of the current NAIT campus LRT stop which aligns with the Transit Oriented Guidelines and will integrate with the adjacent institutional uses by adding additional residential units to the area with added commercial amenities. The proposed DC1 Provision includes provisions to allow and encourage the restoration of the existing building with key heritage features and provides further refinements to the proposed building design, while maintaining the key heritage features.

South and west of the site are the planned communities of the Town Centre District and the Agrihood District while the subject site falls within the planned Technology and Research District. East of the subject site is the Northern Alberta Institute of Technology (NAIT), a post-secondary institution with a student population of almost seventeen thousand students. Once restoration of the building is complete, the Hangar 11 building will serve the NAIT community and surrounding planned communities by providing a mix of housing options, additional commercial opportunities, and an opportunity for programmed events. The added addition of 56 dwelling units is a result of changes in the building's design and will result in more dwelling units for the Blatchford Area community.

While the east side setback is proposed to be decreased from 4.0 m to 1.0 m it still provides an adequate transition to the adjacent NAIT building as the two buildings are buffered by a large open parking lot.

The application proposes to reduce the amenity space per dwelling from 7.5m<sup>2</sup> to 6m<sup>2</sup>. Large-format amenity space continues to be offered through the open concept of the Hangar ground floor commercial

units, and additional seating areas on the second and third floors with approximately 150-175 seats overlooking the railing to the main floor. On the rooftop, there will be two enclosed amenity rooms, as well as an open rooftop area.

All other proposed amendments to the approved DC1 Provision will enhance the overall appearance, site design and commercial opportunities for the subject site.

### **Plans in Effect**

The subject site falls within the City Centre Area Redevelopment Plan (ARP) where it is designated as part of the Technology & Research District. The rezoning conforms to the following ARP objectives:

- the repurposing and designating of the historic hangar building;
- providing medium to high density residential development intended to support ridership on the LRT line;
- accommodates the long-range requirements of NAIT to expand its urban campus as an integrated part of the community; and
- the provision of varied economic development opportunities and non-residential land uses including local retail and institutional.

### **The City Plan**

The proposed rezoning area is in alignment with the City Plan (MDP) goals and policies to accommodate all future growth for an additional 1.25 million population within Edmonton's existing boundaries. The site falls within the 118 Avenue District Planning Area which identifies it as a Mobility Hub, and an Institutional/Employment Centre. In a larger context, the site falls within the Blachford-NAIT-Kingsway area which is identified as a City Centre. The proposed rezoning aligns with the 118 Avenue District Planning Area by creating a community of communities and improving connection, accessibility and quality of life at a local level by creating a "15 minute city" and will help deliver services and amenities closer to where people live.

### **Heritage**

Hangar 11 was constructed in 1942 by the United States Army Air Force (predecessor to the modern US Air Force), and features International style influences. The building was one of four major hangars and several dozen other small buildings constructed on the Blatchford Field site as part of the Northwest Staging Route. This initiative, a cooperative partnership between the governments of the United States, United Kingdom and Canada, channeled critical Lend-Lease aid and materials from the United States to the Soviet Union through Alberta and Alaska. Much of the aid was used by the Soviet Union on the Eastern Front, after the invasion of the Soviet Union

by Germany through Operation Barbarossa in June 1941. It is estimated that between 7,000 to 10,000 aircraft and thousands of tons of other war materials were channeled through the Blatchford Field site between 1942 and 1944.

Hangar 11 was designated a Provincial Historic Resource on May 24, 2022, with City Council's approval of Bylaw 20084 to designate Hangar 11 as Municipal Historic Resource.

## **Technical Review**

### **Transportation**

109 Street NW south of 118 Avenue NW was recently upgraded as part of ongoing Metro Line LRT work in the area. An active modes connection along 118 Avenue NW, between the Metro Line and 106 Street NW is currently being explored by Administration, with implementation anticipated to occur in 2023. These improvements, together with the Metro Line LRT, will provide excellent multimodal accessibility to Hangar 11 with an estimated completion anticipated by 2025.

### **Drainage**

Drainage infrastructure has already been installed to support the North West LRT Extension within this area. Sanitary servicing for the Blatchford neighbourhood is divided into two basins; east and west. Developments in both basins will connect to an existing combined trunk sewer located within 114 Avenue NW, north of Kingsway Avenue NW and Prince Elizabeth Avenue NW. The proposed Hangar 11 site falls within the east basin.

### **Transit**

There is currently no bus service internally within Blatchford. Bus service is available near the Hangar 11 building on numerous exterior roads adjacent to the neighbourhood. "Frequent" and "rapid" mass transit bus routes are anticipated to operate on roadways near Blatchford in the future as part of the mass transit network.

### **EPCOR Water**

The applicant/owner will be responsible for all costs associated with providing City standards for water supply including any changes to the existing water infrastructure required by this application.

A deficiency in on-street fire protection adjacent to the property was identified by EPCOR Water. The owner will be required to construct approximately 140m of new water mains and two new hydrants within the assumed extension of 109 Street NW.

All relevant comments from affected City Departments and utility agencies have been addressed.

## **Appendices**

- 1 DC1 Track Changes
- 2 Context Map
- 3 Application Summary



## Track Changes of Proposed DC1 Against Current DC1.19837

Black Font                      Existing Text in DC1.19837  
~~Strikethrough:~~              Proposed deletion from DC1  
Underline:                      Proposed addition to DC1

### 1. General Purpose

To allow for the adaptive reuse of the historic Hangar 11 building as a mixed-use building, including alterations to the building's interior and exterior.

### 2. Area of Application

This Provision shall apply to Lot 1, Block 1, Plan 2220875, as shown on Schedule "A" appended to the Charter Bylaw adopting this Provision, Blatchford Area.

### 3. Uses

1. Bars and Neighbourhood Pubs
2. Breweries, Wineries and Distilleries
3. Business Support Services
4. Child Care Services
5. Convenience Retail Stores
6. Creation and Production Establishments
7. Exhibition and Convention Facilities
8. General Retail Stores
9. Health Services
10. Indoor Participant Recreation Services
11. Live Work Unit
12. Market

### Rationale

Added uses after reviewing the Development Permit drawings which did not include the additional three uses.

- 13. Media Studios
- 14. Multi-unit Housing
- 15. Personal Service Shops
- 16. Professional, Financial & Office Support Services
- 17. Public Libraries and Cultural Exhibits
- 18. Residential Sales Centre
- 19. Restaurants
- 20. Secondhand Stores
- 21. Spectator Entertainment Establishments
- 22. Special Event
- 23. Specialty Food Services
- 24. Supportive Housing
- 25. Urban Gardens
- 26. Vehicle Parking
- 27. Fascia On-premises Signs
- 28. Projecting On-premises Signs

#### **4. Development Regulations for Uses**

- 1. Each Restaurant, Bar and ~~Ne~~ighborhood Pub and Specialty Food Service Use shall be limited to a maximum of 240 m<sup>2</sup> of Public Space, excluding exterior patio/deck/terrace space which can be to a maximum of 50% of the interior Public Space.
- 2. The maximum floor area for Commercial Uses shall be 3,800 m<sup>2</sup>.
- 3. Signs shall comply with the regulations found in Schedule 59H of the Zoning Bylaw.

## 5. Development Regulations For Site Layout and Built Form

1. The development shall be in general conformance with the attached appendices.
2. The maximum building Height shall be 16.0 m.
3. The maximum Floor Area Ratio shall be 2.0.
4. The maximum density shall be ~~316~~ 260 Dwellings.
5. Minimum building Setbacks shall be as follows:
  - i. 12.0 m from the south Lot line; except for the easterly portion passed the northern building envelope where the minimum setback shall be 9.0 m from the south Lot line;
  - ii. 45.0 m from the north Lot line; except for the Energy Transition Station and accessory buildings which shall be in the general location as shown on the Appendix 1 - Site Plan;
  - iii. 9.0 m from the west Lot line; except for the Energy Transition Station and accessory buildings which shall be in the general location as shown on the Appendix 1 - Site Plan; and
  - iv. 1.0 m ~~4.0 m~~ from the east Lot line; except for the original brick chimney which can ~~is to~~ be located within this Setback area.

The increase in dwelling units is a change due to site design of the interior of the Hangar 11 building allowing for more dwelling units.

This regulation was modified for more clarity for the Development Permit Review

A shared common building with proper separation is proposed to house the Energy Transition Station and Garbage enclosure for a more effective utilization of the sites design.

While the east side setback is proposed to be decreased from 4.0 m to 1.0 m it still provides an adequate transition to the adjacent NAIT building as the

## 6. Development Regulations for Building Design and Features

1. Any new construction or exterior alterations meant to replace or support the ancillary wings on the west and east side of the Hangar building, in keeping with the Standards and Guidelines for the Conservation of Historic Places in Canada, to the

satisfaction of the Development Officer, in consultation with the Heritage Officer, shall:

- i. be of a complementary scale and design that reflects the historic massing and architecture of these structures; and
  - ii. be of a similar material that reflects the historic aesthetic of these structures. The use of vinyl siding shall be prohibited.
2. Notwithstanding regulation 6.1.ii of this Provision, the defining material for the original hangar door openings shall be curtain wall glazing.
  3. Residential Uses shall have access at grade that is separate from the Commercial Uses.
  4. All mechanical equipment, including surface level venting systems and transformers, shall be screened in a manner compatible with the architectural character of the building or be concealed by incorporating it within the building.
  5. Notwithstanding Section 46, a minimum of 6m<sup>2</sup> per dwelling of Amenity Area shall be provided.

## 7. Development Regulations for Parking, Loading, Storage and Access

1. Vehicular access shall be provided from 109 Street NW.
2. Walkways for pedestrian circulation shall be a minimum 1.8 metres wide and provided in accordance with the following, to the satisfaction of the Development Officer in consultation with Subdivision and Development Coordination (Transportation):

two buildings are buffered by a large open parking lot.

Large-format amenity space continues to be offered through the open concept of the Hangar ground floor commercial units as well as a shared seating area on the second and third floors. On the rooftop there will be two enclosed amenity rooms, as well as an open rooftop area.

- i. A ~~W~~walkway along the south side of the building shall be provided, connecting to 109 Street NW;
  - ii. A ~~W~~walkway along the west side of the building shall be provided, connecting to the Blatchford Greenway located north of this site; and
  - iii. A ~~W~~walkway through the vehicle parking area shall be provided, connecting to the Blatchford Greenway located north of this site.
3. Waste collection areas shall be screened from view or enclosed within the building or located within an accessory building, to the satisfaction of the Development Officer, in consultation with Waste Management Services, Subdivision and Development Coordination (Transportation) and City Operations.
4. Alternative secure Bicycle Parking storage spacing dimensions may be utilized to the satisfaction of the Development Officer.

## 8. Development Regulations for Landscaping, Lighting and Signs

1. The required Landscape Plan submitted with a Development Permit application for new building construction shall be prepared by a Landscape Architect registered with the Alberta Association of Landscape Architects (AALA).
2. Landscaping shall be in general accordance with Section 55 of the Edmonton Zoning Bylaw, except that there shall be:
  - i. A minimum of 75 trees, 60% of which are Deciduous and 40% of which are Coniferous; and
  - ii. A minimum of 120 shrubs, 58% of which are Deciduous and 42% of which are Coniferous.

In order to optimize space, the applicant is working with a bike storage company in order to reduce the spacing dimensions while also providing a fully function storage option for the Hangar 11 residents.

A reduction in landscaping has been deemed acceptable by Administration's Landscape review team and will allow for additional programmable space on the site while also providing



3. On-Site landscaping shall use plant materials that provide colour throughout the year to enhance the appearance of the development during the cold weather months.
4. A Comprehensive Sign Design Plan in accordance with the Provisions of Section 59.3 of the Zoning Bylaw shall be required to the satisfaction of the Development Officer in consultation with the Heritage Officer.
5. Signs erected on the historic Façades shall comply with the following regulations to the satisfaction of the Development Officer in consultation with the Heritage Officer:
  - i. May face any direction except west; and
  - ii. shall only be illuminated from an external source or individually backlit logogram or lettering. Internally lit signs or channel letters are not permitted.
6. Any outdoor decorative or security lighting shall be designed and finished in a manner consistent with the design and finishing of the development and shall be provided to ensure a well-lit and safe environment for pedestrians, to the satisfaction of the Development Officer in consultation with the Heritage Officer.

an appropriate buffer and transition to the adjacent properties.

## 9. Heritage Regulations

1. The Hangar 11 building and associated lands are a Designated Municipal Historic Resource. Exterior alterations and additions shall be sympathetic to and compatible with the historic Façades of the Hangar 11 building, to the satisfaction of the Development Officer in consultation with the Heritage Officer. The following standards and guidelines shall be applied when reviewing development applications for the Hangar 11 building:

Hangar 11 was designated a Provincial Historic Resource on May 24, 2022, with City Council's approval of Bylaw 20084 to designate Hangar 11 as Municipal Historic Resource.

- i. *The General Guidelines for Rehabilitation contained in the City of Edmonton Bylaw 20084, Bylaw to designate the Hangar 11 building a Municipal Historic Resource; and*
- ii. *The Standards and Guidelines for the Conservation of Historic Places in Canada.*

~~1. Exterior alterations and additions shall be sympathetic to and compatible with the historic Façades of the Hangar 11 building, to the satisfaction of the Development Officer in consultation with the Heritage Officer. The Standards and Guidelines for the Conservation of Historic Places in Canada and any requirements identified under a future Designation Bylaw and Rehabilitation Incentive and Maintenance Agreement shall be applied when reviewing Development Permit applications for the Hangar 11 building.~~

## 10. Heritage Preservation

1. Prior to the issuance of a Development Permit the owner must enter into an agreement with the City to contribute a minimum of \$395,570.00 that will be allocated for the preservation *and designation* of the Hangar 11 Building, to the satisfaction of the Development Officer, in consultation with the Heritage Officer.

This clause has been amended to reflect the recent designation.

Hangar 11 was designated a Provincial Historic Resource on May 24, 2022, with City Council's approval of Bylaw 20084 to designate Hangar 11 as Municipal Historic Resource.

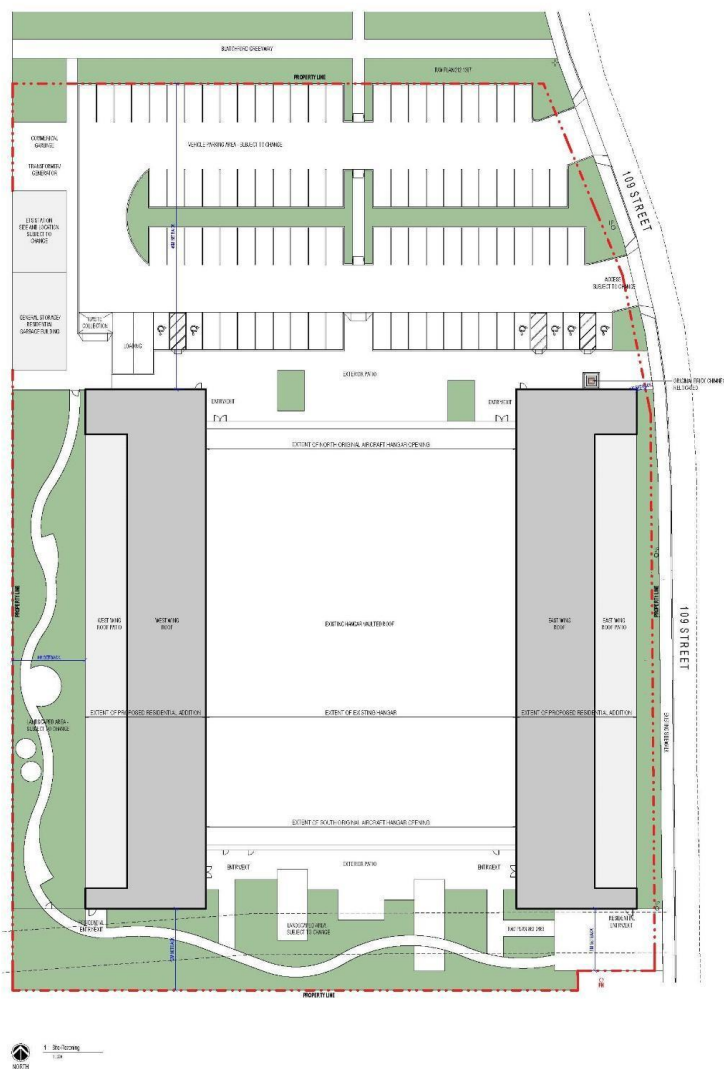
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SITE PLAN - REZONING  
05/17/22

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**HODGSON  
SCHILF  
EVANS**  
ARCHITECTS INC.

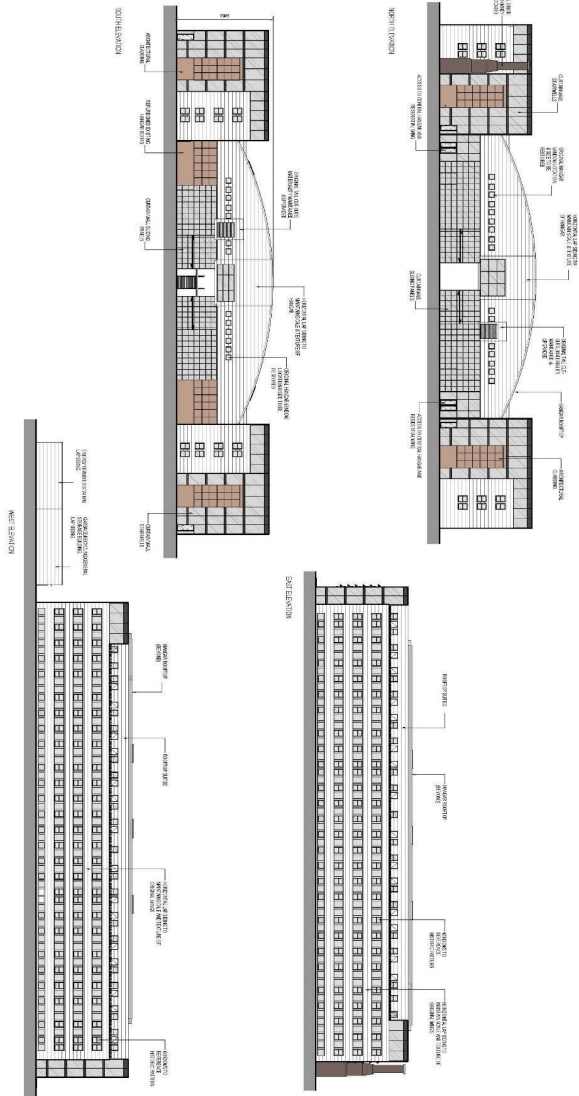


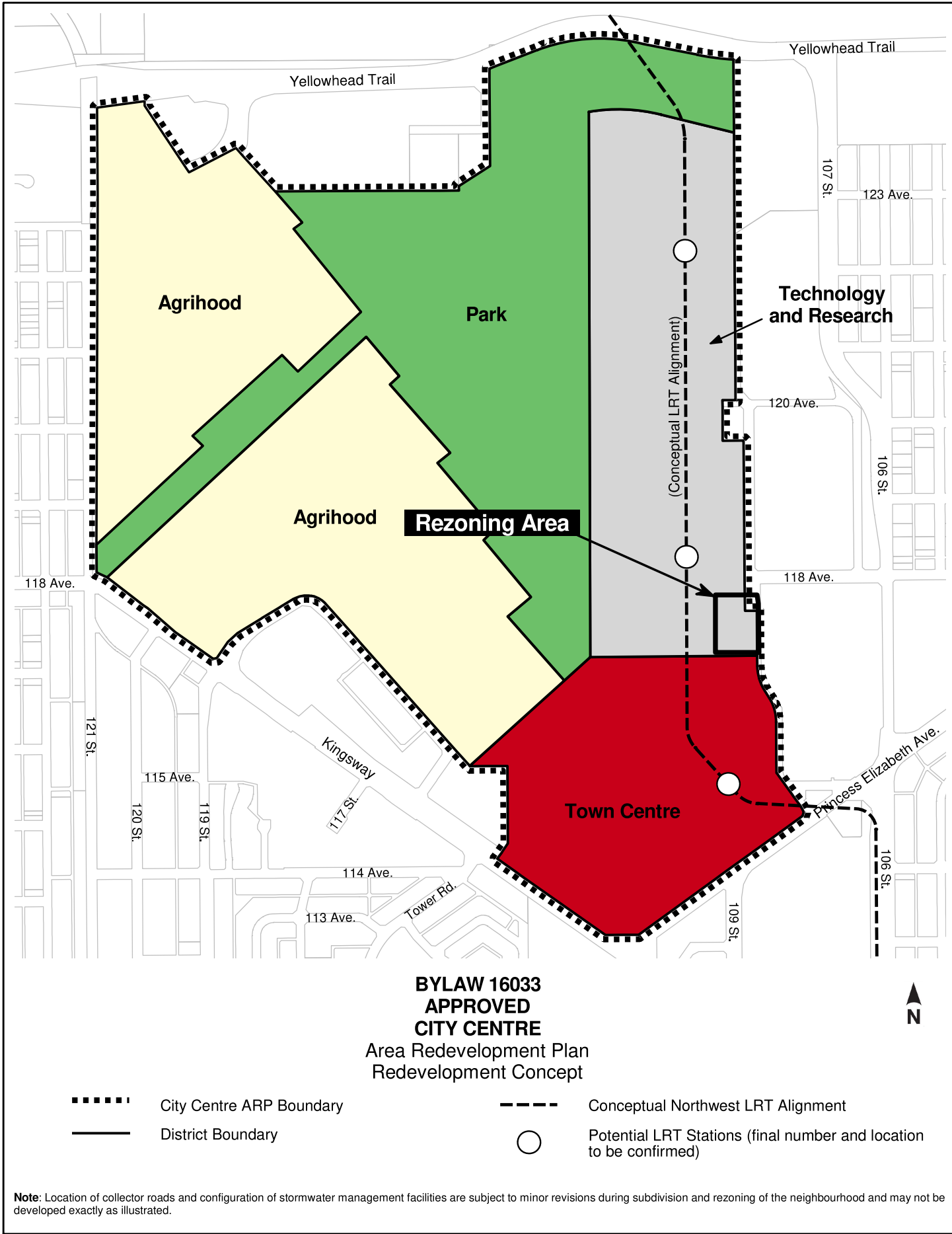
ELEVATIONS - REZONING

06/17/22

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 HODGSON  
SCHILF  
EVANS  
ARCHITECTS INC.







## Application Summary

### Information

<b>Application Type:</b>	Rezoning
<b>Charter Bylaw:</b>	20181
<b>Location:</b>	South of 111 Avenue NW and west of 109 Street NW
<b>Address:</b>	11760 - 109 Street NW
<b>Legal Descriptions:</b>	Lot 1, Block 1, Plan 2220875
<b>Site Area:</b>	1.22 ha
<b>Neighbourhood:</b>	Blatchford Area
<b>Ward:</b>	O-day'min
<b>Notified Community Organizations:</b>	Calder, Lauderdale, Prince Charles, Prince Rupert, Spruce Avenue, and The Westwood Community Leagues
<b>Applicant:</b>	Architure

### Planning Framework

<b>Current Zone:</b>	(DC1.19837) Direct Development Control Provision
<b>Proposed Zone:</b>	(DC1) Direct Development Control Provision
<b>Plan in Effect:</b>	City Centre Area Redevelopment Plan
<b>Historic Status:</b>	Designated Municipal Historic Resource

Written By:  
Approved By:  
Branch:  
Section:

Luke Cormier  
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Development Services  
Planning Coordination