



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: May 5, 2006
Author: M. Sutherland
Phone No.: 7565
RTS No.: 05754
VanRIMS No.: 14-1000-01
Meeting Date: May 16, 2006

TO: Vancouver City Council

FROM: The Director of Facilities Design and Management and the Fire Chief in consultation with the General Manager, Park Board

SUBJECT: Replacement of Firehall No.15 - Development Options

RECOMMENDATION

- A. THAT Council approve the replacement of Firehall No. 15 located at 3003 East 22nd Avenue, on the current site with the replacement building to incorporate existing historic elements similar to recent firehall replacement projects;

AND FURTHER THAT:

- i) Staff report back on the additional funding estimated at a cost of 1.2 million required for a three-bay firehall, as contemplated in the 2006-2008 Capital Plan,

OR

- ii) Council direct Staff to proceed with a reduced program for a two-bay firehall to be constructed within the approved funding of \$4.9 million;

OR

CONSIDERATION

Should Council wish to retain the firehall on the existing site in lieu of A i) and ii) above;

- B. That Council direct staff to negotiate an agreement with Park Board that would permit the construction of a new three-bay fire facility with surface parking in Renfrew Park; to sell the existing firehall, which is to be retained, and site; and direct net revenues from the sale to Park Board as compensation for the use of park land;

AND FURTHER THAT:

- i. Staff report back on the additional funding estimated at a cost of \$1.2 million, required for the replacement with a three bay firehall as proposed in the 2006 - 2008 Capital Plan

OR

- ii) Council direct Staff to proceed with a reduced program for a two-bay firehall to be constructed within the approved funding of \$4.9 million;

CITY MANAGER'S COMMENTS

The City Manager notes that Vancouver Fire and Rescue and Facilities Design staff have been through a significant review of options available for the redevelopment on Firehall No. 15. At the end of the process, the issue comes down to whether Council wishes to have the existing firehall building retained on the existing site. This option would have significant cost implications for the City at a time when the Capital Budget is stretched to the limit and is facing increasing costs on a number of significant projects. The heritage assessment (S.O.S.) does not give a compelling argument for the merits of this building and retention. Moreover, there is currently no use identified for the building and no sponsor with the financial capacity to take on the redevelopment identified. As a result the City faces significant financial risk related to securing and holding the building and potentially to upgrading and operating it. Finally, while there had been some expectation that a residential development on the site could incorporate the existing building and provide a source of funding to compensate the Park Board for the loss of park space in Renfrew Park, this option has been reviewed by Real Estate staff and has been found not to be financially viable. As a result, in addition to the additional costs associated with the redevelopment, it is likely that securing the proposed Renfrew Park site from the Park Board will result in additional cost.

As a result, the City Manager believes the most prudent option is the Council to proceed as had been anticipated in the last two Capital Plans. That is to redevelop the firehall on the existing site, incorporating historic features of the existing building in the new design. This practice has become common in the redevelopment of firehalls throughout the City and provides a good compromise between providing a functional building for the Fire Department and maintaining a connection with the neighbourhood. The City Manager favours the redevelopment based on the three-bay configuration reflected in Recommendation A(i) because it reflect the programmatic needs of the Fire Department. However, the option of a two-bay replacement is a viable option should Council not be prepared to provide additional funding.

The City Manager RECOMMENDS approval of A but leaves the choice between A(i) and A(ii) for Council CONSIDERATION.

COUNCIL POLICY

Council approval is required for projects funded from the Capital Budget.

Funding must be in place prior to proceeding with the development of any project.

PURPOSE

This report responds to Council's request to provide a memorandum on the current status of Firehall No. 15 replacement. Two redevelopment options are presented depending on Council's wishes with respect to the existing facility. This report is to be read in conjunction with a memorandum from the Board of Parks and Recreation with regard to the feasibility of locating Firehall No. 15 in Renfrew Park, which will be tabled after its May 15, 2006 meeting.

BACKGROUND

Firehall No. 15 is located at 3003 East 22nd Avenue. This two-bay wood frame hall was built in 1913 and is now 93 years old. Factors of age, poor condition and type of construction have meant that this firehall neither meets fire department operating requirements, nor current building code regulations for post-disaster buildings.

In August 2002, the Property Endowment Fund (PEF) purchased the adjacent lot at 3015 East 22nd Avenue, for \$365,000 including related costs, for consolidation with the existing firehall site. This was done in anticipation of accommodating the expanded program for a three-bay firehall which requires a larger site area than the existing two-bay hall.

In 2003, funding in the amount of \$300,000 was approved in the 2003-2005 Capital Plan to commence design of a replacement firehall on the existing site at 3003 East 22nd Avenue. The 2006-2008 Capital Plan provided an additional funding of \$4,585,000 which includes the cost of purchasing an adjacent site to accommodate the redevelopment. Total funding of \$4.88 million is available to complete this project. An additional \$450,000 was approved to construct a back-up server room in the basement area if feasible.

On February 14, 2006, Council requested a report from staff on the options for saving or moving the existing firehall building, including consideration of Fire Department, Park Board and community interests and project timelines. Preliminary planning work begun in 2004 is currently on hold pending a decision on this report.

Project delays to generate retention options and escalation in construction costs mean the available funding is only sufficient to construct a two-bay firehall which will not meet the program. Preliminary estimates indicate that the cost to construct a three-bay firehall as envisioned is approximately \$6,015,000 (including land) or approximately \$1.2 million above the current budget, assuming work is tendered in the fall of 2006.

This report is being referred to the Board of Parks and Recreation for consideration at their next meeting on May 15, 2006. The Board's comments will be presented to Council on May 16, 2006.

DISCUSSION

The recommendation in the Capital Plan to replace the existing facility on site was based on a number of factors. Upgrading the existing Firehall No. 15 to current code would require “dismantling” the building at a major cost premium to a simple replacement. In addition to its structural deficiency, the building does not meet the fire department’s current functional requirements with regard to size and adjacencies of the apparatus bay, dormitories and kitchen. The program for this firehall has expanded in response to increased current and future requirements to include: a three-bay firehall with larger apparatus bays; accommodation for the Battalion Chief to improve command coverage in the east side of the City; and an office for Fire Prevention Officers assigned to this district. Also, if suitable space can be created, a back-up server room for City Services would be located in this post disaster facility.

However, several options were explored for retention of the existing building on the current site. The requirements for upgrading the building (seismic, structural and abatement) are onerous for a post-disaster facility and residential redevelopment and were generally not feasible.

Statement of Significance

Firehall No. 15 is not on the Vancouver Heritage Register. Its pastoral setting in the Renfrew Community has vanished with development of the City. Functional renovations required in the 1950’s have altered or removed many of the historic elements in this building. However, staff engaged heritage consultant, Donald Luxton & Associates, to prepare a Statement of Significance (SOS) for this firehall and site. The complete Consultant’s SOS which is included as Appendix ‘A’ identifies the key elements of its heritage character as:

- “institutional, utilitarian form, scale and massing as expressed by its two storey plus basement height and regular, rectangular plan
- hipped roof with hose tower at northwest corner and gabled wall dormer on west side
- Arts and Crafts style details such as triangular eave brackets, and varied siding, including lapped wood and shingle siding (now obscured by a later stucco application)
- exterior architectural details such as a timber string course with a small drip lip between the first and second storeys; boxed overhanging eaves with triangular eave brackets at the corners; and twin garage bays
- fenestration, including original double-hung, one-over-one, wooden sash windows; bay window on west elevation and square bay in the rear; multi-paned wooden sash windows; and small rectangular windows on front facade
- interior features including extensive use of interior fir wainscoting, flooring, baseboards and balustrades; ornate pressed-metal ceiling; brass pole; fir lockers (one original oak remains); hexagonal mosaic floor tiles in bathrooms; hay loft between the first and second storeys; and ‘Blain Boiler Works’ boiler in the basement”

In previous firehall replacement projects, where significant historic characteristics have been identified and where the functional operating requirements of the fire department could be addressed, firehalls have been upgraded or adaptively reused. When the original building could not be retained, contemporary firehalls have been built with sensitivity to heritage context and elements. If the decision is to deconstruct the firehall, efforts will be made to incorporate historic elements in the new firehall as demonstrated in previous projects. Appendix “B” has examples of recent projects which illustrate these efforts such as Firehall

No. 6, Marpole Seniors Centre (former Firehall No. 22); Firehall Theatre and the new Firehalls No.18 and No. 3.

Neighbourhood Visioning Study

The Renfrew Collingwood Visioning Study (March 23, 2004) identified 26 vision directions. In considering replacement of this firehall, staff made reference to the following:

- Retaining character buildings should be encouraged.
- Possible locations for new housing types around parks should be explored.
- Renfrew and 22nd is identified as a mini-node which could be strengthened by mixed use development, increased housing, a 'Renfrew Height' shopping area.
- "Public buildings . . . such as the Firehall No. 15 (at 22nd and Nootka) are "historic" landmarks which provide many fond memories for long-term residents. Some recent buildings, like the Renfrew Branch Library designed in modern style, are also important landmarks. Vision participants felt that public buildings should meet particularly high design and construction standards because they are heavily used and symbolically important. All designs should be welcoming, easy to access and easy to find your way around in. Residents should have opportunities to provide input in the development of these public buildings."
- "Existing public buildings with heritage character should be retained and well maintained, with renovations and additions made which are compatible with the existing building's style."
- "New public buildings should be well designed in a contemporary style and well maintained."

The visioning study suggests exploration of retention options for the existing character firehall. On the other hand, new contemporary public buildings such as the neighbouring Renfrew Library are clearly welcomed for their contribution to the public realm.

DEVELOPMENT OPTIONS

After considering the fire department's operating needs, the SOS, visioning study and comments from several members of the public, the staff team, including Park Board representation, have identified two primary options for consideration by the Park Board and Council as follows:

OPTION ONE - Rebuild the Firehall in Current Location at 22nd and Nootka

The three-bay (11,000 sq. ft.) firehall would be rebuilt in the current location on the expanded site created for this purpose as contemplated in the Capital Plan (see Appendix 'C'). The existing building would not be retained. An option for its relocation is discussed in the Appendix 'D'. The project cost, including escalation, is estimated at \$6,015,000, if construction commences in the fall of 2006.

Staff are recommending that this option be adopted since: it responds to the current program of VFRS; offers an opportunity to incorporate heritage aspects of the existing hall that are considered to be desirable into the new design; and permits the project to proceed in a timely way. In light of the recent escalation in the cost of construction and delays, staff have provided two suitable options for addressing the projected \$1.2 million budget shortfall,

either, reduce the program of the firehall from a three-bay to a two-bay hall, or develop the three-bay option further to report back more precisely on the shortfall and a source of funding. The Fire Chief does not support reducing the program. Staff also note that if a suitable purchaser with a receiver site and sufficient funding to restore the facility is identified within the project time frame, that the option of moving the building be considered in lieu of demolition. This option is included in Appendix "D".

OPTION TWO: Construct Firehall in Renfrew Park/ Sell Existing Retained Firehall and Site

The second option is relocate the firehall on a new site in the neighbourhood in order to retain the existing building. As there are very few sites suitable for a new fire facility within the service area of Firehall No. 15 that will allow VFRS to maintain response times, staff propose to construct the firehall on the parking lot in Renfrew Park(see Appendix "C").

Several sites were reviewed in Renfrew Park which is just across Nootka Street from the existing firehall site, and the current parking lot off of Renfrew Street was deemed most suitable. The 18,000 square foot parking lot has a mid-block direct access to Renfrew Street which works well for emergency vehicles. However, it lies at the edge of Renfrew Ravine which is an important park asset as it is one of the few remnant woodland areas within the City and the focus of dedicated community stewardship activities. The firehall design would be challenged to respect this unique environmental setting. A three-bay firehall with surface parking for staff requires approximately 10,500 square feet of the existing 18,000 square foot parking area. Public parking (up to 25 of the approximately 57 existing spaces) would be on street, as is the case, in many other areas of the City. The project budget for a three-bay firehall with surface parking is estimated at approximately \$6,135,000 million which is comparable to Option One.

Council would have two options under this proposal. If Council wishes to retain the existing building and site in City hands, the cost of basic upgrades to the shell (seismic, structural and asbestos abatement) is estimated at \$1.1 million. The cost of finishing and fitting-out the building for a specific purpose, which would be in addition to the initial upgrading work, could more than double this cost and could commit the City to ongoing operating costs. To date, no specific use or source of funding for the upgrades, fit-out and ongoing operating cost has been identified, nor does this proposal provide funding to compensate the Park Board for the loss of park space in Renfrew Park.

Staff explored a number of schemes that would lead to sale of the existing building through incentives for residential redevelopment. This approach would allow the existing building to be retained on a redeveloped site with the proceeds of sale to be used to compensate the Park Board for the lost park space. However, financial analysis of the conceptual schemes found these to be unprofitable, raising questions about the sale value of the site, if the existing building is to be retained.

As discussed, a suitable group with the capacity to purchase the firehall and site and to undertake upgrades to the building without cost to the City will have to be identified. A letter expressing interest in purchasing the building and land has been received from the Vancouver Fire Fighters Union Local 18 (Appendix 'E'), however negotiations on this basis have not occurred.

Considerable time and effort was spent exploring variants and other options which proved to be unfeasible or less cost effective than the primary two options presented above (see Appendix 'D' for detail on many of the options).

If this Option Two is preferred by Council, an agreement would have to be negotiated with Park Board for the use of space in Renfrew Park for report back. At which time, Council and Park Board would have to vote by a two-thirds majority to relinquish the permanent park status of the lands to be used for the firehall and its associated parking.

FINANCIAL IMPLICATIONS

The projected cost of a replacement facility for Firehall No 15 has increased by \$1.2 million for a total amount of \$6,015,000 in Option One or \$6,135,000 in Option Two. Funding approved for the project is \$4,885,000 which may be sufficient to construct a two-bay rather than a three-bay hall which is required by VFRS's program.

The estimated increase of \$1.2 million in the past twelve months is largely due to delays arising from the unanticipated lengthy review process and unprecedented escalation in construction costs for this building type. Current projections for this project anticipate escalation increases of \$80,000 per month.

Should Council accept the recommendation of staff that the building be replaced with a three-bay hall on the existing site, then staff will proceed to develop the project and report back on the additional funding requirement (estimated at \$1.2 million) and a source of funding. If Council wishes to hold the expenditure on this facility to the existing budget, a decision to reduce the scope of the facility to a two-bay hall is required.

Should Council wish to relocate the fire facility in order to retain the existing building on the current site, staff believe the only option is to relocate the firehall to a site in Renfrew Park. The options related to building scale do not change, and it is anticipated that overall costs will remain within the \$6.1 million estimate. Funding for any compensation to Park Board for the loss of park site will have to be generated from the sale of the existing building and site.

COMMUNICATIONS PLAN

Once an option is selected, staff propose holding information meetings which have been deferred with the Community, as soon as possible. Information on the two primary options and some of the variants explored for retention would be presented with initial concepts for rebuilding the firehall on the existing site or within Renfrew Park. Community ideas on how to respect the history of this firehall would be solicited for incorporation as the design of a new firehall develops in either case. The project would follow the typical process for a development permit which includes public notification.

Park Board has established community consultation processes.

SCHEDULE

Subsequent to the acquisition of park land if this is required, both options would have a similar schedule for completion of design, permits and tenders. If rezoning becomes necessary, the process for a Director of Planning initiated application would add approximately eight months to the schedule.

If Option Two is selected, staff note that the existing firehall will remain in full operation until the new facility in the park is completed. This will delay conveyance of sale or re-use of the existing building for at least two years.

CONCLUSION

Staff have received calls from several community members who favour retention of the existing building. Many options have been generated to explore re-use or some form of retention of the existing firehall building. The financial implications of this process and various retention options are outlined in the report and appendices.

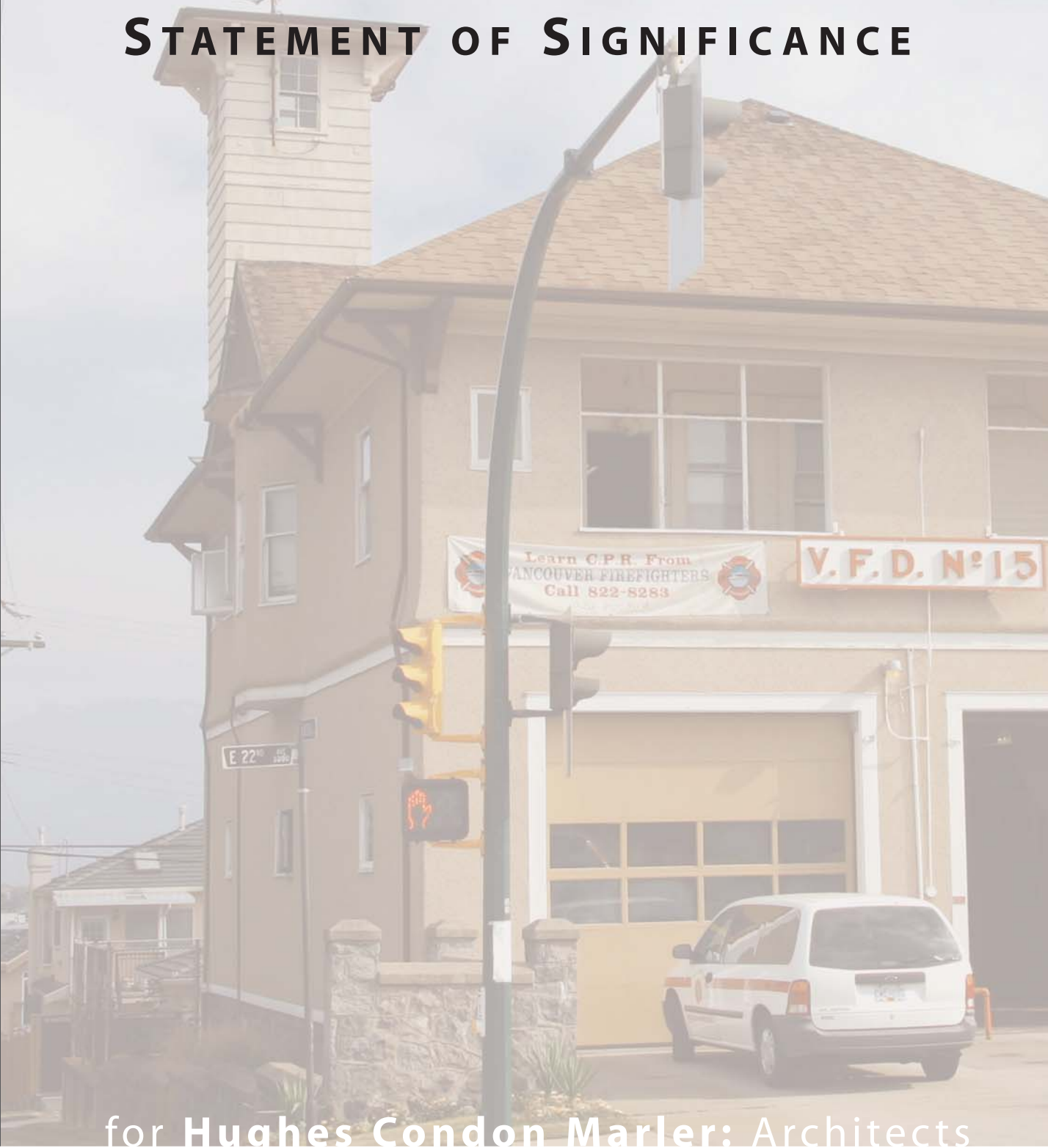
VFRS and Facilities staff are very concerned about the present condition of the existing firehall and further cost escalations that future delays will cause. The capital cost of this replacement project has increased by \$1.2 million in the past twelve months with escalation projected at \$80,000 per month. Funding for this variance has yet to be addressed.

Parks and Facilities staff and VFRS prefer Option One, constructing the three-bay firehall on the existing site and deconstructing the existing firehall. This option eliminates uncertainty with respect to schedule and funding, preserves park land and reduces the risk of the City funding on-going costs for the existing building for an extended period. The replacement firehall would be designed as a public building with the landmark character suggested in the visioning study. Efforts would be made to incorporate or salvage historic character elements such as wainscot, tiles, stone work, timber, etc.

* * * * *

FIREHALL No. 15

STATEMENT OF SIGNIFICANCE



for **Hughes Condon Marler**: Architects

Donald Luxton & Associates

September 2005

TABLE OF CONTENTS

1.0 INTRODUCTION	2
1.1 Edwardian Era Fire Halls in Vancouver	2
2.0 DESCRIPTION	4
2.1 Description of Exterior Features	4
2.2 Description of Interior Features	6
3.0 STATEMENT OF SIGNIFICANCE	8
3.1 Description of Historic Place	8
3.2 Heritage Value of Historic Place	8
3.3 Character-Defining Elements	9
Appendix A: Research Summary	10

1.0 INTRODUCTION

Subject Property: Fire Hall No.15

Address: 3003 East 22 Avenue

Date of Construction: 1913-1914

Fire Hall No. 15 was originally located in the Cedar Cottage neighbourhood, and was constructed at a time when South Vancouver was a separate municipality. It is currently being considered for replacement, and this report provides an analysis of the heritage value of the structure.

1.1 Edwardian Era Fire Halls in Vancouver

The Vancouver Fire Department (VFD) began as a volunteer fire company after the Great Fire of 1886 devastated downtown Vancouver. The VFD serviced Vancouver and the smaller communities surrounding the city, including the Municipalities of South Vancouver and Burnaby. There were several early fire halls constructed during the late Victorian era, but except for Fire Hall No.1 on Water Street, they were rudimentary structures of utilitarian wood-frame construction.

During the Edwardian era, the time of the City's great expansion, construction of neighbourhood fire halls was considered essential if the newly erected frame houses and commercial buildings were to be protected. As the city expanded rapidly, a number of neighbourhood fire halls were constructed in a very short time span.

A number of wood-frame Edwardian-era fire halls were built from a stock plan developed by the City. Fire Hall No. 14, which was located at 2700 Cambridge Street (demolished), was an identical design to No. 15, and other fire halls at 3rd and Balaclava and 24th and Prince Albert

were similar in design. The fire control needs of each of the expanding residential neighbourhoods were apparently similar, for a single fire hall design was judged suitable for each of these districts.

The early headquarters of the Vancouver Fire Department, Fire Hall No. 2, located at 289 East Cordova Street (W.T. Whiteway, architect, 1905) was built of brick; it has been converted for use as the Firehall Theatre (Roger Hughes, Architect, 1976). The Mount Pleasant Fire Hall at 12th Avenue and Quebec Street was built of brick, but has been demolished. Another early fire hall, No. 22, located at 1395 West 70th Avenue, was finished in stucco with brick detailing; it has been converted for use as a community facility. The only other early fire hall remaining in active use for its original purpose is Fire Hall No. 6, 1500 Nelson Street (Honeyman & Curtis, architects, 1907-9; additions by A.J. Bird, City Architect in 1929). The other Edwardian era fire halls have been demolished.

2.0 DESCRIPTION



South Elevation

2.1 Description of Exterior Features

Fire Hall No.15 is a typical wood-frame Edwardian fire hall, constructed from a Vancouver Fire Department stock plan. The building is of a utilitarian, modest design two storeys in height, with a full basement and a regular, rectangular plan. Its distinguishing feature is the tall hose tower at the northwest corner, and two large truck doors at the front. The building has a hipped roof and a gabled wall dormer on the west elevation with a bay window set underneath.

The building displays some Arts and Crafts detailing, as exhibited by its triangular eave brackets, and lapped wood and shingle siding, now clad with a later stucco cladding; the original sidings are assumed to still exist, given the thickness of the stucco relative to the exposed trim. The sleeping porch on the second storey is the only location where the shingle siding is currently exposed. The original arched openings of the second floor porch openings have also been squared off, and it is unknown if the original balustrades are still extant.

There are some original windows still existing at the Fire Hall, such as the double-hung 1-over-1 wooden-sash windows in the sleeping porch. There are also two smaller square windows on the front facade.

There have been several alterations to the Fire Hall that have notably affected its original appearance. Over time, the original truck bay openings have been enlarged, the hose tower roof was taken down and replaced with a flat roof, and a coat of stucco was applied over the original sidings. These alterations, although notable, can also be considered reversible. Based on documentary evidence, the hose tower roof could be reconstructed, and original details reinstated. Stucco removal from a wood-frame building is a relatively simple procedure, although the condition of the original siding is unknown and would need to be determined. The costs of any restoration, rehabilitation or remedial measures is unknown.



Second floor sleeping porch

2.2 Description of Interior Features

The interior of Fire Hall No.15 contains a number of original or early, authentic details, and has many well-preserved original features. Living, sleeping and storage spaces are provided on the second floor, while fire equipment is housed on the ground floor. The ground floor has retained its original spatial configuration, with an open span, tall truck bay, with two large garage doors on the front. A small cornice and ornate pressed metal ceilings are extant in the main truck bays, and appear to be in excellent condition. At the rear of the first storey is the entrance to the hose tower, with exposed fir boards, and the entrance to the hay loft. A fir staircase on the east side of the building connects to the second storey.

On the second storey, the hall has retained its original fir wainscoting, flooring, baseboards, door and window surrounds, balustrades and newel posts. The original layout has been retained, with one large room at the front for sleeping quarters, one large bathroom with shower facilities, a common room, and the chief's office with private sleeping quarters. The general sleeping quarters have retained early oak lockers and a brass pole; it is unknown if these features are original to the date of first construction, but most likely are, or are from an early time period. There is an open sleeping porch off the general sleeping quarters at the front of the building. The original hexagonal mosaic tiles in the bathroom are in good condition.



Truck bay ceiling

The basement of Fire Hall No.15 has some exposed construction elements, such as the concrete foundation and the heavy steel I-beams. In general, the basement is a clear-span space, punctuated with vertical beams. The basement also houses a 'Blain Boiler Works' boiler.



Second floor: lockers and brass pole

3.0 STATEMENT OF SIGNIFICANCE

3.1 Description of Historic Place

Fire Hall No.15 is a two-storey plus basement, Edwardian era fire hall, with two truck bays on the front facade and a tall hose tower at the rear. It is located on a corner lot at 22nd Avenue and Nootka Street, in East Vancouver.

3.2 Heritage Value of Historic Place

Fire Hall No.15 demonstrates the continuing growth and maturity of the city and the Vancouver Fire Department (VFD), at a time when Vancouver was expanding south following the construction of the interurban tramway between Vancouver and New Westminster. The fire department began as a volunteer fire company after the Great Fire of 1886 devastated downtown Vancouver, and serviced Vancouver and the smaller communities surrounding the city, including the Municipalities of South Vancouver and Burnaby. Except for a brief period between 1917 and 1924, when the station was closed due to cutbacks, Fire Hall No.15 has continuously served the South Vancouver community and continues to be a major community landmark, particularly due to its location next to Renfrew Park.

Additionally, Fire Hall No.15 is significant as one of only two active fire stations remaining from the Edwardian era development and expansion of the VFD. Built in 1913-14, Fire Hall No.15 is a good example of an Edwardian era fire hall, and displays influences of the pervasive Arts and Crafts style popular during that period. The building is a standard VFD stock plan, with a two bay garage on the front, and living quarters on the second storey. It was built on a tall point of land on a corner lot, permitting uninterrupted views over the surrounding community, with an open “grazing” area to the east of the station for the horses that originally pulled the fire trucks. The large twin bays at the front were designed for easy access for the fire company’s horses and equipment, and later for fire trucks, when in 1917 the VFD

became the first major fire department in Canada to become fully motorized. The tower was a functional space for the storage of the fire hoses, allowing them to hang and dry between uses; its height would also have allowed a view for any smoke rising over the surrounding areas. The station has retained a number of original and authentic interior features, such as pressed tin ceiling tiles, fir wainscoting and a traditional fire pole.

3.3 Character-Defining Elements

Key elements that define the heritage character of Fire Hall No.15 include its:

- corner location at 22nd Avenue and Nootka Street, built on a high point of land to maximize views
- institutional, utilitarian form, scale and massing as expressed by its two storey plus basement height and regular, rectangular plan
- hipped roof with hose tower at northwest corner and a gabled wall dormer on the west side
- wood-frame construction of full-dimensioned lumber, with concrete foundation
- Arts and Crafts style details such as triangular eave brackets, and varied sidings, including lapped wood and shingle siding (now obscured by later stucco)
- exterior architectural details such as: a timber stringcourse with a small drip moulding between the first and second storeys; boxed overhanging eaves with triangular eave brackets at the corners; and twin garage bays
- fenestration, including: original double-hung 1-over-1 wooden-sash windows; bay window on west elevation and square bay in the rear; multi-paned wooden-sash windows; and small rectangular windows on front facade
- interior features including: extensive use of fir wainscoting, flooring, baseboards and balustrades; ornate pressed-metal ceilings in the truck bay; brass pole; oak lockers; hexagonal mosaic floor tiles in bathrooms; hay loft between first and second storeys; and 'Blain Boiler Works' boiler in the basement
- associated landscape features including the remnants of the original stone wall on the southwest corner; and wide grassed side yard to the east

APPENDIX A: RESEARCH SUMMARY

City of Vancouver Archives

- South Vancouver Permit Records: original permit not located; Permit #2887A, April 16th, 1916, \$350 addition to fire hall.
- Archival photograph collection searched
- Water applications searched, original application not located
- Architectural plans searched, no plans located

Vancouver Public Library

- Archival photograph collection searched, no photographs identified

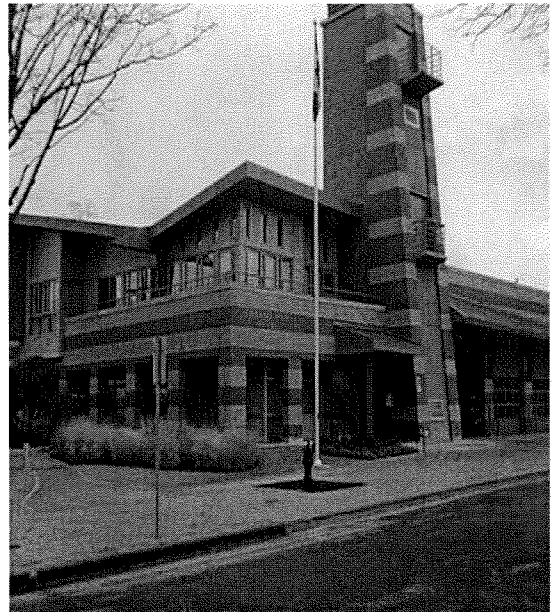
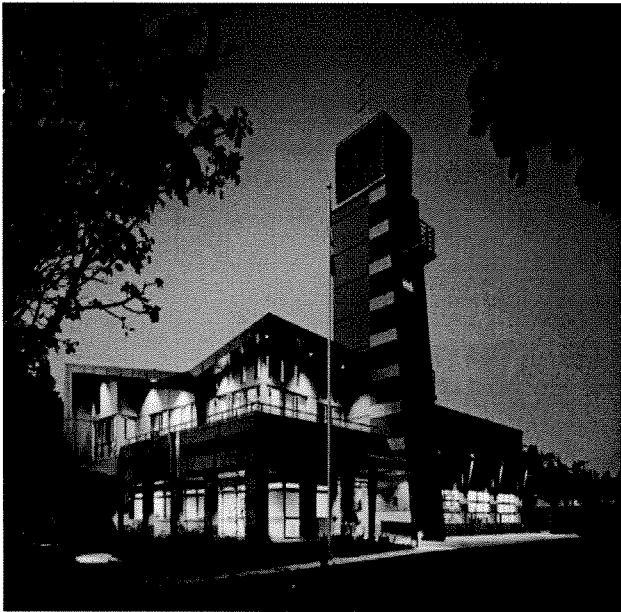
Vancouver City Hall

- Water applications searched, original application not located

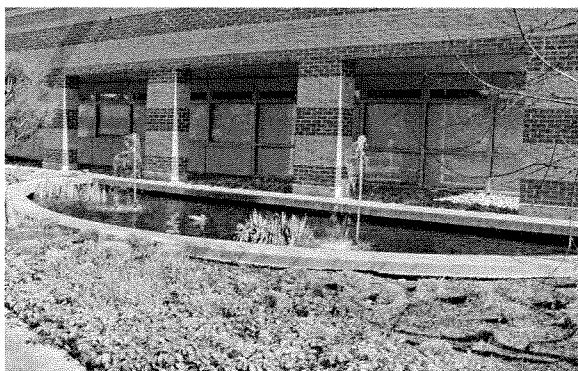
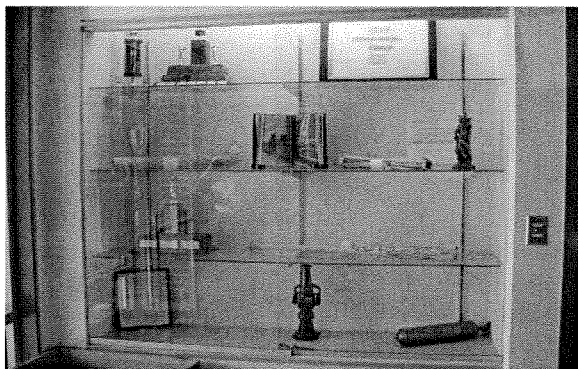
Collected References

- Davis, Chuck. "The Greater Vancouver Book," pages 250-252
- Mills, Edward & Warren Sommer. "Vancouver Architecture: 1886-1914," pages 531-534

Replacement Firehall Buildings



Firehall No. 18 listed as Heritage 'C'. Efforts to acknowledge the heritage character of previous building including: replication of banded brick pattern in new masonry walls; lobby display of items discovered in a time capsule recovered in the structure; placement of a new time capsule; the showcase cabinetry and the ceiling of the main corridor were constructed of re-milled salvage first-growth fir planking; and a commemorative fountain in the landscaped forecourt



Replacement Firehall Buildings



Firehall No. 3 not listed on the heritage register, replaced in 2004. Elements such as pressed tin ceilings and wainscoting from the original building were incorporated in the lobby of the firehall. All the bricks in the original building were recycled. Surplus elements from the existing hall such as radiators, tin ceilings and wainscoting were donated to local groups such as the Brewery Creek Heritage Society.



FireHall No. 6 (West End) - listed as 'A (M)' on heritage register, seismically upgraded at a project cost equal to that of replacement with a new firehall. The upgraded firehall does not totally meet VFRS functional needs nor the requirements for a post-disaster building. However, because it was the first horse-drawn, fully-equipped firehall and located in the West End where back-up is available – a conscious decision was made to compromise some of the functional requirements in this case.

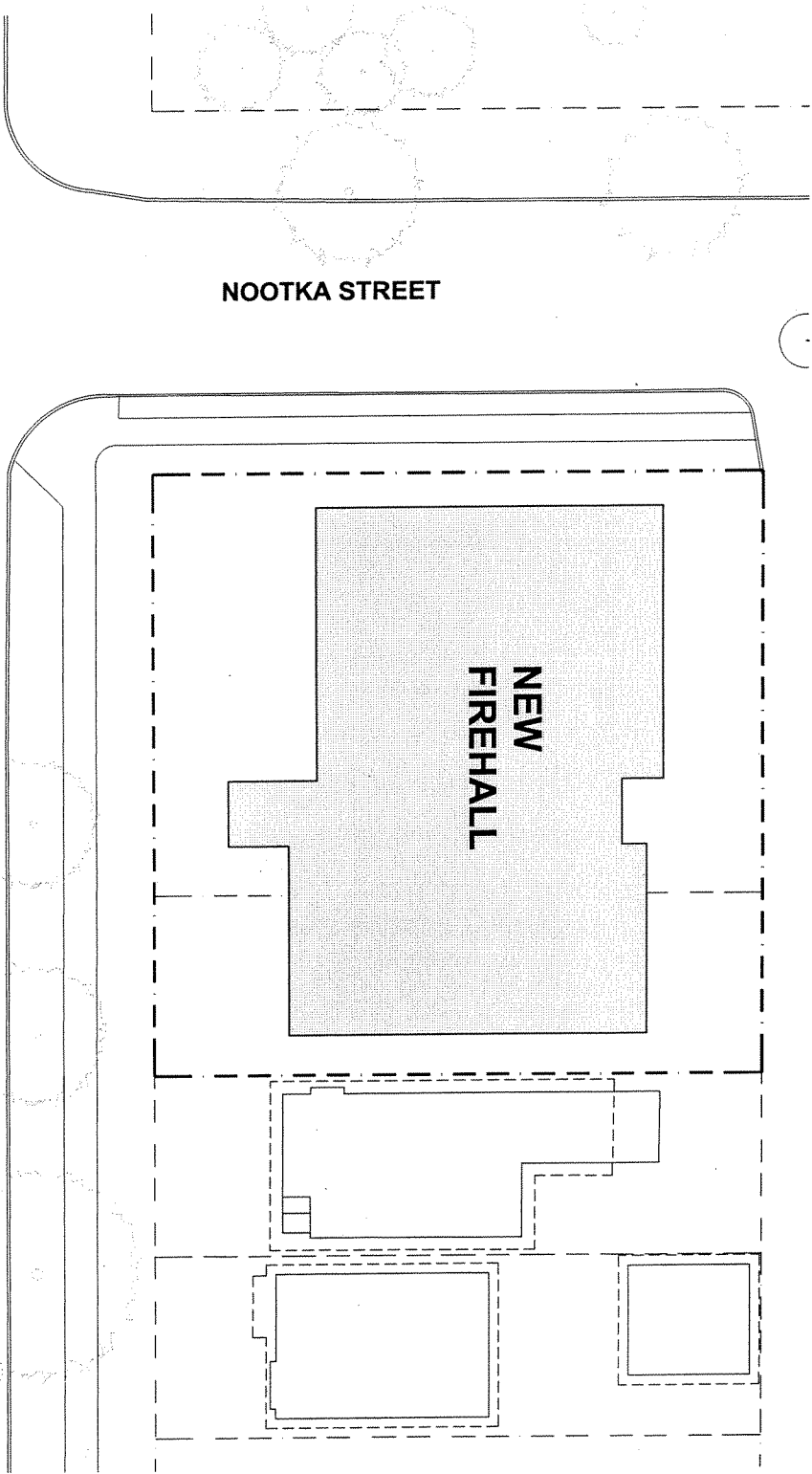
Renovated Firehall Buildings



Marpole Senior's Centre (Firehall No. 22) – listed as 'B' on the heritage register – example of adaptive reuse of firehall building



FireHall Theatre – listed as 'B(M)' on the heritage inventory is an example of adaptive reuse of a firehall building



NOOTKA STREET

EAST 22ND AVENUE

OPTION Removal & Building of New Facility



Suite 200
 1000 West 2nd Ave
 Vancouver BC
 Canada V6E 1N2
 T 604 732 8850
 F 604 732 8855
 E office@hcm.ca

Hughes Condon Marler : Architects

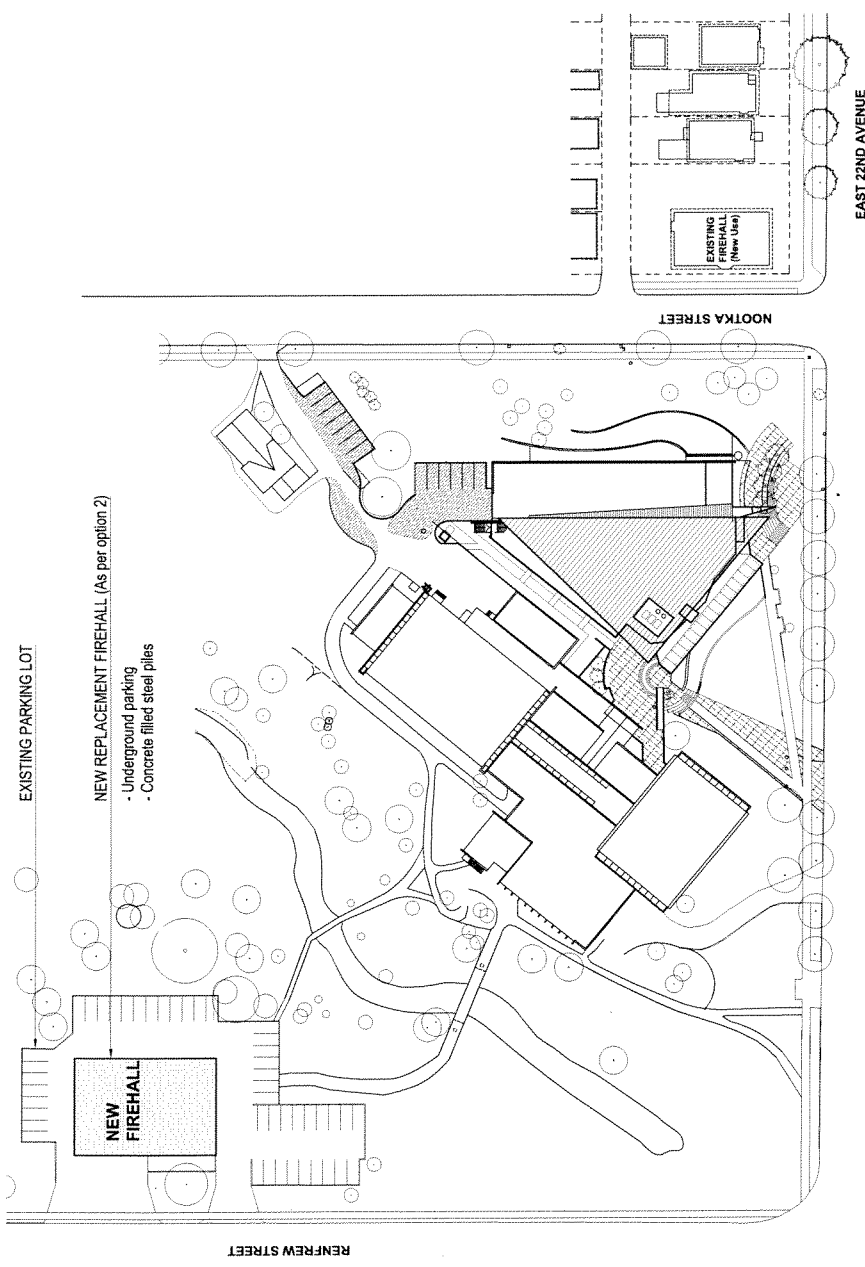
1	NO. SHEETS	DATE
1	1	
<p>THIS SHEET IS A PART OF A PROJECT AND IS NOT TO BE USED SEPARATELY. THE PROJECT IS THE PROPERTY OF HUGHES CONDON MARLER ARCHITECTS AND IS NOT TO BE REPRODUCED OR TRANSMITTED IN ANY FORM OR BY ANY MEANS, ELECTRONIC OR MECHANICAL, INCLUDING PHOTOCOPYING, RECORDING, OR BY ANY INFORMATION STORAGE AND RETRIEVAL SYSTEM, WITHOUT THE WRITTEN PERMISSION OF HUGHES CONDON MARLER ARCHITECTS.</p>		
<p>Project Name: Firehall 19</p>		
<p>Drawn by: [Name]</p>		
<p>Project Option Diagram</p>		
004	September 2003	
005	June 2003	
006	May 2003	
007	April 2003	
008	March 2003	
009	February 2003	
010	January 2003	
011	December 2002	
012	November 2002	
013	October 2002	
014	September 2002	
015	August 2002	
016	July 2002	
017	June 2002	
018	May 2002	
019	April 2002	
020	March 2002	
021	February 2002	
022	January 2002	
023	December 2001	
024	November 2001	
025	October 2001	
026	September 2001	
027	August 2001	
028	July 2001	
029	June 2001	
030	May 2001	
031	April 2001	
032	March 2001	
033	February 2001	
034	January 2001	
035	December 2000	
036	November 2000	
037	October 2000	
038	September 2000	
039	August 2000	
040	July 2000	
041	June 2000	
042	May 2000	
043	April 2000	
044	March 2000	
045	February 2000	
046	January 2000	
047	December 1999	
048	November 1999	
049	October 1999	
050	September 1999	
051	August 1999	
052	July 1999	
053	June 1999	
054	May 1999	
055	April 1999	
056	March 1999	
057	February 1999	
058	January 1999	
059	December 1998	
060	November 1998	
061	October 1998	
062	September 1998	
063	August 1998	
064	July 1998	
065	June 1998	
066	May 1998	
067	April 1998	
068	March 1998	
069	February 1998	
070	January 1998	
071	December 1997	
072	November 1997	
073	October 1997	
074	September 1997	
075	August 1997	
076	July 1997	
077	June 1997	
078	May 1997	
079	April 1997	
080	March 1997	
081	February 1997	
082	January 1997	
083	December 1996	
084	November 1996	
085	October 1996	
086	September 1996	
087	August 1996	
088	July 1996	
089	June 1996	
090	May 1996	
091	April 1996	
092	March 1996	
093	February 1996	
094	January 1996	
095	December 1995	
096	November 1995	
097	October 1995	
098	September 1995	
099	August 1995	
100	July 1995	
101	June 1995	
102	May 1995	
103	April 1995	
104	March 1995	
105	February 1995	
106	January 1995	
107	December 1994	
108	November 1994	
109	October 1994	
110	September 1994	
111	August 1994	
112	July 1994	
113	June 1994	
114	May 1994	
115	April 1994	
116	March 1994	
117	February 1994	
118	January 1994	
119	December 1993	
120	November 1993	
121	October 1993	
122	September 1993	
123	August 1993	
124	July 1993	
125	June 1993	
126	May 1993	
127	April 1993	
128	March 1993	
129	February 1993	
130	January 1993	
131	December 1992	
132	November 1992	
133	October 1992	
134	September 1992	
135	August 1992	
136	July 1992	
137	June 1992	
138	May 1992	
139	April 1992	
140	March 1992	
141	February 1992	
142	January 1992	
143	December 1991	
144	November 1991	
145	October 1991	
146	September 1991	
147	August 1991	
148	July 1991	
149	June 1991	
150	May 1991	
151	April 1991	
152	March 1991	
153	February 1991	
154	January 1991	
155	December 1990	
156	November 1990	
157	October 1990	
158	September 1990	
159	August 1990	
160	July 1990	
161	June 1990	
162	May 1990	
163	April 1990	
164	March 1990	
165	February 1990	
166	January 1990	
167	December 1989	
168	November 1989	
169	October 1989	
170	September 1989	
171	August 1989	
172	July 1989	
173	June 1989	
174	May 1989	
175	April 1989	
176	March 1989	
177	February 1989	
178	January 1989	
179	December 1988	
180	November 1988	
181	October 1988	
182	September 1988	
183	August 1988	
184	July 1988	
185	June 1988	
186	May 1988	
187	April 1988	
188	March 1988	
189	February 1988	
190	January 1988	
191	December 1987	
192	November 1987	
193	October 1987	
194	September 1987	
195	August 1987	
196	July 1987	
197	June 1987	
198	May 1987	
199	April 1987	
200	March 1987	
201	February 1987	
202	January 1987	
203	December 1986	
204	November 1986	
205	October 1986	
206	September 1986	
207	August 1986	
208	July 1986	
209	June 1986	
210	May 1986	
211	April 1986	
212	March 1986	
213	February 1986	
214	January 1986	
215	December 1985	
216	November 1985	
217	October 1985	
218	September 1985	
219	August 1985	
220	July 1985	
221	June 1985	
222	May 1985	
223	April 1985	
224	March 1985	
225	February 1985	
226	January 1985	
227	December 1984	
228	November 1984	
229	October 1984	
230	September 1984	
231	August 1984	
232	July 1984	
233	June 1984	
234	May 1984	
235	April 1984	
236	March 1984	
237	February 1984	
238	January 1984	
239	December 1983	
240	November 1983	
241	October 1983	
242	September 1983	
243	August 1983	
244	July 1983	
245	June 1983	
246	May 1983	
247	April 1983	
248	March 1983	
249	February 1983	
250	January 1983	
251	December 1982	
252	November 1982	
253	October 1982	
254	September 1982	
255	August 1982	
256	July 1982	
257	June 1982	
258	May 1982	
259	April 1982	
260	March 1982	
261	February 1982	
262	January 1982	
263	December 1981	
264	November 1981	
265	October 1981	
266	September 1981	
267	August 1981	
268	July 1981	
269	June 1981	
270	May 1981	
271	April 1981	
272	March 1981	
273	February 1981	
274	January 1981	
275	December 1980	
276	November 1980	
277	October 1980	
278	September 1980	
279	August 1980	
280	July 1980	
281	June 1980	
282	May 1980	
283	April 1980	
284	March 1980	
285	February 1980	
286	January 1980	
287	December 1979	
288	November 1979	
289	October 1979	
290	September 1979	
291	August 1979	
292	July 1979	
293	June 1979	
294	May 1979	
295	April 1979	
296	March 1979	
297	February 1979	
298	January 1979	
299	December 1978	
300	November 1978	
301	October 1978	
302	September 1978	
303	August 1978	
304	July 1978	
305	June 1978	
306	May 1978	
307	April 1978	
308	March 1978	
309	February 1978	
310	January 1978	
311	December 1977	
312	November 1977	
313	October 1977	
314	September 1977	
315	August 1977	
316	July 1977	
317	June 1977	
318	May 1977	
319	April 1977	
320	March 1977	
321	February 1977	
322	January 1977	
323	December 1976	
324	November 1976	
325	October 1976	
326	September 1976	
327	August 1976	
328	July 1976	
329	June 1976	
330	May 1976	
331	April 1976	
332	March 1976	
333	February 1976	
334	January 1976	
335	December 1975	
336	November 1975	
337	October 1975	
338	September 1975	
339	August 1975	
340	July 1975	
341	June 1975	
342	May 1975	
343	April 1975	
344	March 1975	
345	February 1975	
346	January 1975	
347	December 1974	
348	November 1974	
349	October 1974	
350	September 1974	
351	August 1974	
352	July 1974	
353	June 1974	
354	May 1974	
355	April 1974	
356		

HCM
A

Hughes Condon Marler : Architects

Suite 200
1508 West End Ave
Vancouver, BC
Canada V6E 1Y2
T 604 731 6622
F 604 681 8888
E office@hcm.ca

NO.	ISSUE	DATE
1	1	1/11/08
<small>For all information, the architect's professional seal, address, and contact to refer either for name or for project name.</small>		
Project Name		
Firehall 15		
Sheet Title		
Sting Options		
Date	January 2008	
Scale	1:250	
Job No.	0511	
Drawn	RM	
Checked		



OPTION 1: CONSTRUCTION OF NEW FACILITY IN RENFREW PARK AND CONVERSION OF EXISTING FIREHALL TO NEW USE

OTHER DEVELOPMENT OPTIONS

As discussed in the report, the Staff team with Consultants explored many options and variants of the primary two options. Some further detail follows:

OPTION ONE - Rebuild the Firehall in Current Location at 22nd and Nootka

The primary option has always been to proceed in a manner similar to that undertaken in three recent firehall replacement projects. The existing firehall is deconstructed or demolished with elements identified in a heritage review retained for re-use/display in the new facility or grounds. In response to the apparent desire to retain the existing firehall building, several retention options were explored as follows:

1A - Retain the existing building and incorporate it within a new two-bay firehall facility rather than the proposed 3-bay hall. The cost premium to retain and reuse the existing building within a new fire facility built to post-disaster standards is more than \$1.1 M. Furthermore, it is impossible to integrate all of the desired program requirements in the new facility without functional compromises. A two -bay hall will limit the ability of the fire department to deploy large equipment in this location in the future.

1B - Retain the existing firehall in its current form and location for another, as yet undetermined, use and construct a new fire facility beside the existing building. The program for the new facility can not be met on the remaining site area, hence it is necessary to acquire the adjacent residential lot which adds approximately \$450,000 to the project cost. Several informal enquiries were not well received by the current owner and the alternative of expropriating said property is not recommended. The resultant site will be 6 feet narrower, smaller in area than the existing one and require adjustments to the program. This is not a viable option.

1C - Donating and relocating the existing building to adjacent Park Board property was considered. Park Board staff confirmed they were not interested in acquisition with the cost of renovations (seismic, structural and abatement) and on-going operating and maintenance costs. The project budget carries an allowance for demolition and deconstruction which could be allocated to assist in relocating the building if a receiver site or group could be identified.

In conclusion, the most cost-effective option is to demolish or deconstruct the existing building and rebuild on the current site created for this purpose.

OPTION TWO - Construct Firehall in Renfrew Park / Sell Existing Retained Firehall and Site

Should Council wish to retain the existing building, several options were explored. The second primary option is comprised of two components: Part A, being to construct the firehall in Renfrew Park; and Part B, being to sell the existing retained firehall and site and direct the net revenue from the sale to compensation for fire's use of park land.

Part A - Construct Firehall in Renfrew Park

Two sites in Renfrew Park were considered for relocation of the firehall. The first at the corner of Renfrew and 22nd was not considered feasible due to impacts of shadowing created by the 40-foot drop in grade to the Community Centre and its proximity to a major sewer line and potential underground stream. However, a second site in the Park off Renfrew Street which is an 18,000 sq. ft. parking lot, appears to have sufficient space. The fire facility will require 10,500 sq. ft. for the building and related 10 parking spaces for fire use. Engineering Services conducted traffic counts in the area which suggest the existing parking spaces which serve the Park are used by the public on a regular basis. 'Design of a new firehall in Renfrew Park should maintain the parking which now exists to serve the park plus add whatever is required to serve the firehall'. However as presented in Option Two, the fire facility would occupy up to 25 of the approximately 57 existing parking spaces. This public parking would move to the street, as is the case, in many other areas of the City.

The cost premiums for parking in various options depend upon the number of spaces created and whether these spaces are located on the surface or in an open parkade or an underground parking structure which must be supported on piles. The estimated cost for a fire facility on this site varies from the current option two with 10 parking spaces for fire's use at \$6.2 million to \$ 7.2 million for an option with another 25 stalls in a gated underground parkade.

If Option Two is accepted by Park Board, compensation for fire's use of a portion of the existing parking lot in the Park is anticipated. Park Board staff suggest that market value of the park land be reviewed to set a benchmark. Option Two contemplates sale of the existing retained firehall, land and the purchased lot at market value with the net revenue directed to Park Board. This is proposed as an alternative to the purchase of ravine lots or other replacement land for Park use.

Part B - Redevelopment of the Existing Firehall Site

Several variants were explored for redevelopment of the existing site at 22nd and Euclid in a manner which might encourage retention of the firehall building and sufficient net revenue to compensate for fire's use of park land. Financial analysis of the conceptual schemes found this form of redevelopment unprofitable. Schemes for residential conversion of the firehall, assuming that higher density would be acceptable in a rezoning application included:

- Scheme One - Townhouses (0.89 FSR) incorporating a firehall converted to four residential townhouses plus four adjacent townhouses on the consolidated site
 - This scheme maximizes saleable area and possibly retains historic volumes, facades, sleeping balconies, bay doors, hose tower, etc.
 - a scheme with condominiums (six in the firehall) plus four adjacent townhouses on the consolidated site was not pursued as it was less financially feasible
- Scheme Two - Mixed scheme (1.45 FSR) four townhouses with two condominiums in the renovated firehall and adjoining building with 12 condominiums on the consolidated site
 - this scheme possibly retains facades, balcony, bay doors, hose tower
- Scheme Three - Apartments (1.45 FSR - equivalent to RM-4 zoning)

- this scheme does not retain volumes, may be considered 'facadism' and potential impact on the adjacent

The financial analysis by Real Estate Services found none of these schemes generated significant land lift or financial gain with the conversion to CD-1 zoning to cover estimated costs of upgrading the existing structure for reuse. The shortfall is projected at \$400,000 for Scheme Three to \$1.5 million for Scheme One with the quality of retention becoming more questionable as the density increases. Rezoning of the site will take approximately 8 months.

Option Two as discussed in the report, arises if purchasers for the existing firehall, land and the purchased residential lot can be found. In April 2006, the City received an enquiry from Vancouver Fire Department Union Local 18 for the purchase of land and existing firehall for office and other uses (Appendix 'E'). Initial discussions with VFF Union Local 18 focused on variants of Option One which would construct a new 3-bay hall adjacent existing firehall. The purchaser of the existing firehall would be expected to cover the cost of acquiring an additional residential lot (if available) plus assume the cost of upgrading the building shell (seismic, structural and abatement) in preparation for fit-out for a new use. These initial costs, estimated at \$1.6 million, made this option unfeasible. However if the fire facility can be constructed in the park, the cost of acquiring another lot is removed which may make sale of the existing facility and land at a fair market value a more feasible proposition. Very recently Vancouver Fire Fighter's Union Local 18 have expressed interest in purchasing the building and land, if became available. No discussions have occurred since this proposition is dependent upon having a suitable site to construct the firehall (ie. in Renfrew Park.) and funding to compensate Park Board for the fire's use of park land.

The heritage planner has suggested further options now be considered such as a density transfer to a recipient site within the neighbourhood or to the heritage density bank. These could be explored if Park Board is willing to accept the firehall located in Renfrew Park and funding is made available to offset any potential shortfall.



FAXED
4/11/06

VANCOUVER FIRE FIGHTERS' UNION LOCAL 18

April 18, 2006

Mr. Alan Arnold
City of Vancouver
Corporate Services
453 W. 12th Ave.
Vancouver, BC V5Y 1V4

CORPORATE SERVICES	
Ref'd To: AA	By:
RECEIVED	
APR 27 2006	
FILE #:

Dear Mr. Arnold,

RE: Disposition of #15 Fire Hall at 3003 E. 22nd Ave., Vancouver

I have been in conversations with Al Gregory, Secretary Treasurer of the Vancouver Fire Fighter's Union, Local 18. He had indicated that the fate of #15 Fire Hall is still up in the air. Our Union is interested in purchasing this building and land. We are prepared to work with the City of Vancouver to develop the property in a fashion that would be conducive to a better community while accomplishing the retention of the heritage aspects of the building.

Obviously there are economics involved for both parties, but the Union believes that there is an opportunity for the City, the immediate community and the Union to benefit from this project. I would request that a meeting take place where our concepts and your concerns can be addressed.

I have copied this to City Council not to exert pressure, but only to inform them that their City of Vancouver Fire Fighters are interested in preserving a historical aspect of not only the City in general, but of the Department's fire fighting past.

I look forward to your response.

Sincerely,

per: Rod MacDonald
President
Vancouver Fire Fighters' Union, Local 18

Cell: 604-816-5922
Email: rod@iaff18.org

Cc: Mayor and City Council
City Manager
Fire Chief Ray Holdgate
Local 18 Executive Board
City Heritage Society

"VANCOUVER'S BRAVES"