



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: July 2, 2006
Author: M. Sutherland
Phone No.: 604.873.7565
RTS No.: 05999
VanRIMS No.: 14-1000-01
Meeting Date: July 20, 2006

TO: Standing Committee on Planning and Environment

FROM: The Director of Facilities Design and Management and the Fire Chief in consultation with the Director of Current Planning

SUBJECT: Replacement of Firehall No.15 - Public Consultation, Alternate Locations and Options

CONSIDERATION

Should Council wish to proceed with the replacement of Firehall #15 as proposed in the Capital Plan choices between A(i) and A(ii) are offered:

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

AND FURTHER THAT:

- i. staff report back with final design and cost estimates for a three-bay firehall as approved in the 2006-2008 Capital Plan (see option 2), with additional funding estimated at \$1.2 million to be provided from the Inflation Adjustment allocation in the 2006 - 2008 Capital Plan;*

OR

- ii. staff report back with final design and cost estimates for a reduced program for a two-bay firehall (see option 3B) to be constructed within the Capital Plan allocation of \$4.9 million.*

If Council approves Consideration A but wishes to explore options to retain the existing Firehall Building for an alternative use at an alternative site:

- B. THAT staff be instructed to give priority to finding an alternate location and use within the community to relocate the existing Firehall No. 15 building and to report back on options and costs prior to construction of the replacement firehall.*

Should Council wish to retain the existing Firehall No.15 on the existing site the following options are offered in lieu of A i) and ii) above;

- C. THAT Council approve retention of the existing Firehall No. 15 building on the current site at 3003 East 22nd Avenue for incorporation in a new fire facility;*

AND FURTHER THAT:

- i. Staff to report back on final design and cost estimates for a replacement three-bay fire facility as proposed in the 2006-2008 Capital Plan (see option 4B) at an additional cost estimated at \$2.8 million, source of funding to be the Inflation Adjustment allocation in the 2006 - 2008 Capital Plan.*

OR

- ii. Staff to report back on final design and cost estimates for a reduced program incorporating a two-bay firehall (see Option 4C) at an additional estimated cost of \$1.6 million; source of funding to be the Inflation Adjustment allocation in the 2006 - 2008 Capital Plan;*
- D. Staff to report back on final design and cost estimates for a reduced program for a two-bay firehall (see Option 7) and that additional funding of up to \$300,000 be approved to stabilize the existing building for interim use, and that Staff report back on long term uses for the retained building and a source of funding;*

GENERAL MANAGER'S COMMENTS

Fire Chief's Comments

The Fire Chief concurs with the City Manager's conclusion that favours the redevelopment based on the three-bay configuration in Consideration A (i). The Fire Chief also strongly supports the three-bay firehall design as originally approved in principle in the 2003 - 2005 Capital Plan, with funding subsequently approved in the 2006 - 2008 Capital Plan. Construction of a new firehall presents a rare opportunity to design for both present and future operational needs. The new firehall design will respect both the heritage and rich history of Fire's past while also improving the operational response capability for a safer community. The two bay-hall is not recommended because it would not achieve the objectives that were originally sought: expanded facilities for core emergency response; improved community outreach and education; and a more strategic location for the Battalion

Chief to conduct operations, thus improving response and coordination capabilities to the Renfrew, Collingwood and adjacent East Vancouver Districts.

Director of Planning's Comments

There has been a very successful public consultation process organized by Facility Development, with a clear indication of community preferences for the retention of the existing Firehall No. 15 and construction of a 3-bay facility. In light of the confirmed heritage value of the building and the comments received from the public, together with an understanding of the building program objectives of the Fire Department, the Director of Planning recommends C (i). If after reporting back on funding sources, a suitable funding strategy is not identified, we would then recommend C (ii) and D be pursued. If Council approves Consideration A, the Director of Planning supports giving priority to investigating alternate locations and uses for the existing fire hall as outlined in Consideration B.

CITY MANAGER'S COMMENTS

The City Manager notes that Vancouver Fire and Rescue and Facility Development staff have been through an extended review of options available for the redevelopment of Firehall No. 15. The issue comes down to whether Council wishes to have the existing firehall building retained on the existing site and whether the cost premium associated with incorporating it into the new post disaster facility can be justified. As the report notes options to retain the building on site will have significant cost implications for the City at a time when there is significant pressure on limited capital funding and the City is facing increasing costs on a number of projects. The option of relocating the building on a new site exposes the City to greater potential financial risk related to securing, holding and moving the building and potentially for upgrading and operating it in the future.

As a result, the City Manager believes the most prudent option is for Council to proceed as 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 compromise between providing a functional building for the Fire Department, maintaining a valued connection with the neighbourhood and limiting the financial exposure of the City. The City Manager favours the redevelopment based on the three-bay configuration reflected in Consideration A(i) because it reflects the programmatic needs of the Fire Department, established through the capital planning process. However, the option of a two-bay replacement, retaining the option of future expansion, is a viable option should Council not be prepared to provide additional funding.

The City Manager RECOMMENDS approval of A(i) but leaves the choice of 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 instruction on May 18th, 2006 to postpone discussion and a decision on the status of Firehall No. 15 for up to 60 days to allow public consultation on options to retain the existing firehall building.

BACKGROUND

The existing Firehall No.15 which is located at 3003 East 22nd Avenue is a two-bay, wood frame building constructed in 1913. Funding of \$4.88 million was provided over two capital plans for the replacement of the existing firehall with a modern, post-disaster, three-bay fire facility which will meet the expanded program and operational needs of Vancouver Fire and Rescue Services (VFRS) for the Renfrew and Collingwood Community. An adjacent residential lot at 3015 East 22nd Avenue was purchased to increase the Collingwood site area in anticipation of accommodating the new three-bay firehall.

A Community Visioning Study (March 23, 2004) identified public buildings such as Firehall No.15 as important historic landmarks which should be retained. On the other hand, new contemporary well-designed public buildings such as Renfrew Library are clearly welcomed. Although the existing building is not listed on the Vancouver Heritage Register (VHR), there has been increasing interest in the 93 year old firehall. A detailed consultant assessment or Statement of Significance (SOS) was undertaken. On May 16, 2005, the Vancouver Heritage Commission supported the SOS evaluation and recommended the existing building's inclusion in the 'B' category of the VHR.

Design work was placed on hold to explore options for retention of the existing building on the current site. The requirements for upgrading the existing building (seismic, structural and abatement) to meet post-disaster standards are onerous. Options for residential development incorporating the existing firehall building were found to be generally unfeasible. The search for new sites to construct a fire facility has been tightly constrained by the crucial need to maintain VFRS response times. A potential site within nearby Renfrew Park was conceptually modelled (see options 1 & 6), but was not supported by the Board of Parks and Recreation and community groups interested in preserving Renfrew Ravine.

On May 18th, 2006 staff recommended proceeding with the original plan to demolish/ deconstruct or relocate the existing building and to develop a new fire facility on the current site with the incorporation of existing character elements in the new design, similar to other recent firehall replacement projects (see option 2). Further, Council was apprised that additional funding estimated at \$1.2 million would now be required to construct a 3-bay hall, as contemplated in the 2006-2008 Capital Plan. Alternatively, Council could direct staff to proceed with a reduced program for a two-bay firehall (see option 3B) to be constructed within the approved funding of \$4.9 million. Council was also advised that cost escalation for this project continues at an estimated \$80,000 per month

Upon hearing several delegations, Council decided to post-pone this matter for up to 60 days and directed Staff to allow for public consultation on retention options and to report back on alternate locations and design options for a two-bay hall.

DISCUSSION

The recommendation in the Capital Plan to replace rather than upgrade or renovate the existing facility on site was based on a number of factors. Upgrading the existing Firehall No. 15 to current codes 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. Further, 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. In addition, the option of adding area for a back-up server room for the City’s IT Operations with funding provided in the Capital Plan is only possible in a three-bay configuration. As noted above, the requirements for upgrading the building (seismic, structural and abatement) are onerous for a post-disaster facility,

Public Consultation

Staff met with community representatives informally several times to discuss the options presented at the Council Committee and a process suitable for the 60-day time frame for reporting back. As a result of these initial discussions, options were clarified, refined and an additional Option 7 was generated. At the same time, Real Estate Services reviewed available sites for a new firehall or for relocation of the existing building within the Renfrew Collingwood Community. On Saturday June 10th, 2006, the Architect, Fire, Planning and Facilities staff facilitated a public information meeting and lively discussion which was attended by approximately 60 people at the Renfrew Public Library. Minutes and options presented at that meeting were circulated to those who expressed interest. A follow-up meeting with several groups was held at Renfrew Community Centre on June 27th, 2006. The public consultation process and comments received to date are summarized in Appendix A.

Operational Requirement for a Three-Bay Hall

At the May 18th meeting, Council asked VFRS to include the operational impact of a three-bay hall requirement for this site. Fire strongly reiterates the need for a modern fire facility to serve the East side of Vancouver now and in anticipation of future development.

When Council agreed to the replacement of Firehall No. 15, funding was to provide a three (3) bay, 11,000 sq.ft. Firehall. Escalating construction costs and delay arising from an extended process have eroded the value of the capital (\$4.9 million) allocated to this replacement project and a shortfall is projected of \$1.2 million to achieve the approved three-bay hall.

VFRS requires a three-bay firehall not a two-bay firehall. Firehalls are strategically placed so that the addition of firehalls will be kept to a minimum in the future. This strategy is successful when firehall replacement programs address the increasing population of Vancouver by replacing existing facilities with modern installations capable of looking after the public safety needs for sixty (60) years or more. The current challenges to the Fire Service are considerably greater than those of over ninety years ago when the existing two-bay firehall was built.

The existing Firehall No. 15 is only 4,950 net square feet; has accommodation for two fire apparatus and for eight fire suppression personnel. However, the existing facility can only accommodate one gender and has little ability to meet other needs that didn't exist 93 years ago. The new Firehall will need to accommodate nine fire suppression employees, three fire vehicles, and six fire prevention employees with public parking. Firefighters of both genders will be assigned to this location due to the nature of the work which means full washroom and shower facilities, as well as, dorm accommodations will be required. VFRS also requires a training room and public washroom facilities to support internal and external (public) training courses in subjects such as CPR.

It is the intention of VFRS to relocate the Battalion Chief at this firehall when completed. Placement of the Chief at this hall allows him to be in the centre of the District he commands. The relocation will also free one bay at 38th and Victoria station where the Battalion Chief currently works. Space will be available for a second Fire Apparatus which this Fire District needs.

When Firehall No.15 was originally constructed, the City of Vancouver's population was less a third of the size today. In addition, the daytime population expands with commuters in excess of one million. In the Collingwood area, the City of Vancouver has added seven highrise residential buildings, additional schools, commercial developments along Kingsway, and strip-malls throughout the district. Further challenges have emerged from the construction of the Skytrain, with the heavily traveled 12th Avenue thoroughfare directly in Hall No.15's District. This new firehall not only must deal with the profound changes that have occurred over the last 93 years, but must also prepare for future change in the next 60 years.

Strategically, the development of a three-bay hall will enable Vancouver Fire & Rescue to maintain a greater alarm engine where every major arterial route flows into Vancouver. (A "greater alarm engine" means a fully equipped unit held at a strategic location on reserve that allows for a timely deployment of off-duty staffing required to attend major alarm incidents.) These reserve units are equipped but not staffed until major alarms require their deployment; only the 12th Avenue route currently lacks a greater alarm engine.

Commercial development in this area has been substantially increased, requiring greater fire inspection and code enforcement from Fire Prevention staff, who currently are based on Broadway Street close to City Hall. The development of the proposed three-bay Firehall will allow them to provide more efficient services to Renfrew, Collingwood and adjacent East Vancouver districts.

Heritage Significance of Firehall No. 15

Staff note that Fire Hall No.15 is a landmark building, significant not only to the Renfrew Collingwood Community but to Vancouver at large, given the rarity of other surviving examples of early Fire Halls in Vancouver and the prominence of the building in the community. This view is shared widely by the community members who participated in the public consultation process. More detailed information on the heritage significance can be found in Appendix "B" of this report and in the previous report's Appendix A which contains the S.O.S evaluation. The Renfrew Collingwood Visioning Study (March 23, 2004) further

supports exploration of retention options for the existing firehall given its importance in the history of this Community. Excerpts from the study are also included in Appendix "B".

Search for Alternate Sites

VFRS outlined an area in the Renfrew Community in which they would have the ability to maintain crucial response times as outlined in the Tri-data Study. The existing hall is centrally placed within the district, so shifts of more than five major blocks would reduce effective response time to an unacceptable level. A suitable site for a new fire facility should provide a 100 foot frontage. None of the current MLS listings and staff's review of the area yielded an opportunity to assemble three residential lots as required for a 100-foot frontage. A review of currently available vacant lands and commercially zoned properties in the Collingwood / Renfrew Heights Neighbourhood yielded two potential sites - neither of which provided the site area required for a new fire facility. Review of a third suggested site, a former gas station at Rupert and 29th, did not prove successful since the site lies just outside the response boundary and is under remediation.

The City has several lots adjacent to the Skytrain Guideway at Nanaimo and Vanness, a triangular shaped lot at 2300 Vanness, lots on Walker and Copely Streets - these may be suitable to accept the existing relocated firehall building. Further study and identification of a group with sufficient financial capability would be required. None of these properties is suitable for a new fire facility.

Development Options

Staff and the consultant team presented several revised options for replacement of Firehall No. 15 to the community through a public information meeting on June 10th, and a follow-up meeting on June 27th. The options have been regrouped into three major categories to assist with the evaluation as follows:

- *Original Approach*
 - Demolition of the existing building with construction of new three bay fire facility as noted in Option 2 at an estimated cost premium of \$1.2 million. (See Consideration A(i))
 - Alternatively construct a two-bay fire hall (Option 3B) estimated as achievable within available funding, but providing the potential for future expansion to three-bays. (See Consideration A(ii))
 - Move the existing building to an alternate location and use within the community, staff to report back on the options and costs prior to construction of a replacement firehall. (See Consideration B)
- *Retention Approaches*
 - Retain existing building in situ as per option 1 and rebuild new firehall elsewhere. Option 6 which suggests a site Renfrew Park was not supported by Parks and the Community. The cost premium is estimated at \$1.2 million plus

the cost of property purchase and additional inflation. This option has not been pursued because no suitable sites have been identified.

- Retain existing building and incorporate it within a new fire facility.
 - a three-bay firehall as illustrated in option 4B for an estimated cost premium of up to \$ 2. 8 million See Consideration C(i)).
 - a reduced program two bay fire facility as shown in option 4C for an estimated cost premium of up to \$1.6 million. (See Consideration C(ii))
- Retain existing building for new use yet to be determined. Build new fire facility against a fire wall with typical setbacks (option five) and requiring the purchase of an additional residential lot to the east of the building. This scheme was not pursued .
- *Modified Retention Approach*
 - Retain existing building for interim non-essential VFRS use with minimal upgrade at estimated cost premium of \$300,000. Reduce the program for new fire facility to 2-bays, allow major relaxations of setbacks as shown in option 7. Staff report back on long term use of retained building. (Consideration D)

Detailed comments on the various options with respect to the VFRS's program, estimated costs, heritage retention approaches and copies of the presentation boards are noted in Appendix "C".

FINANCIAL IMPLICATIONS

The various development options discussed in the previous section are high level cost estimates. These estimates are based on conceptual schemes and therefore are order of magnitude estimates rather than exact costing. In fact, as the work progresses into detailed design opportunities for cost savings may be identified or alternatively, costs may increase due to latent conditions arising in retention options. Staff have requested an opportunity to report back when costs can be more firmly established.

In summary, the projected cost of a 3-bay replacement Facility for Firehall No. 15 has increased by \$1.2 million (or about 25%) for a total amount of \$ 6,080,000 (July 2006 \$). Existing 2006-2008 Capital funding approved for the project is \$4,885,000 which is insufficient to construct a three-bay hall that is required by VFRS but may be adequate for a reduced program two-bay firehall. For retention options, the cost premium for upgrading the existing building to post disaster standards for incorporation within a new fire facility is estimated at up to \$1.6 million. Upgrades to a new undetermined use, may be less expensive.

The source of funding for the recommended three-bay firehall would be provided from the 2006 Capital Project Cost Escalation allocation, subject to report back when costs are established.

SCHEDULE

Subsequent to the acquisition of park or other land if this is required, the options have a similar schedule for completion of design, permits and tendering. If rezoning for change of use becomes necessary, the process for a Director of Planning initiated application would add approximately eight months to that segment of development.

COMMUNICATIONS PLAN

Once an option is selected, staff propose holding the next information meeting as soon as possible. Community ideas on how to respect the history of this firehall would be solicited for incorporation as the design of a new fire facility progresses. The project would follow the typical process for a development permit which includes public notification.

CONCLUSION

The public consultation process has shared with the Community the challenges of retaining the existing building. Vancouver Fire and Rescue Services has been afforded an opportunity to explain their objectives in upgrading this facility to a three-bay hall rather than a two-bay hall. The search for potential suitable and acceptable sites for a new fire facility in the neighbourhood was expanded but has been unsuccessful to date. There are potential sites to which the existing building could be relocated, although the Community's preference would be to retain the existing firehall in situ. In summary, the community input to date shows a strong preference for a three-bay hall and for retention of the existing firehall. However if additional funding is limited, life safety issues seemed to take precedence.

If Council wishes to retain the existing building, approves additional funding for the upgrade to post disaster standards and wishes to proceed with the 3-bay firehall program, then option 4B with a projected additional cost of up to \$2.8 million should be considered.

The modified retention approach is recommended if Council wishes work with the current budget but stabilize and retain the existing building for future use. No one will be entirely satisfied with this approach - VFRS will seek assurance that their future program needs will be positively considered in subsequent Capital Plans. The existing building can not be used as is for post-disaster elements such as quarters for the Battalion Chief. Heritage advocates in the community will be seeking assurance that funding will be available for future upgrades.

VFRS re-iterate their need for a three-bay hall and so the recommendation is to proceed with the original approach and report back to Council with confirmation of the additional funding required (currently estimated at \$1.2 million). Efforts would be made to relocate the existing building to a new location, if a suitable site and use can be found in the area in a timely period.

* * * * *

Public Consultation

A public information meeting was held on Saturday June 10, 2006 at the Renfrew Public library to discuss and explore possible options for building a new firehall at the site where Firehall No. 15 is currently located.

The public was notified of the meeting through posters at Renfrew Community Centre; Renfrew Public library; Collingwood Public library; Collingwood Neighbourhood house, and Collingwood Community Policing Centre. 2,700 flyers were hand dropped to houses and businesses bordered by Grandview Highway, Rupert St, 20th Avenue, and Nanaimo St. Interested individuals and groups, (Renfrew CityPlan Committee, Heritage Vancouver, Vancouver Heritage Commission, and Vancouver Firefighter's Union), including those that attended the Planning & Environment (P&E) committee meeting on May 18th were also informed of the meeting.

Approximately 50-60 people were in attendance. Staff presented background and heritage information. The Deputy Fire chief clarified the fire department's position. The architects presented a variety of options including those that were raised at the P&E committee meeting. A discussion and question of the options followed. The attendees generally supported the concept of the existing firehall remaining on site and a new firehall built beside it. A comment sheet was handed out at the meeting.

Notes, images of the options, and a comment sheet were sent to the attendees and other previously notified individuals and groups. 16 comment sheets and 14 e-mails were submitted. Generally there is support that the building be saved on site with a new firehall built beside it and in the future allow expansion to a 3-bay hall perhaps with purchase of an adjacent lot or other method. Other uses like a fire department museum or community space were suggested for the existing firehall building. There is also support for a new fire facility being built shortly so that safety of the neighbourhood would not be compromised in a major event.

On June 27th, 2006, Staff met with a firehall coalition group ("Save the Firehall - Build Next Door") There were approximately 16 people in attendance, most were also at the information meeting. As noted, the group supports retaining the existing firehall and building a new firehall next door. They envision the existing building being used for fire-related uses for an interim period but changing to other community uses in the future. They acknowledged the VFRS requirement for a three-bay firehall. Further, they recognized VFRS's reluctance in considering a phased approach with construction of a two-bay now and the third bay and other functions postponed to some future time. They too expressed some concern that future expansion is likely to be even more expensive and future funding may not be supported.

Heritage Significance of Fire Hall #15

Fire Hall No. 15 was constructed in 1913 and designed in the Edwardian style from a standard plan for firehalls prepared by G. Stickney. While the building was not listed on the Vancouver Heritage Register (VHR) when it was created in 1986, it has subsequently been evaluated as meriting addition to the VHR in the "B" category. On May 16, 2005, the Vancouver Heritage Commission passed the following motion:

RESOLVED

THAT the Vancouver Heritage Commission (VHC) supports the heritage evaluation for the building at 3003 East 22nd Avenue (Fire Hall #15) as presented at the May 16, 2005 meeting and recommends Council add the building to the Vancouver Heritage Register.

Subsequent to the Commission meeting, a Statement of Significance (SOS) was prepared for the site to determine where the historic value lies. A copy of the SOS is included in the previous Council Report of May 16, 2006 as Appendix A. The historic value of the building is significant for a number of reasons. Fire Hall No.15 demonstrates the growth of the Fire Department in Vancouver to the South following the construction of the interurban tramway between Vancouver and New Westminster. The SOS also revealed that Fire Hall No. 15 is a good example of an Edwardian era Fire Hall and one of only two original Fire Halls still used for their original purpose. Fire Hall No. 6 on Nelson Street is the other original Fire Hall still in use. All other Edwardian Fire Halls have been demolished. The building was constructed on a tall point of land on a corner lot, permitting uninterrupted views over the surrounding community. Given its location and prominence in the community, the building has become a landmark for the neighbourhood.

The original form and massing is intact, alterations to the building have included stucco over the existing wood siding, removal of original windows and alteration to the truck bays and 2nd storey porch opening. While these alterations are evident, they are reversible and original details could be reconstructed or reinstated. In addition, the interior of the building contains many notable features, such as the original fir wainscoting, floors, mouldings, staircase, balustrades and newel post, original brass fire man's pole and a pressed metal ceiling.

In summary, Fire Hall No.15 is a landmark building, significant not only to the Renfrew Collingwood community but to Vancouver at large, given the rarity of other surviving examples of early Fire Halls in Vancouver and the prominence of the building in the community.

Community Visioning Study

The Renfrew Collingwood Community Visioning Study (March 23, 2004) identified 26 vision directions as follows:

- 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

Staff and the consultant team presented several refined options for replacement of the firehall to the community through a public information meeting on June 10th, and a follow-up meeting on June 27th. The options have been regrouped into three major categories as follows:

- Original Approach
 - Demolition /Deconstruction of the existing building with construction of new three bay fire facility as noted in Option 2 at an estimated cost premium of \$1.2 million. See Consideration A (i)
 - Alternatively construct a two-bay fire hall (Option 3B) with potential for future expansion to three- bay estimated achievable within available funding. See Consideration A (ii)
 - If Council approves Consideration A which is to demolish or deconstruct the existing building, then a relocation option has been brought forward for consideration as follows "move the existing building to an alternate location and use within the community , staff to report back on the options and costs prior to construction of a replacement firehall" (Consideration B)

- Retention Approaches
 - Retain existing building in situ (Option 1) and rebuild new firehall elsewhere (Option 6 suggested a site in Renfrew Park) at an estimate cost premium of \$1.2 million.
 - Retain existing building and incorporate it within a new fire facility. See Consideration C
 - the facility could be three-bays as illustrated in option 4B for an estimated cost premium of up to \$ 2. 8 million. See Consideration C (i)
 - Program reduced to two bays as shown in option 4C for an estimated cost premium of \$1.6 million. See Consideration C (ii)
 - Option Five - Retain existing building for new use yet to be determined - Build new fire facility against the fire wall with typical setbacks - this option for a 3 or a 2-bay firehall is viable only if adjacent lot can be acquired at some time in the future.

- Modified Retention Approach
 - Retain existing building for interim non-essential VFRS use with minimal upgrade at estimated cost premium of \$300,000. Reduce the program for new fire facility to 2-bays, allow major relaxations of setbacks as shown in option 7. Staff report back on long term use of retained building. See Consideration D

Comments on the various options with respect to the VFRS's program, estimated costs, heritage retention, etc. are noted below. Copies of the presentation boards are appended at the end of this section.

ORIGINAL Approach Rebuild the Firehall on its current site.

- Option 2 - The existing building at 22nd and Nootka would be demolished or deconstructed with character elements incorporated within a new fire facility. As noted below, the existing building could be relocated, if a suitable receiver site can be found within the construction time frame. A three-bay (approximately 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. The project cost, including an escalation amount of \$1.2 million, is estimated at \$6,100,000, if construction commences in the fall of 2006. Staff propose reporting back on potential sources of funding once the cost is more firmly established. See Consideration A (i)
- Option 3 B is a two-bay firehall developed to respond to the available funding of \$4.9 million. This option does not meet VFRS program requirements. Future expansion may be possible when funding is available. See Consideration A (ii)

Heritage Consideration Approach to Relocate Existing Building

In lieu of demolition of the heritage building, staff could report back on the potential for relocating the building to a City-owned receiver site and conducting a "Request for Proposals" to identify possible leaseholders. The RPF will also include the option for a suitable purchaser with a receiver site to be considered. Should Council endorse this option, staff could report back in the fall and conclude on the RFP process prior to construction of the new fire hall in the summer of 2007. See Consideration B.

Retention Options

- Option 1 & 6 - Sell/Lease Existing Retained Building /Construct new Firehall in Renfrew Park

This option would relocate the fire hall 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 Fire hall No. 15 that will allow VFRS to maintain response times, staff propose to construct the fire hall on the parking lot in Renfrew Park.

Several sites were reviewed in Renfrew Park which is just across Euclid Street from the existing fire hall 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 fire hall design would be challenged to respect this unique environmental setting. A three-bay fire hall 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 fire hall 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. Tenant improvement costs could be undertaken by a suitable leaseholder, identified through a RFP process. This approach would not 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 the combination of needing to generate sufficient funds for the Park Board and cover conservation costs for the heritage building to be incompatible.

As discussed, a suitable group with the capacity to purchase the fire hall 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, however negotiations on this basis have not occurred.

If this Option 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 fire hall and its associated parking.

- **OPTIONS 4B & 4C - Retain existing building in situ / Incorporate within new fire facility**

Option 4B - This proposal would see the original firehall building retained and upgraded to meet the VFRS and building code post disaster requirements. The original exterior materials would be replicated in the upgraded structure and a careful relationship designed between the old building and the new addition to achieve a compatible fit. Zoning relaxations would be required to accommodate the reduced rear yard for the new portion of the fire hall. However typically, the Director of Planning would be prepared to support the relaxation, given the public benefit achieved through the retention of the existing (heritage) building. The eastern wall of the new fire facility would require sensitive treatment to mediate the impact on the residential neighbour. The projected cost premium for this option for a three bay firehall could be up to \$2.8 million See Consideration C (i)

Option 4 C - If a two bay hall is constructed rather than a 3-bay hall, the cost of upgrading the existing building to post disaster standards must be born. The projected cost premium for this option is \$1.6 million, noting that there may be an additional premium associated with provisions for future expansion which are unknown at this time but to be confirmed in the report back. See Consideration C (ii)

OPTION FIVE - Retain the Heritage Fire Hall for Separate Use and Construct a new 2 or 3 Bay Fire Hall on adjacent City and privately owned parcels

The proposal would see the retention of the heritage fire hall, attached but structurally independent of the new fire hall. The heritage building would be retained for an alternate use. The upgrading requirements of the new fire hall would not be applied to the retained building (except for the conjoined wall), but would be dictated by the future use. Depending on the uses proposed, the VBBL could require a very limited change to accommodate a separate use. A request for proposals could be conducted to identify a suitable user group that would be compatible with a working fire hall. The new fire hall would be designed to achieve a compatible fit with the heritage building while accommodating the operational requirements of the new fire hall. Zoning relaxations would be required to accommodate the reduced rear yard setback of the new fire hall, however on balance, the Director of Planning would be prepared to support the relaxation in exchange for the retention of the heritage building.

These options have not been pursued, since the adjacent residential lot which is required is unavailable at this time.

MODIFIED RETENTION APPROACH

OPTION SEVEN - Retain Existing Historic Fire Hall for interim fire use and construct a new 2-bay Fire Hall

Heritage and Urban Design Impact

This proposal would see the retention of the heritage fire hall for a separate use which interim could be non-essential VFRS functions such as fire prevention. The building would be stabilized but not be upgraded ie. roofing repairs, structural support, hardening overhead doors, etc. for an estimated cost of \$300,000. Depending upon the future uses proposed, the VBBL could require a very limited change to accommodate a separate use. A request for proposals could be conducted to identify a suitable user group that would be compatible with a working fire hall. The new fire hall would be designed to achieve a compatible fit with the heritage building while accommodating the operational requirements of the new fire hall. Zoning relaxations would be required to accommodate the reduced rear yard setback of the new fire hall, however on balance, the Director of Planning would be prepared to support the relaxation in exchange for the retention of the heritage building.

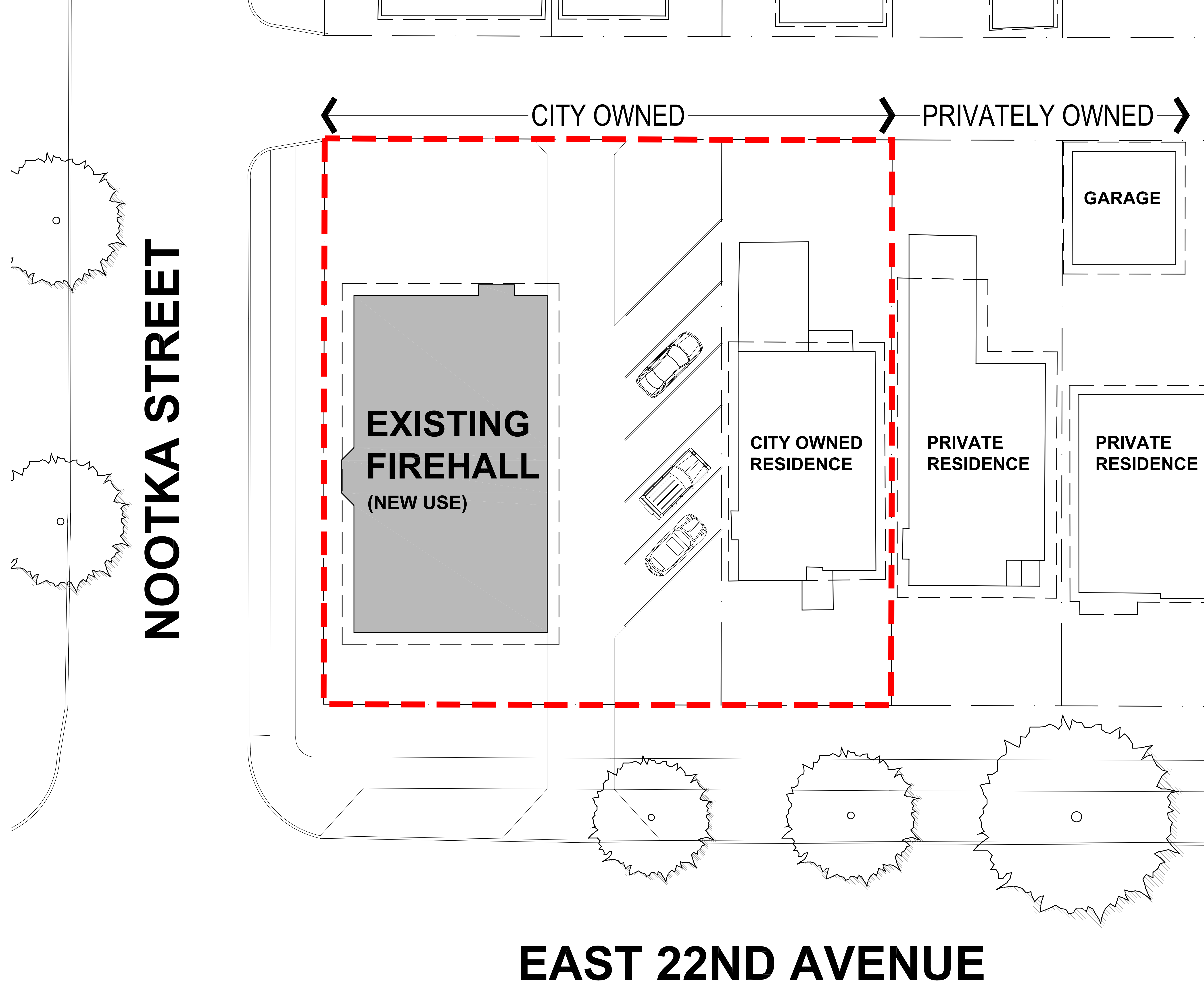
The Community liaison group - "Save the firehall - Build Next Door" supported this approach. VFRS will be very concerned that this approach does not meet their program requirements for a 3-bay hall and that future funding for expansion will not be forthcoming.

VFRS do not support this option because it does not provide a three-bay firehall. Further it does not structurally upgrade the existing building which lies in close proximity to a new fire facility designed to post-disaster standards.

See Consideration

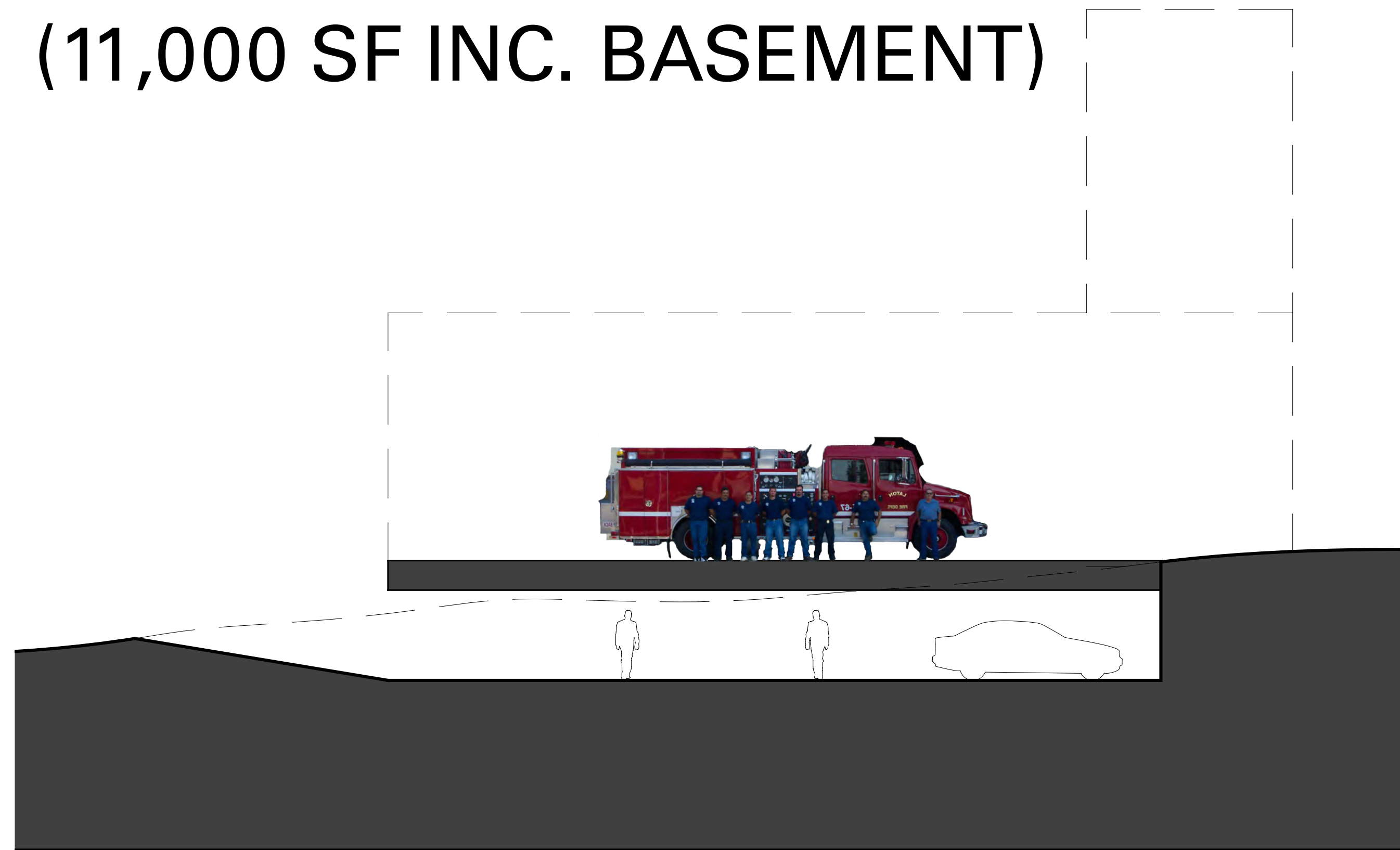
OPTION 1

- NEW FIREHALL CONSTRUCTED OFF-SITE
- ON-SITE PARKING REQUIRED (NUMBER DEPENDENT ON USE)
- SET-BACKS: AS EXISTING - NON-CONFORMING
- EXISTING HALL 4,950 SF (6,425 SF INC. BASEMENT)

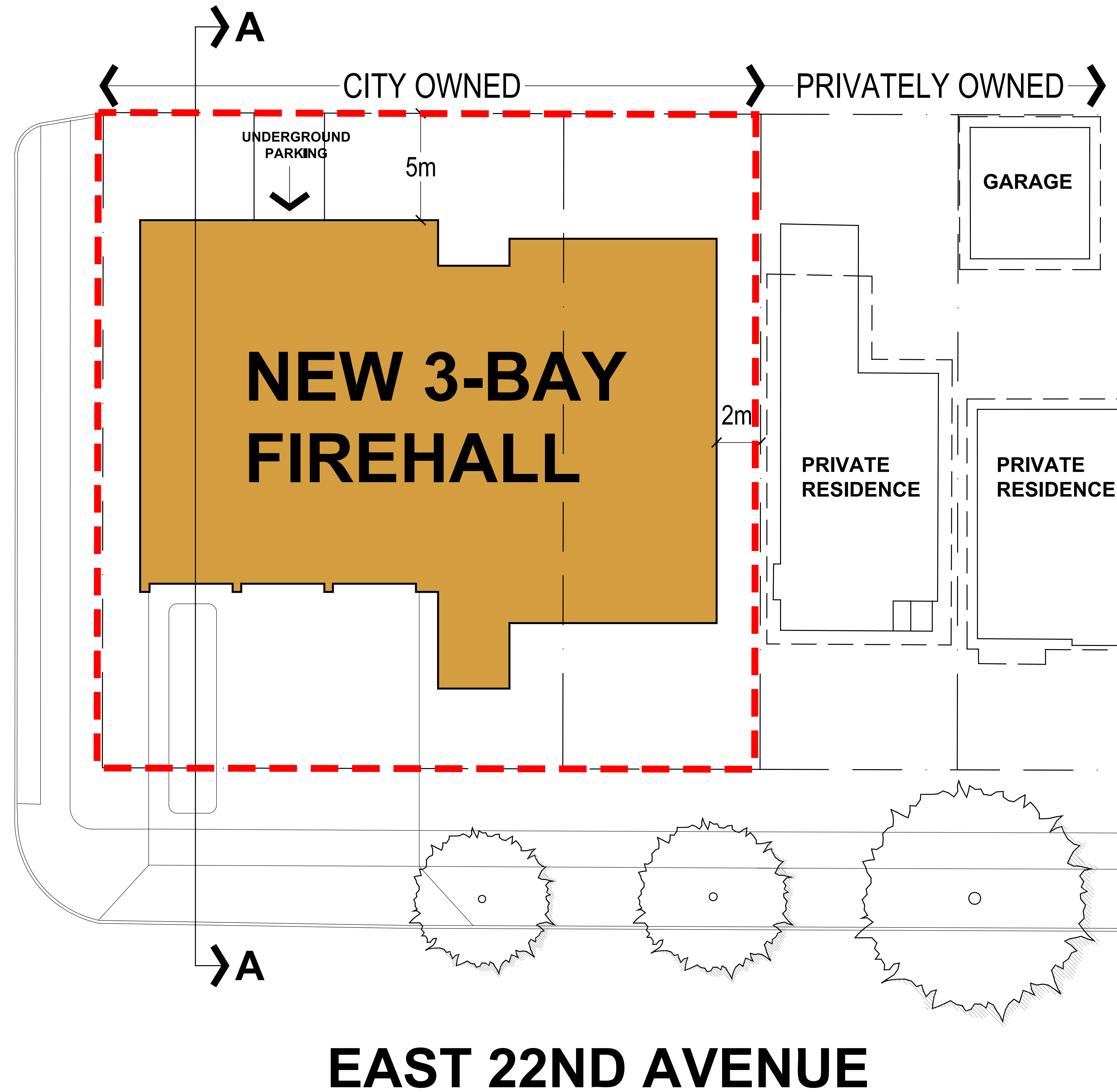


OPTION 2

- NEW 3-BAY FIREHALL CONSTRUCTED ON-SITE
- DEMOLISH/DECONSTRUCT OR RELOCATE EXISTING FIREHALL
- SET-BACKS: VARIANCE REQUIRED
- UNDERGROUND PARKING FEASIBLE AND MORE EFFICIENT
- 8,900 SF (11,000 SF INC. BASEMENT)



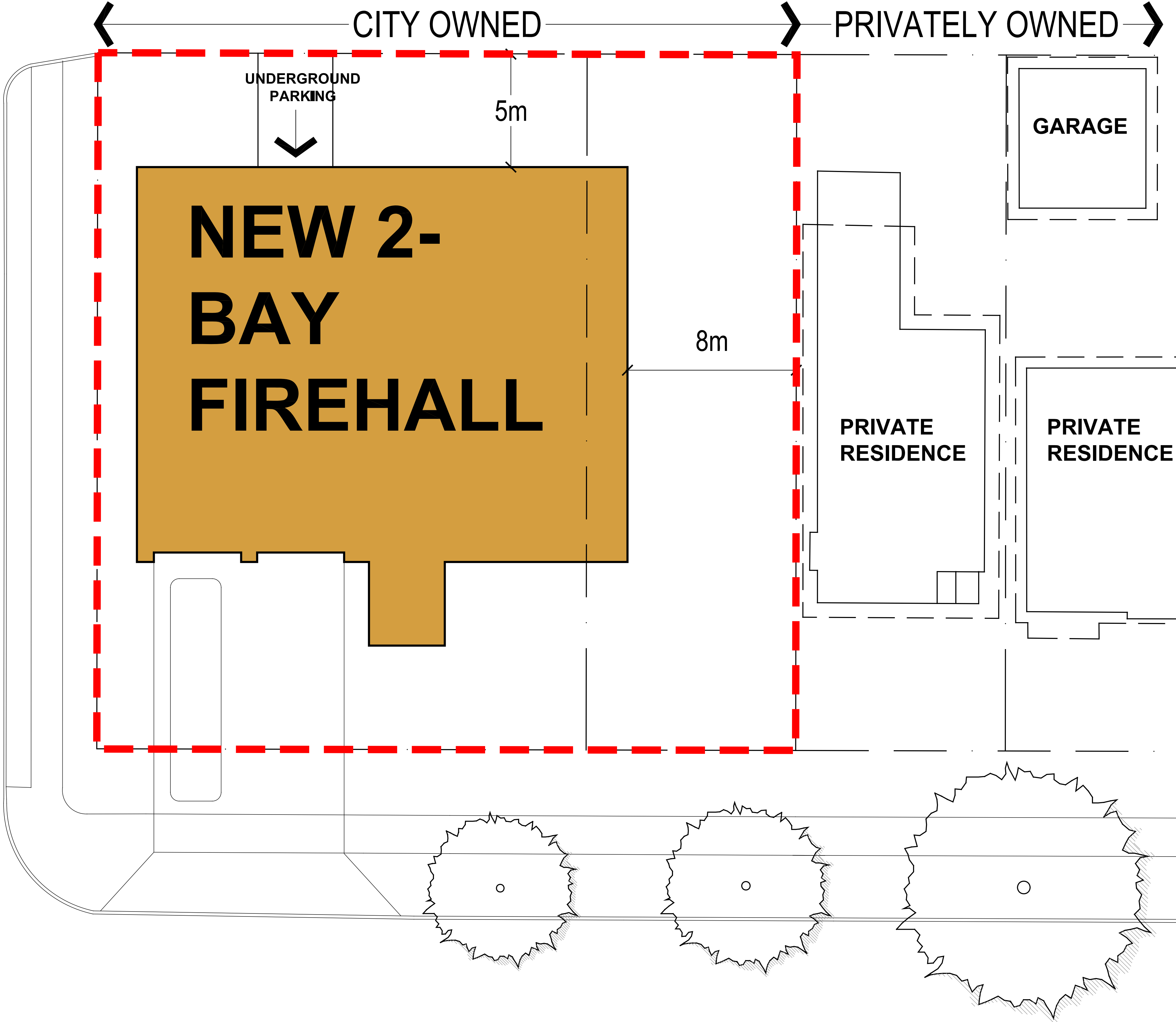
NOOTKA STREET



OPTION 3B

- 2-BAY FIREHALL ON-SITE
- DEMOLISH/DECONSTRUCT OR RELOCATE EXISTING FIREHALL
- SET-BACKS: VARIANCE REQUIRED
- UNDERGROUND PARKING FEASIBLE
- 6,800 SF (8,300 SF INC. BASEMENT)

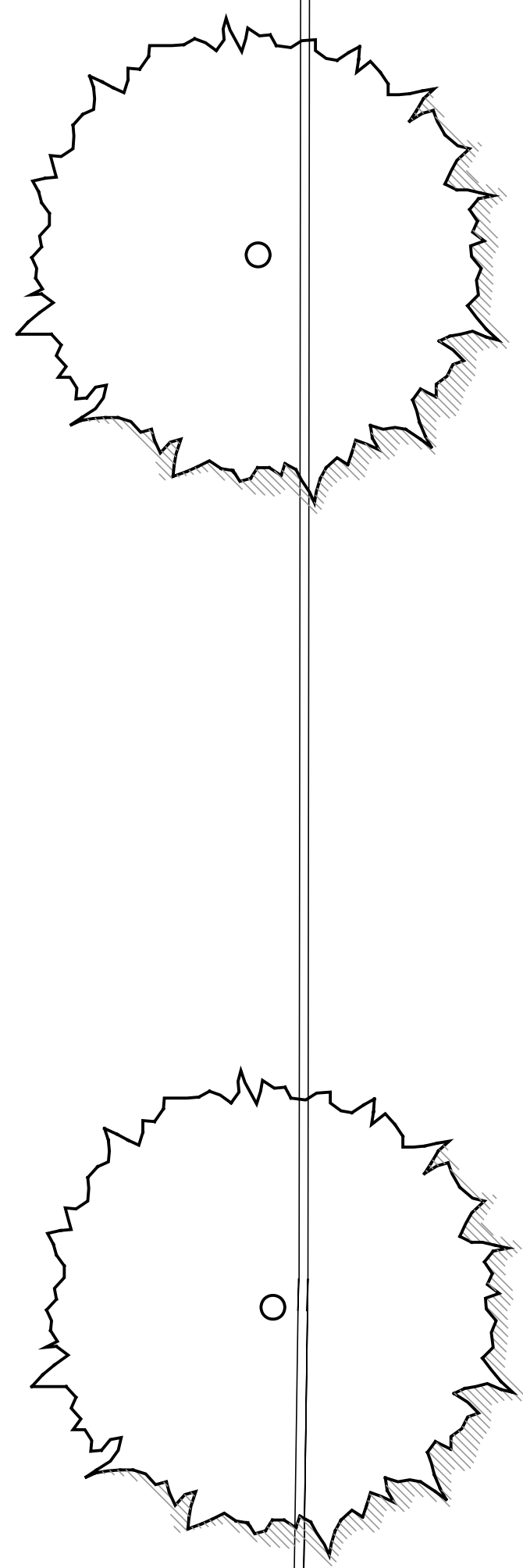
NOOTKA STREET



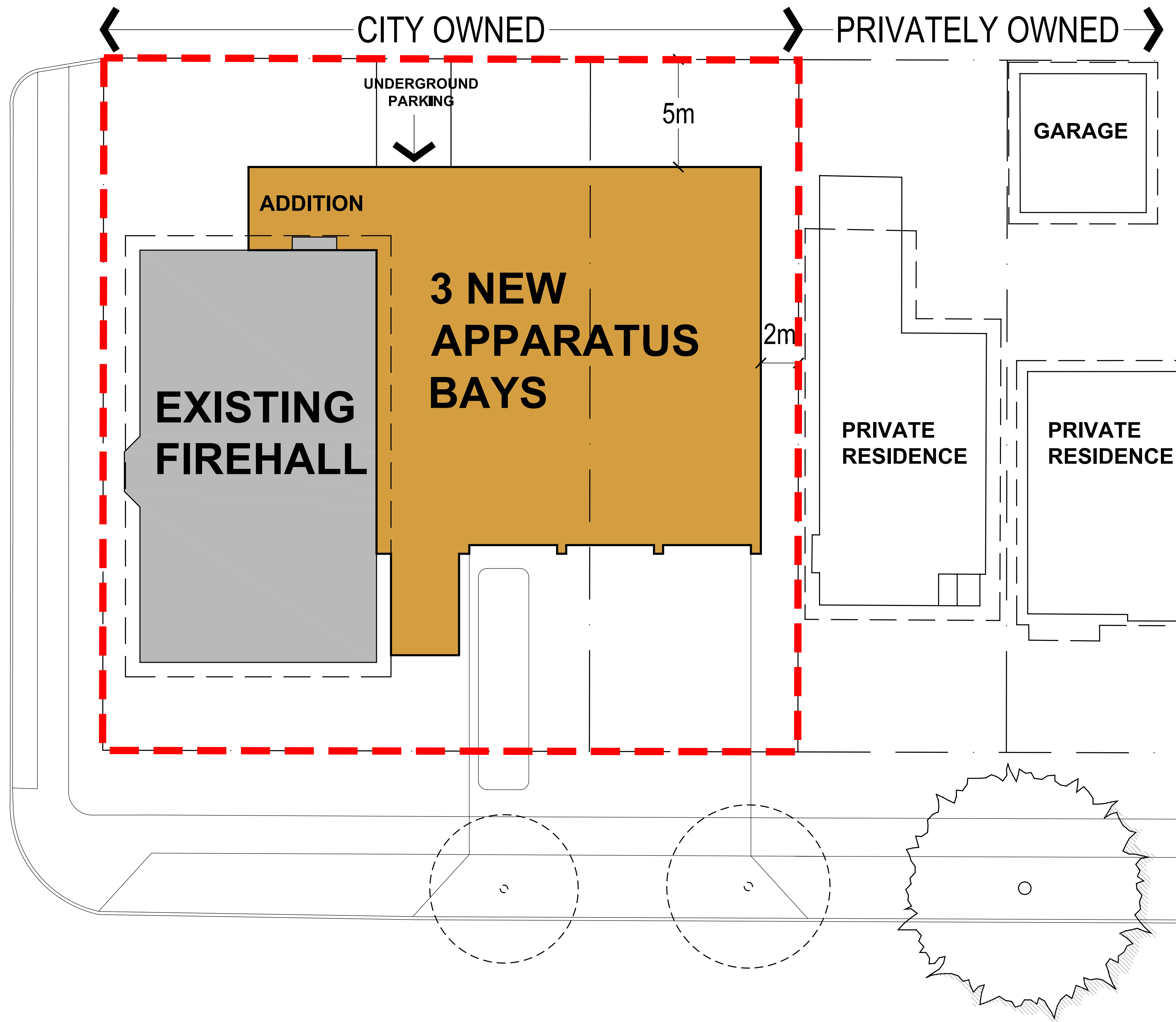
EAST 22ND AVENUE

OPTION 4B

- NEW 3-BAY ADDITION - REDUCED PROGRAM
- NO FIRE-PREVENTION OFFICES
- INCORPORATE EXISTING BUILDING IN NEW FIRE FACILITY
- SET-BACKS: VARIANCE REQUIRED
- UNDERGROUND PARKING FEASIBLE, BUT NOT EFFICIENT
- 12,000 SF (NEW 5,575 SF + EXISTING HALL 6,425 SF)



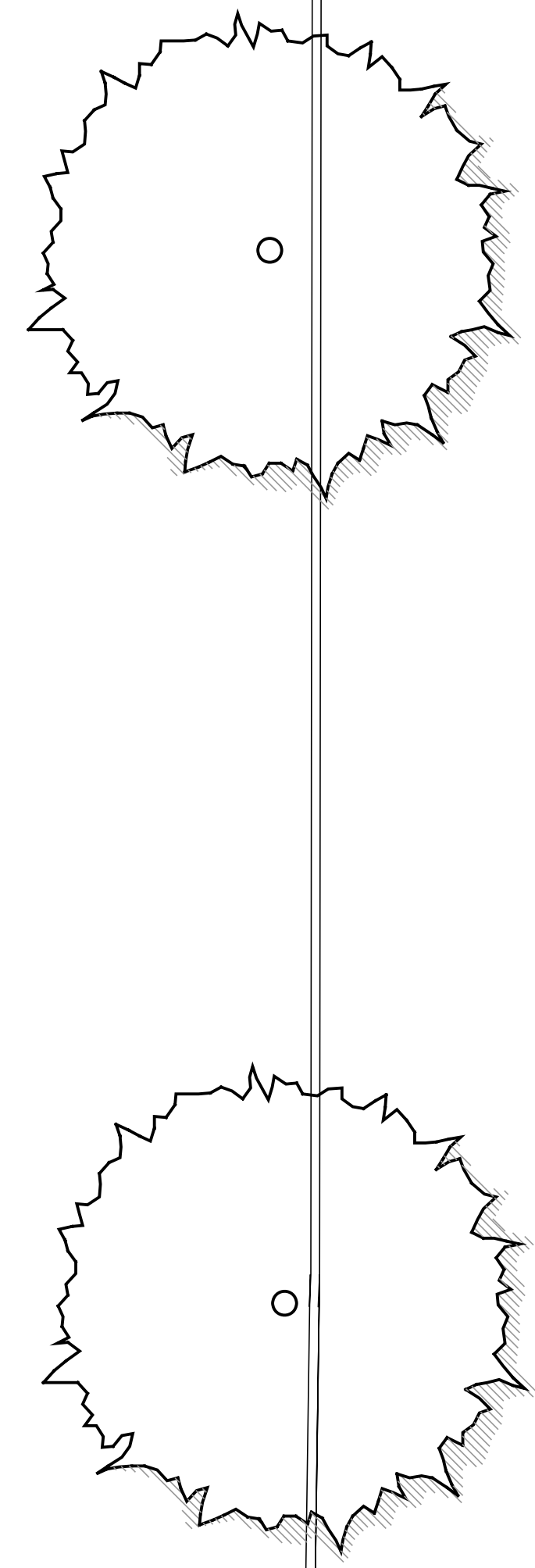
NOOKA STREET



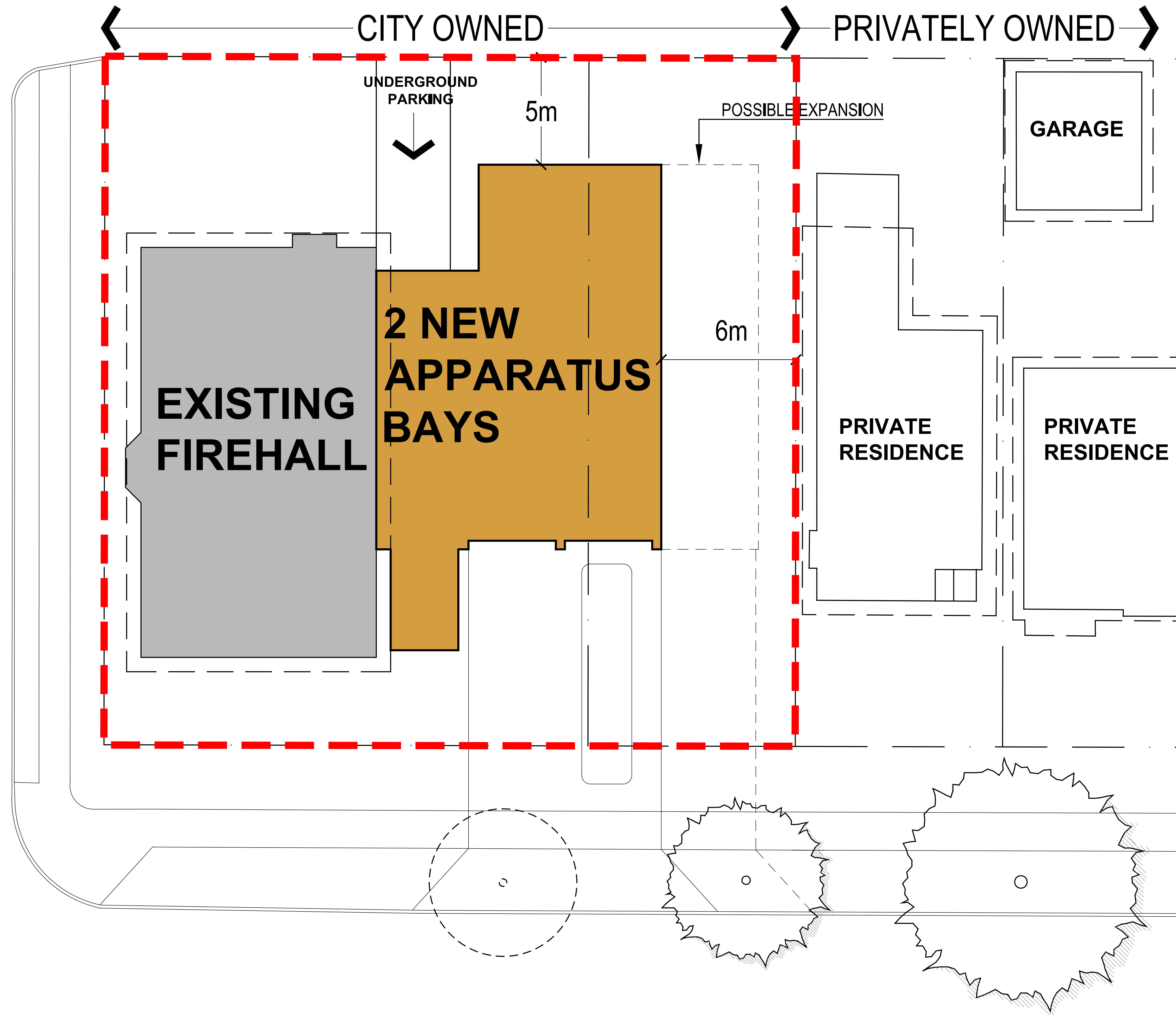
EAST 22ND AVENUE

OPTION 4C

- NEW 2-BAY ADDITION - REDUCED PROGRAM
- NO FIRE-PREVENTION OFFICES OR BATTALION CHIEF
- INCORPORATE EXISTING BUILDING IN NEW FIRE FACILITY
- SET-BACKS: VARIANCE REQUIRED
- UNDERGROUND PARKING FEASIBLE, BUT NOT EFFICIENT
- 11,750 SF (NEW 5,325 SF + EXISTING HALL 6,425 SF)



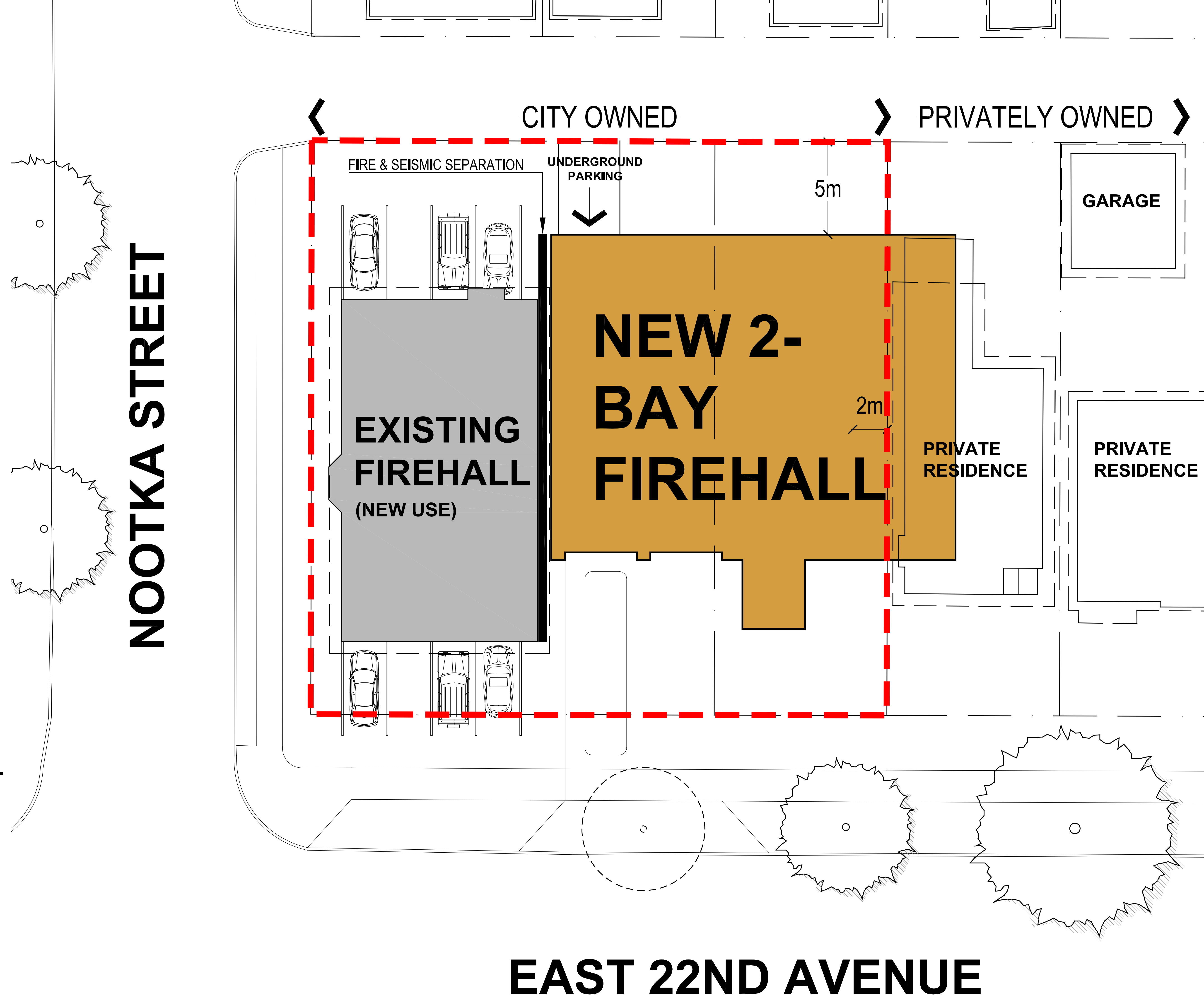
NOOTKA STREET



EAST 22ND AVENUE

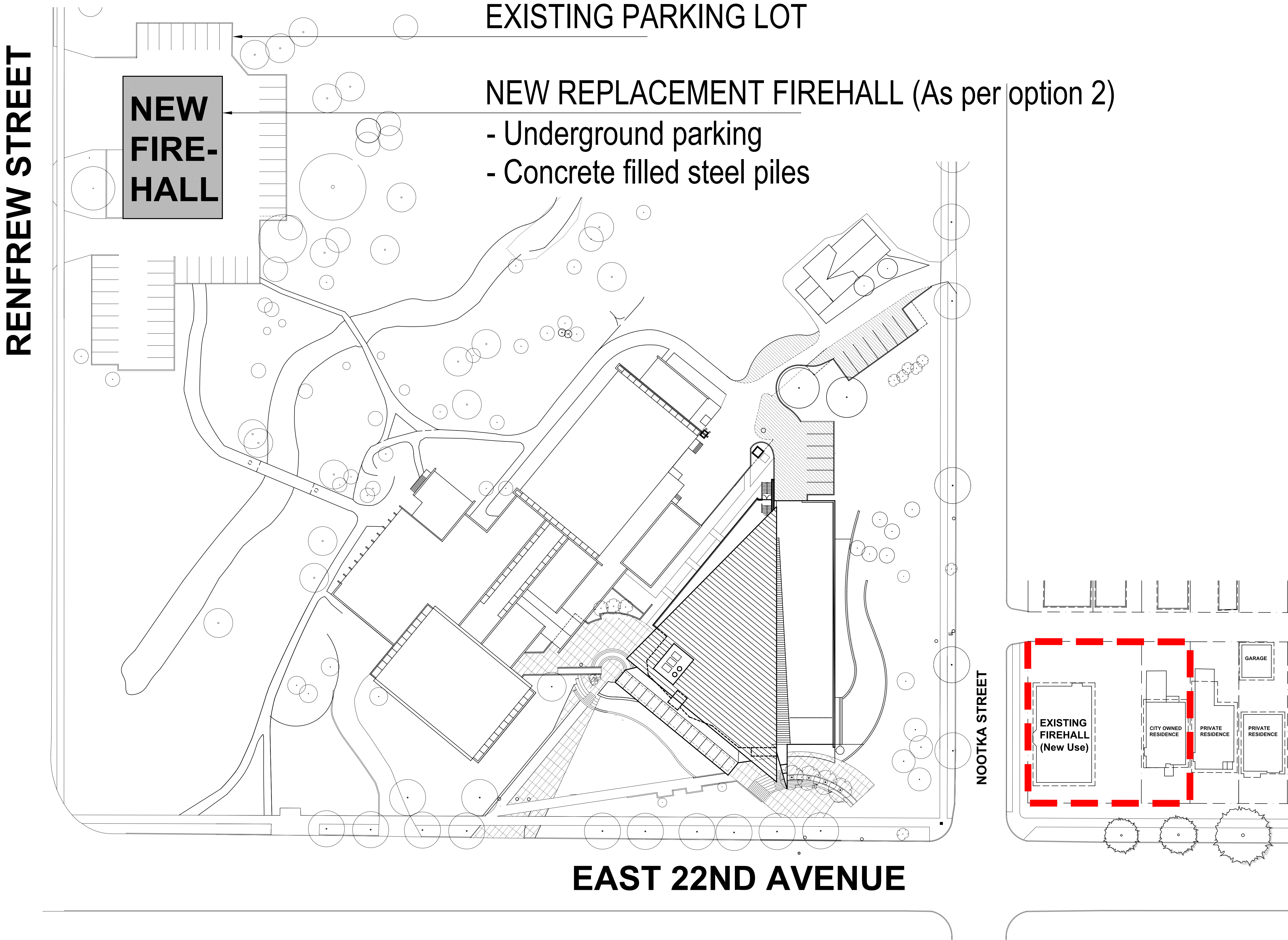
OPTION 5A

- NEW 2-BAY FIREHALL
- RETAIN AND CONVERT EXISTING FIREHALL TO NEW USE
- ADDITIONAL PARKING REQUIRED FOR EXISTING FIREHALL'S NEW USE
- SET-BACKS: VARIANCE REQUIRED
- UNDERGROUND PARKING FEASIBLE, BUT LESS EFFICIENT
- MUST PURCHASE ADDITIONAL ADJACENT LOT
- 6,800 SF
(8,300 SF INC. BASEMENT)
- EXISTING 4,950 SF
(6,425 SF INC. BASEMENT)



OPTION 6

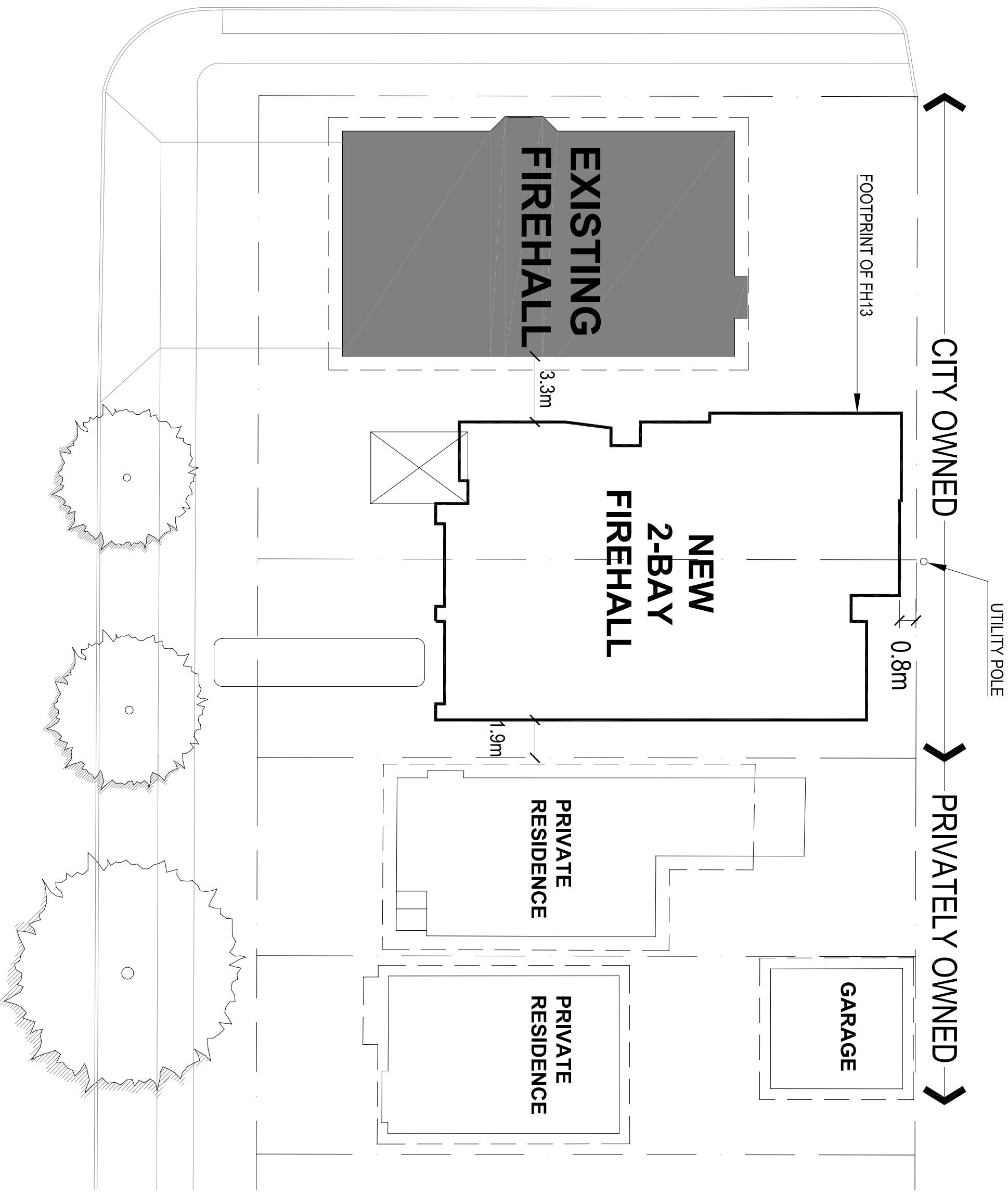
- NEW 3-BAY FIREHALL IN RENFREW PARK
- EXISTING FIREHALL CONVERTED TO NEW USE
- PERMISSION FROM PARK BOARD FOR NON-PARK USE REQUIRED
- NEW HALL AS PER OPTION 2: 8,900 SF (11,000 SF INC. BASEMENT)
- EXISTING HALL 4,950 SF (6,425 SF INC. BASEMENT)



OPTION 7 - MODIFIED RETENTION OPTION

NOTES

- UG parking not practical
- Dorm over apparatus bays
- No FP Offices
- No Bat. Chief



Suite 300
1508 West 2nd Ave
Vancouver BC
Canada V6L 1H2
T 604.732.8220
F 604.732.8695
E office@hqm.ca

Hughes Condon Marler : Architects

NO. ISSUES DATE

1
Copyright reserved. These drawings and the design information contained herein are the exclusive property of the Architect and cannot be used without the consent of the Architect.

Project Name
Firehall 15

Sheet Title
FH13 Option

Date 06-14-2006
Scale 1:200
Job No. 0511
Drawn lrm
Checked

