



CITY OF VANCOUVER

P2

POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: October 20, 2009
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Meeting Date: November 3, 2009

TO: Vancouver City Council

FROM: Director of Planning

SUBJECT: CD-1 Rezoning and Heritage Designation of Fire Hall #15 -
3003 East 22nd Avenue

RECOMMENDATION

- A. THAT the application by the Director of Planning, to rezone 3003 East 22nd Avenue (PID 026-343-711; Lot B, Block F, Town of Hastings Suburban Lands, Plan BCP18656, Group 1, New Westminster District) from RS-1 (Single-Family Residential District) to CD-1 (Comprehensive Development District), to increase the density from 0.60 FSR to 1.00 FSR, to permit the retention and renovation of the historic Fire Hall #15 and the addition of a one-storey structure housing three new truck apparatus bays, be referred to a public hearing, together with:
- (i) plans received August 6, 2009;
 - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
 - (iii) the recommendation of the Director of Planning to approve, subject to conditions contained in Appendix B.

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at Public Hearing.

- B. THAT, subject to approval of the rezoning at Public Hearing, Council add the building at 3003 East 22nd Avenue, known as Fire Hall #15 to the Vancouver Heritage Register in the "B" category and designate the site as protected heritage property.

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary Designation By-law for consideration at public hearing.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of the foregoing.

COUNCIL POLICY

Relevant Council Policies for this site include:

- The Renfrew-Collingwood Community Vision (the Vision), approved in 2004, provides guidance on redevelopment in this community. The Vision supports the city-wide policy to encourage retention of historic buildings on the Vancouver Heritage Register and requires no further planning for rezoning applications accommodating heritage retention. Section 13.1 of the Vision states: "For structures listed in the Vancouver Heritage Register, the City should encourage retention by implementing additional incentives which are suitable in areas like Renfrew-Collingwood", most notably, relaxation of the current zoning regulations.
- Heritage Policies and Guidelines.
- RS-1 District Schedule.

PURPOSE AND SUMMARY

This report assesses an application to rezone the site at 3003 East 22nd Avenue from RS-1 (Single-Family Residential District) to CD-1 (Comprehensive Development District) to permit an increase in the overall density from 0.60 FSR to 1.00 FSR, to accommodate the retention of the existing fire hall and an addition of new truck apparatus bays. The historic fire hall will be retained, restored and renovated, and the site will continue to supply fire and rescue services to the surrounding community.

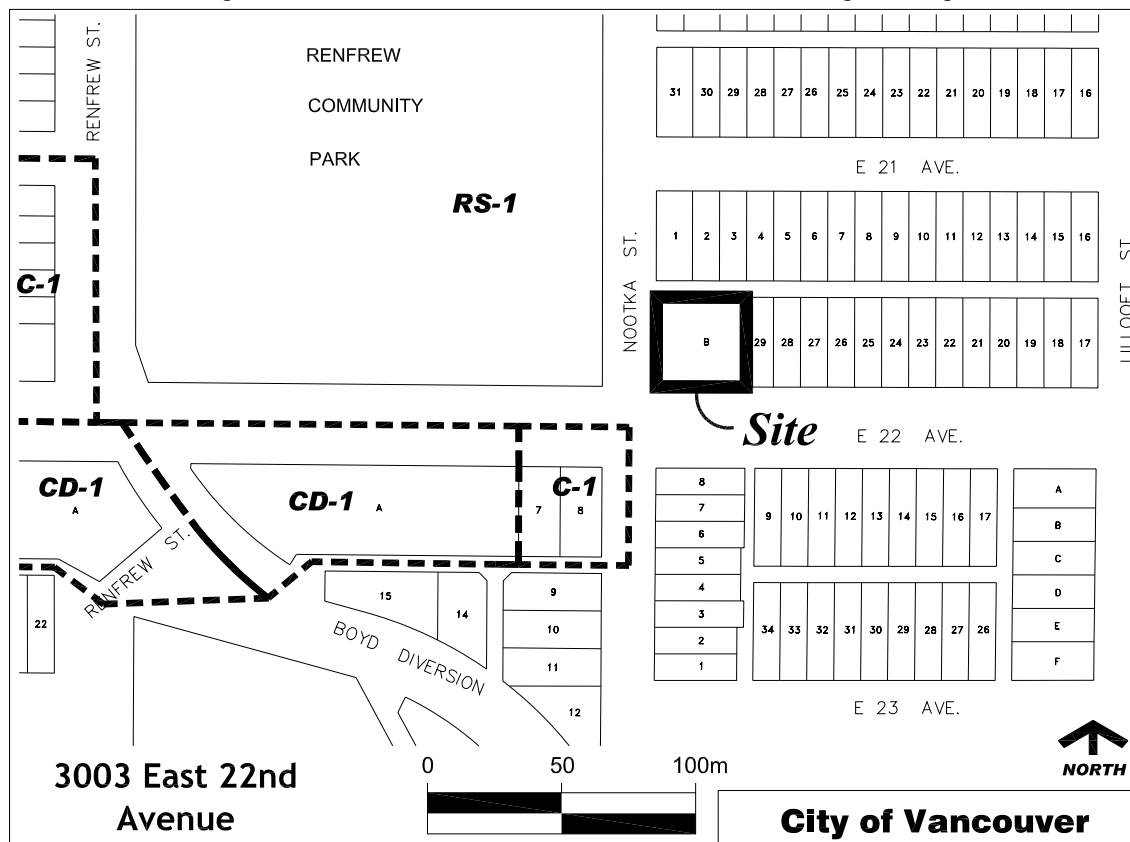
BACKGROUND

Fire Hall #15, located at 3003 East 22nd Avenue, is a two-bay, two-storey, wood-frame building constructed in 1913. The building was extensively renovated in the 1950s; however, it has reached the end of its functional life. An adjacent residential lot at 3015 East 22nd Avenue was purchased and the house demolished to increase the site area in anticipation of accommodating a new three-bay fire hall. Due to the current conditions at the existing fire hall, Vancouver Fire and Rescue Services staff and apparatus have moved to a temporary site within the area.

On May 7, 2009, Council passed a motion to approve the funding for the restoration and reuse of the historic fire hall at 3003 East 22nd Avenue. Council then instructed the Director of Planning to make an application to rezone the site and report back after review of the application for referral to a public hearing. To expedite the process, staff have undertaken a combined Rezoning and Development Permit review process. On Council's instructions, the City hired Hughes Condon Marler Architects to prepare a combined rezoning/development permit application package and they were submitted on August 6, 2009. The proposed development will retain, restore and re-use the original two-storey fire hall and it will add a new one-storey structure housing three truck apparatus bays for the continued use of Fire and Rescue Services.

The City secured a Statement of Significance (SOS) in 2005 outlining the site's historic status. The Vancouver Heritage Commission subsequently confirmed the findings of the SOS and staff's evaluation of it, and voted to support the addition of Fire Hall #15 to the Vancouver Heritage Register in the "B" category.

Figure 1 – Site of Fire Hall #15 and Surrounding Zoning



DISCUSSION

Site and Context – The site is located on the northeast corner of Nootka Street and 22nd Avenue in the Renfrew-Collingwood neighbourhood. It has a frontage of 33.64 m (110.3 ft.) on 22nd Avenue and a frontage of 33.5 m (109.9 ft.) on Nootka Street. The present zoning is RS-1 (Single-Family Residential). The site was originally comprised of three standard-size lots, but was consolidated in 2005. Part of the site contained a City-owned residential house, which was demolished in early 2009 to make way for the pending development. Vehicular access is from both 22nd Avenue and from the lane to the north.

The site is surrounded by a variety of zoning districts and development. Immediately to the west is the Renfrew Community Park, with a community centre and a library. The area to the north and east is zoned RS-1 and developed with single-family homes. There are two CD-1 developments to the south containing a three-storey seniors housing and care facility owned by the Three Links Care Society and managed through Vancouver Coastal Health Authority and a four-storey office/retail and community care facility.

Land Use, Density and Form of Development – Fire halls fall under the classification of “Public Authority Use” which is a conditional approval use in the RS-1 District Schedule. The proposal is to retain and expand the principal use as a fire hall facility, and to include fire prevention offices and a 38.5 m² (414 sq. ft.) community room as ancillary uses. The community room was a request made by the area residents during the public consultation. The proposal results in a total floor area of 1 131.5 m² (12,180 sq. ft.) equalling a floor space ratio (FSR) of 1.00. (See Appendix A, draft CD-1 By-law.)

While the proposed density is greater than the 0.60 FSR permitted in the RS-1 District, staff conclude it is supportable: 1) because the proposed addition is scaled to be a compatible fit with the surrounding single-family development; 2) because the impacts of the proposed development have been successfully mitigated by relocating all vehicular access to the lane; and 3) because public needs are addressed through the construction of additional truck bays and fire prevention offices, to serve the surrounding community. (Note Plans in Appendix B)

On September 14, 2009, the Vancouver Heritage Commission reviewed the combined rezoning and development permit application and passed the following motion:

RESOLVED

THAT the Vancouver Heritage Commission (VHC) supports the proposed Conservation Plan regarding Fire Hall #15 at 3003 East 22nd Avenue, including the original colour scheme, but the VHC also supports the contemporary addition option B of the Conservation Plan at the rear.

Building Conservation – The structural frame of Fire Hall #15 will be retained and restored. All exterior cladding material including the roof, will be replicated to match the original appearance of the fire hall at the time of its construction. The existing wood soffit and wood brackets will be retained and restored for reuse. Many of the original wood windows will be retained and refurbished; where this is not possible, the windows will be replicated to match the originals. The original balconies off the second-floor sleeping porch will be replicated. The interior layout of the fire hall will be greatly altered to respond to the program needs of the revamped facility, however, every effort will be made to retain and restore features such as the tin ceiling, brass firefighters’ pole, and the fir trim and wainscoting. These elements are intended for either the new public entry off Nootka Street or for the community room, which will serve both the program needs of the fire hall and the local community. In addition, memorabilia depicting the early life of the Fire Department in Vancouver and of Fire Hall #15, will be located within the proposed community room. The existing masonry retaining wall along Nootka Street and 22nd Avenue will be retained and restored where required, except where intersected by a new entry stair along the Nootka frontage.

Given the post-disaster relief status required for fire halls, the existing foundation and structural frame will need to be enhanced to meet the code requirements in these areas. This work is significant and involves adding a separate structural system, reinforcing the existing wood-frame structure and redoing the foundation, foundation walls and ground floor slab.

The addition of the three new apparatus bays to the east and the extension off the kitchen and training room below, have been designed in a contemporary fashion to clearly mark these as recent changes to the site and consistent with an architectural approach from this era. An

alternative “historicist” approach developed for the rear addition off the kitchen was equally justified given the scale of the addition, however Fire and Rescue Services choose to pursue the contemporary rear addition, as it permitted more light into this space and it fully retains the heritage bay window above the addition.

Parking and Encroachment – The proposal includes one level of underground parking, with nine vehicle spaces and eight bicycle stalls, accessed from the lane at the north edge of the site. Engineering staff have reviewed the rezoning application and support the number of parking stalls proposed. They have no objections to the proposed rezoning provided that the applicant satisfies the Engineering conditions included in Appendix B and summarized herein.

The proposed new public access stair on Nootka Street, will encroach into the City street right-of-way. Engineering staff have reviewed the encroachment and determined it is supportable.

Sustainability – In accordance with Council policy for all City-owned sites, the restoration, and additions to Fire Hall #15 are intended to meet the Canadian Green Building Council’s requirements for LEED standing in the Gold category.

Public Consultation – After the rezoning submission was received, staff sent out 1,536 notification letters to surrounding property owners on August 26, 2009. A rezoning information sign was posted on the site on August 21, 2009. In response, staff have received four phone calls, generally in support of the proposed rezoning. In addition, staff hosted an open house on September 14, 2009 at the Renfrew Community Centre, 20 people attended and staff received four comment sheets, generally in support of the proposed rezoning.

FINANCIAL IMPLICATIONS

Funding to restore and make an addition to Fire Hall #15 was approved by Council in May 2009. There are no further financial implications as a result of rezoning the site.

CONCLUSION

Planning staff conclude that the proposed development is appropriate in terms of the use, density and form of development for a fire hall at this location.

The Director of Planning recommends that the application be referred to a public hearing and be approved, subject to the proposed conditions of approval presented in Appendix B.

* * * * *

DRAFT CD-1 BY-LAW PROVISIONS

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting to the satisfaction of the Director of Legal Services.

1.0 Uses

Subject to approval by Council of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in the By-law or in a development permit, the only uses permitted and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:

- (a) Institutional Uses, limited to Public Authority Use as a Fire Hall; and
- (b) Accessory Uses customarily ancillary to a Fire Hall including, but not limited to, fire prevention offices and community room uses.

2.0 Floor Area and Density

2.1 The maximum floor space ratio is 1.0. For the purpose of computing floor space ratio, the site is deemed to be 1 127.1 m² (12,132.4 sq. ft.), being the site size at the time of application for rezoning, prior to dedications.

2.2 The following shall be included in the computation of floor space ratio:

- (a) all floors, including earthen floor, to be measured to the extreme outer limits of the building; and
- (b) stairways, fire escapes, elevator shafts and other features which the Director of Planning considers similar, to be measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located.

2.3 The following shall be excluded in the computation of floor space ratio:

- (a) open balconies or sundecks, and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, provided that the total area of all exclusions does not exceed eight percent of the permitted floor area;
- (b) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls; and
- (c) the floors or portions of floors used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which, in the opinion of the Director of Planning, are similar to the foregoing, which are at or below the base surface except that the exclusion for a parking space must not exceed 7.3 m in length;
- (d) areas of undeveloped floors which are located:
 - (i) above the highest storey or half-storey and to which there is no permanent means of access other than a hatch; or

- (ii) adjacent to a storey or half-storey with a ceiling height of less than 1.2 m.
 - (e) floors located at or below finished grade with a ceiling height of less than 1.2 m;
 - (f) covered verandas or porches, provided that:
 - (i) they face a street or a rear property line storey;
 - (ii) that portion facing the street or rear property line shall be open or protected by guard rails the height of which shall not exceed the minimum specified in the Building By-law; and
 - (iii) the total area being excluded does not exceed 5 percent of the permitted floor area.
 - (g) where exterior walls greater than 152 mm in thickness have been recommended by a Building Envelope Professional as defined in the Building By-law, the area of the walls exceeding 152 mm, but to a maximum exclusion of 152 mm thickness, and
 - (h) with respect to exterior walls:
 - (i) wood frame construction walls greater than 152 mm thick that accommodate RSI 3.85 (R-22) insulation, or
 - (ii) walls other than wood frame construction greater than 152 mm thick that meet the standard RSI 2.67 (R-15), the area of such walls that exceeds 152 mm to a maximum exclusion of 51 mm of thickness for wood frame construction walls and 127 mm of thickness for other walls, except that this clause is not to apply to walls in existence before January 20, 2009.
- A registered professional must verify that any exterior wall referred to in subsection (ii) of this section meets the standards set out therein.

3.0 Height

- (a) A maximum of 19 m (62.3 ft.) for the existing hose tower on the Fire Hall;
- (b) A maximum height of 14.9 m (49 ft.) for the existing Fire Hall roof and new hose tower or 3 storeys; and
- (c) A maximum of 7.5 m (24.6 ft.) for the new truck apparatus bays or 1 storey.

4.0 Parking, Loading and Bicycle Spaces

Any development or use of the site requires the provision and maintenance, in accordance with the requirements of, and relaxations, exemptions and mixed use reductions in, the Parking By-law, of off-street parking spaces, loading spaces, and bicycle spaces, all as defined within the Parking By-Law except that, for fire hall uses 9 parking spaces and 8 bicycle spaces should be provided, unless any amendment to the Parking By-law results in a lesser parking requirement than the one set out above, in which case the lesser is to apply.

PROPOSED CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

CONDITION OF APPROVAL OF THE FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Hughes Condon Marler Architects, and stamped "Received City Planning Department August 6, 2009", provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development.

CONDITIONS OF BY-LAW ENACTMENT

- (b) That, prior to enactment of the CD-1 By-law, the registered owner shall:
 - (i) register the designation by-law designating the site heritage property on title to the site;
 - (ii) make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for provision of undergrounding of all new utility services from the closest existing suitable service point. All services and in particular electrical transformers to accommodate a primary service must be located on private property. The development site is not to rely on secondary voltage from the existing overhead network. Any alterations to the existing underground / overhead utility network to accommodate the development will require review and approval by the Utilities Management Branch. Early contact with the Utilities Management Branch is encouraged;
 - (iii) do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter, as required by the Manager of Environmental Protection and the Director of Legal Services in their discretion; and if a Certificate of Compliance is required by the Ministry of Environment as a result of a completed site profile, execute a Section 219 Covenant, as required by the Manager of Environmental Protection and the Director of Legal Services in their discretion, that there will be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning, until a Certificate of Compliance has been provided to the City by the Ministry of Environment;
 - (iv) make arrangements for all new BC Hydro and Telus services to be undergrounded, within and adjacent the site, from the closest existing suitable service point;

FORM OF DEVELOPMENT



1 VIEW LOOKING NORTH EAST



2 VIEW LOOKING NORTH WEST



3 VIEW LOOKING SOUTH EAST

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PARTNERS CONSULTANTS

APPROVAL

LIST OF ISSUES:

NO.	ISSUES	DATE
1	Issue 1	20090624
2	Issue 2	20090624
3	Issue 3	20090624
4	Issue 4	20090624
5	Issue 5	20090624
6	Issue 6	20090624
7	Issue 7	20090624
8	Issue 8	20090624
9	Issue 9	20090624
10	Issue 10	20090624
11	Issue 11	20090624
12	Issue 12	20090624
13	Issue 13	20090624
14	Issue 14	20090624
15	Issue 15	20090624
16	Issue 16	20090624
17	Issue 17	20090624
18	Issue 18	20090624
19	Issue 19	20090624

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ISSUES TO BE SOLVED ON A LATER SHEET

Project Name
Vancouver Firehall no.15
3003 East 22nd Avenue

Sheet Title
Elevations

Date
June 24, 2009

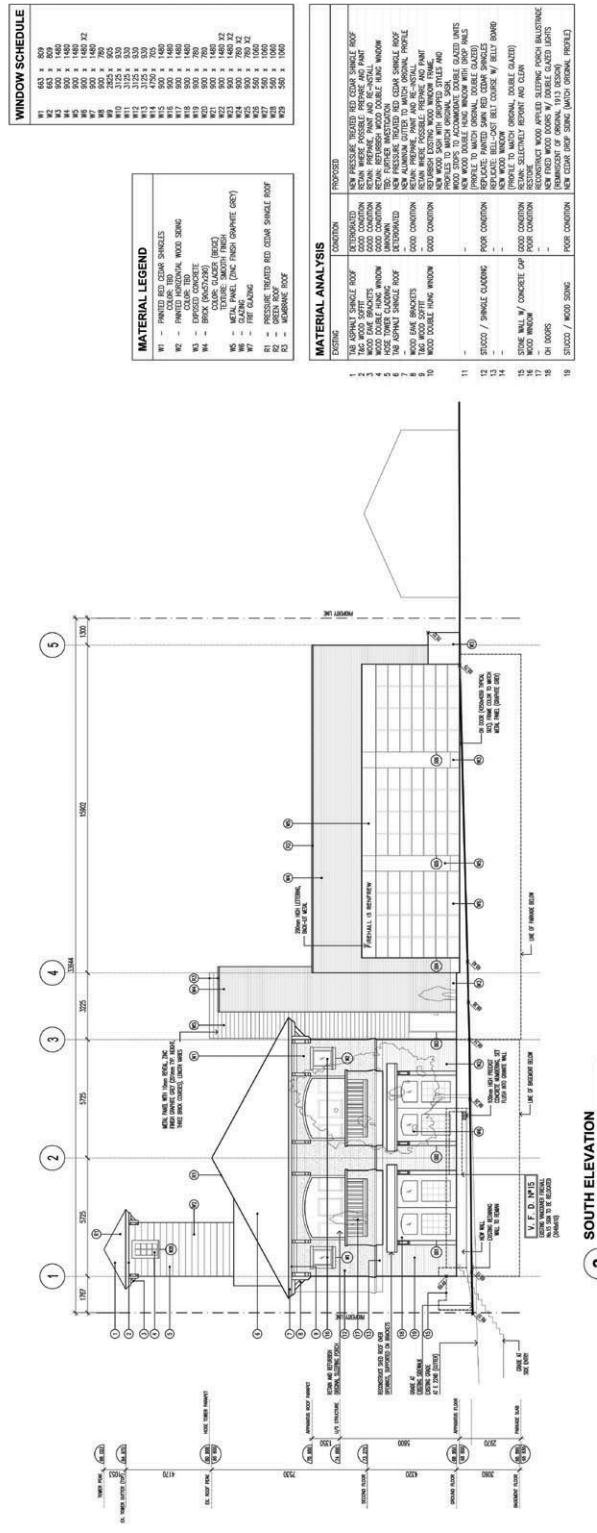
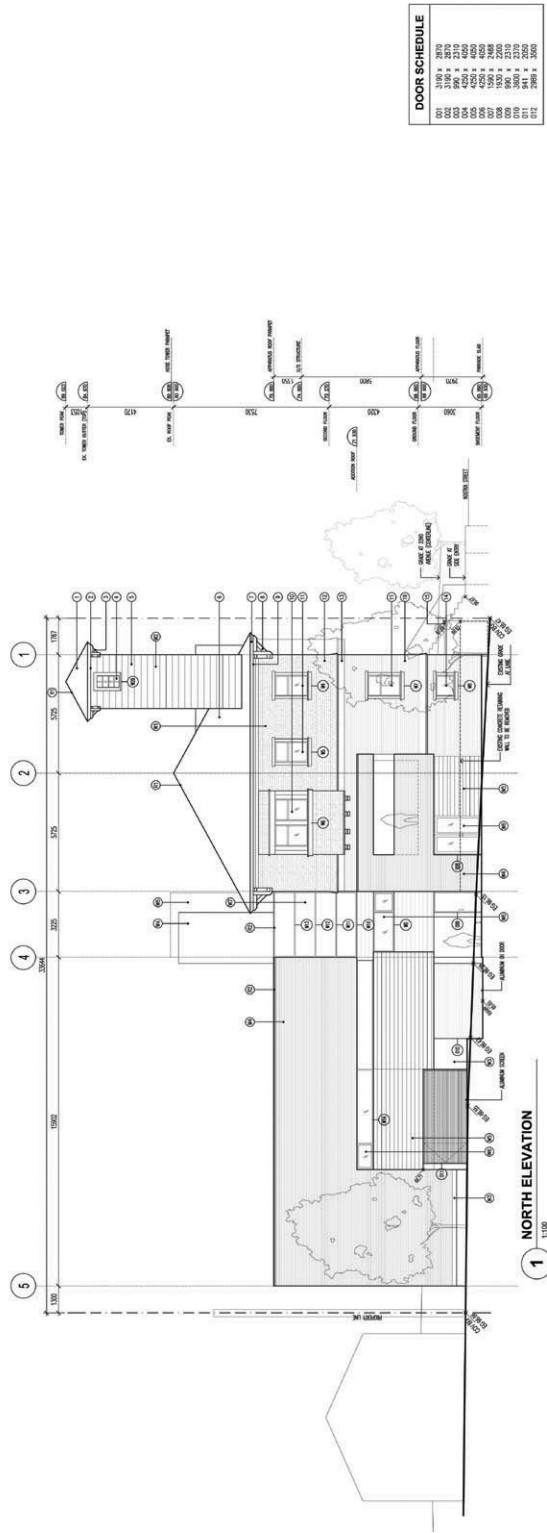
Scale
1:100

Job No.
0511

Drawn
[Name]

Checked
[Name]

SHEET NUMBER
A-14B



DOOR SCHEDULE

NO.	SIZE	TYPE
001	3100 x 2075	WOOD
002	2000 x 2175	WOOD
003	2000 x 1480	WOOD
004	2000 x 1480	WOOD
005	1425 x 2025	WOOD
006	1425 x 2025	WOOD
007	1425 x 2025	WOOD
008	1425 x 2025	WOOD
009	1425 x 2025	WOOD
010	1425 x 2025	WOOD
011	2000 x 2175	WOOD
012	2000 x 2025	WOOD

WINDOW SCHEDULE

NO.	SIZE	TYPE
W1	653 x 809	WOOD
W2	653 x 1480	WOOD
W3	653 x 1480	WOOD
W4	653 x 1480	WOOD
W5	653 x 1480	WOOD
W6	653 x 1480	WOOD
W7	653 x 1480	WOOD
W8	653 x 1480	WOOD
W9	2525 x 809	WOOD
W10	2525 x 809	WOOD
W11	2175 x 809	WOOD
W12	2175 x 809	WOOD
W13	2175 x 809	WOOD
W14	2175 x 809	WOOD
W15	653 x 1480	WOOD
W16	653 x 1480	WOOD
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MATERIAL LEGEND

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- W96 - PRESSED RED CEDAR SHAKLES
- W97 - PRESSED RED CEDAR SHAKLES
- W98 - PRESSED RED CEDAR SHAKLES
- W99 - PRESSED RED CEDAR SHAKLES
- W100 - PRESSED RED CEDAR SHAKLES

MATERIAL ANALYSIS

NO.	DESCRIPTION	PROPOSED
1	WOOD SHINGLE ROOF	NEW PRESSURE TREATED RED CEDAR SHINGLE ROOF
2	WOOD SHINGLE ROOF	REPAIR/REPLACE WITH NEW PRESSURE TREATED RED CEDAR SHINGLE ROOF
3	WOOD SHINGLE ROOF	REPAIR/REPLACE WITH NEW PRESSURE TREATED RED CEDAR SHINGLE ROOF
4	WOOD SHINGLE ROOF	REPAIR/REPLACE WITH NEW PRESSURE TREATED RED CEDAR SHINGLE ROOF
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19	WOOD SHINGLE ROOF	REPAIR/REPLACE WITH NEW PRESSURE TREATED RED CEDAR SHINGLE ROOF

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APPROVAL

LIST OF ISSUES

NO.	ISSUES	DATE
1	1 - 24	2009/06/24
2	25 - 30	2009/06/24
3	31 - 36	2009/06/24
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261	1579 - 1584	2009/

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APPROVAL:

LIST OF ISSUES

NO.	ISSUES	DATE
1	Issue 1	20090624
2	Issue 2	20090624
3	Issue 3	20090624
4	Issue 4	20090624
5	Issue 5	20090624
6	Issue 6	20090624
7	Issue 7	20090624
8	Issue 8	20090624
9	Issue 9	20090624
10	Issue 10	20090624

PROJECT NAME
Vancouver Firehall no.15
3003 East 22nd Avenue

DATE
June 24, 2009

SCALE
1:100

PROJECT NO.
0511

DESIGNED BY
Checked

PROJECT NO.
0511

DATE
June 24, 2009

SCALE
1:100

PROJECT NO.
0511

DESIGNED BY
Checked

PROJECT NO.
0511

DATE
June 24, 2009

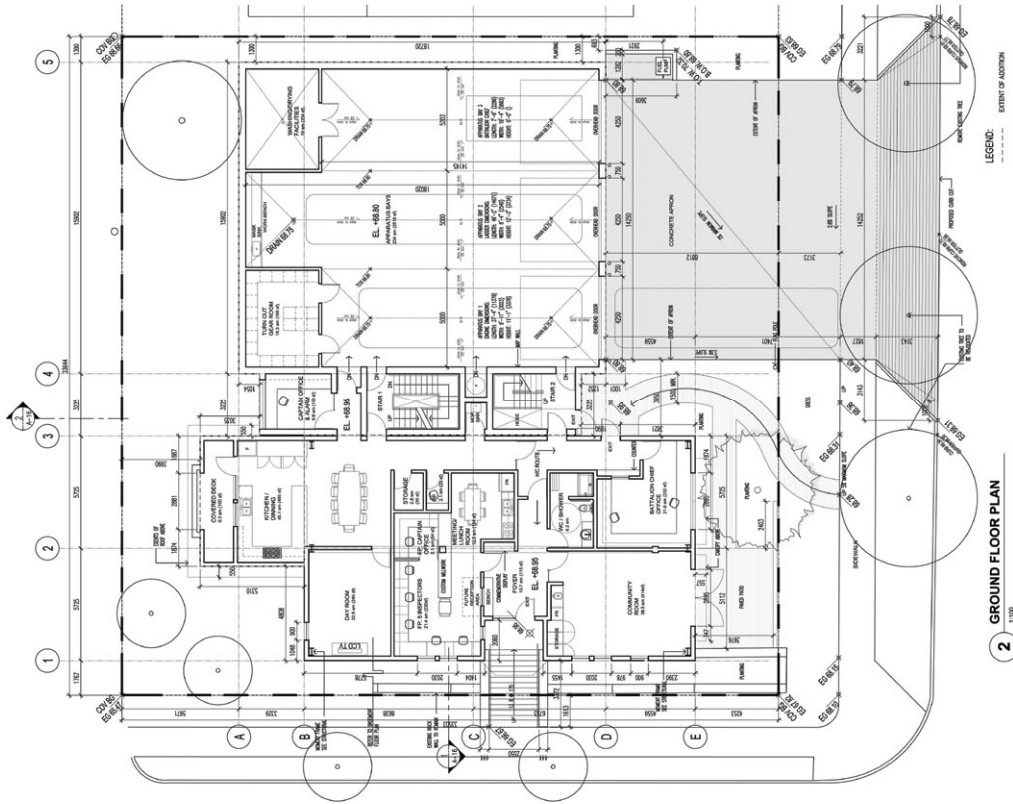
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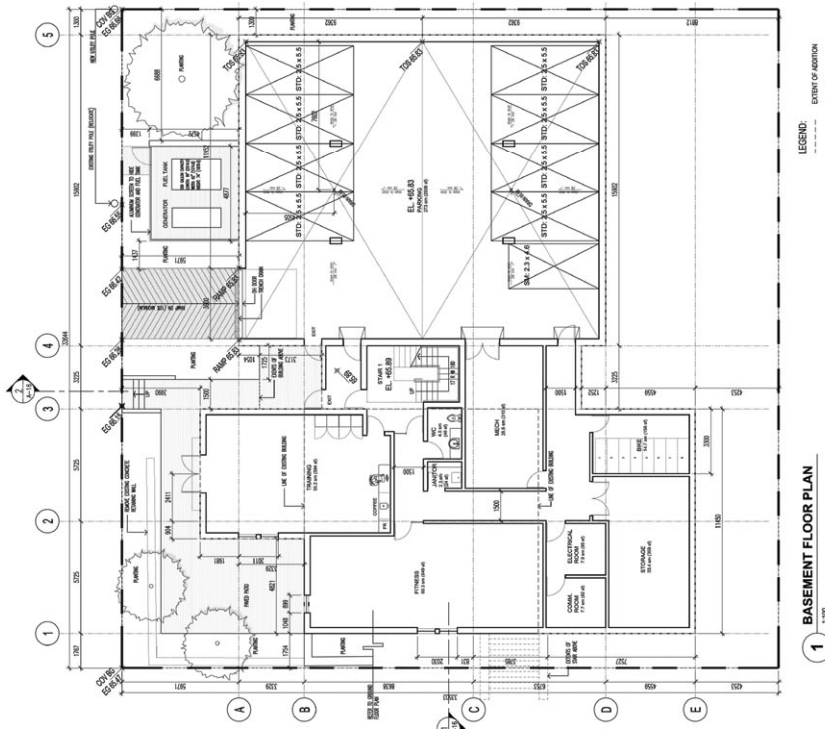
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A-12

SHEET NUMBER



2 GROUND FLOOR PLAN
1:100



1 BASEMENT FLOOR PLAN
1:100

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APPROVAL:

LIST OF ISSUES

NO.	ISSUES	DATE
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Project Name
Vancouver Firehall no.15
3003 East 22nd Avenue

Sheet Title
Second Floor Plan and
Roof Plan

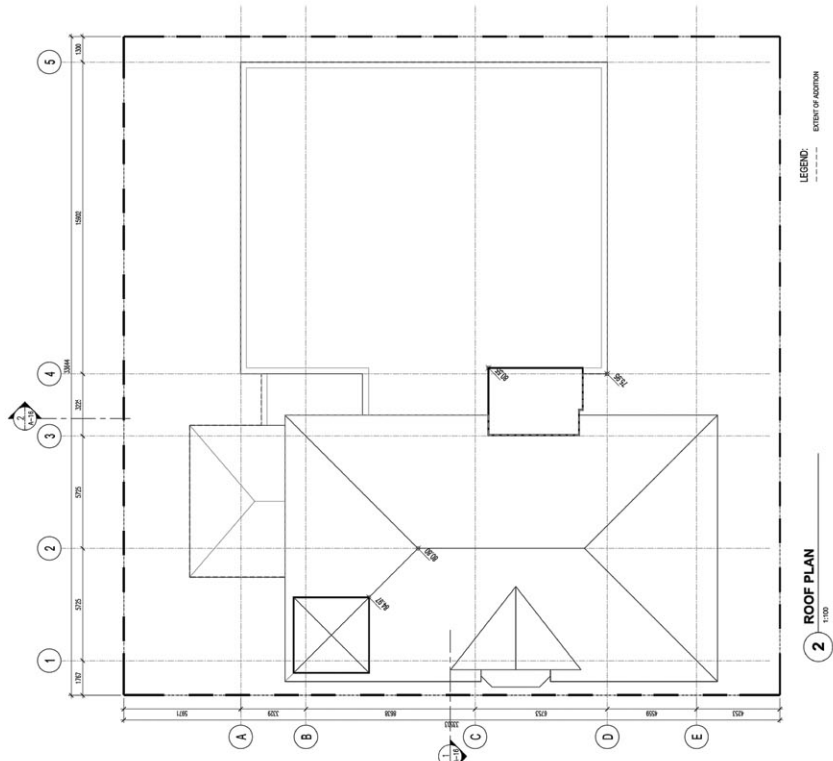
Date
June 24, 2009

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Author
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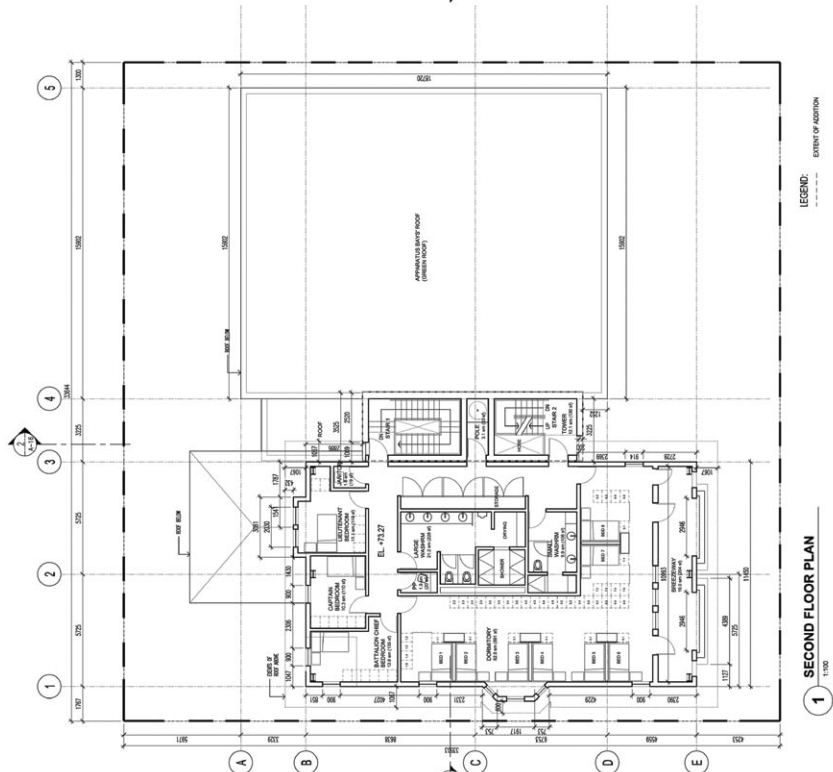
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SHEET NUMBER
A-13



LEGEND: - - - - - EXTENT OF ADDITION

2 ROOF PLAN
1:100



LEGEND: - - - - - EXTENT OF ADDITION

1 SECOND FLOOR PLAN
1:100

APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	3003 East 22nd Avenue
Legal Description	PID 026-343-711; Lot b, Blk F, DL Town of Hastings Suburban Lands, Plan BCP 18565
Applicant	City of Vancouver
Architect	Hughes Condon Marler
Property Owner	City of Vancouver
Developer	City of Vancouver

SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	1 127.1 m ²		

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different than proposed)
Zoning	RS-1	CD-1	
Uses	Public Authority (Fire Hall), with accompanying accessory uses	Public Authority (Fire Hall), with accompanying accessory uses	
Dwelling Units	N/A	N/A	
Max. Floor Space Ratio	0.60 FSR	1.00 FSR	
Maximum Height	9.2 m	19.0 m	
Max. No. of Storeys	2.5	3	
Parking Spaces	2/DU	9	
Front Yard Setback	6.7 m	4.2 m	
Side Yard Setback	6.7 m	1.3 m	
Rear Yard Setback	15.1 m	3.9 m	