City of Valdez
Department of Community Development
212 Chenega Ave.
Valdez, AK 99686
Attn: Kate Huber

RE: APPLICATION FOR CONDITIONAL USE PERMIT
Application Form Responses and Supplemental Information

APPLICATION NUMBER 19-02 DATE: February 1, 2019

NAME OF APPLICANT:	City of Valdez
ADDRESS OF APPLICANT:	212 Chenega Ave., Valdez, AK 99686
DAYTIME PHONE:	907-835-5478 Ext. 1
SIGNATURE:	Nathan Duval, Capital Facilities Director
LEGAL OWNER:	City of Valdez, 212 Chenega Ave., Valdez, AK 99686
LEGAL DESCRIPTION:	Lot 1, Block 6 of Block 20, Addition No. 2, Mineral Creek Subdivision
CURRENT ZONING:	R-A Single Family Residential

PROVISIONS OF ZONING ORDINANCE REQUIRING A VARIANCE:

An Emergency Service facility is not a permitted principal or accessory use under the current R-A Code (17.14.020-030). Conditional uses, however, specifically include, *"Community buildings and halls;" which would include a Fire Station/Hall designed to serve the surrounding residential use. (17.14. 040).*

REQUESTED USE:	Fire Station/Hall
PERMANENT:	Or until such time as a rezone may permit the use outright.

FROM FORM--PLEASE ANSWER THE FOLLOWING QUESTIONS:

Q1: How will the proposed use conform to the present and future development of the area? What will be its effect on present and future development?

A1: Providing fire protection, ambulance services, and public safety related education and training is a top priority within the City. Effective preparedness translates into less risk and lower insurance premiums, promoting investment and growth in a community.

The proposed use for the property at 401 West Pioneer Drive conforms to and supports current and foreseeable development in the area by providing a mutually compatible and beneficial public safety facility at the hub of the Central Business District (CBD), industrial and residential neighborhoods north and west. Relocation of Valdez Station 1 (VS1) to this site affords the least deviation from the current location, proximity and emergency service response for the residents of Valdez. Siting VS1 at this location ensures current and future property owners in the area will continue to benefit from low response times.

Presently, the site serves three functions—snow storage for Alaska Department of Transportation and the City of Valdez, a memorial skateboard park and an ice skating rink. The site is largely open space. A preliminary replat to vacate two lot lines thereby combining Tract B and Block 6 into a single parcel, Lot 1, recently passed without comment through Planning and Zoning.

As designed, FS1 will not impede skateboard functions at the site. In fact, FS1 may assist park users by providing additional illumination for the park and pedestrians/riders arriving and departing from the venue. Active oversight will discourage vandalism and after hours use.

Snow storage facilities will continue to operate north of the subject parcel with both DOT and COV sharing use of the nearly 4 acre Block 5. Access to the north snow storage will be provided via a curb cut just north of the FS1 apron. Additionally, this project will assist with enlarging the snow storage capacity on the lot by consolidating open area to encourage greater distribution of snow across the lot and increasing infiltration. A vegetated berm may be created on the north end of Block 5, along West Klutina Street, to provide a visual screen.

The existing ice rink facility is anticipated to be relocated to another location. However, if desired, the rink may be relocated on the property and used as backup snow storage in high snowfall years.

Future development of the parcel would be affected only on the southern half of the Block, where the new station is sited. Adjacent development will be enhanced with construction of the new station as this facility will be an attractive symbol of security and protection in the core of town. Innovative site planning maintains the 4 acres on the northern half of the block for future residential development. This strikes a worthy balance of residential and public development.

For several reasons, residential development of the subject property is less likely than other available lands. For one, the cost of the property is higher than similar sized parcels either in or beyond the core area. Secondly, the central location of the property is unique and desirable and may ultimately be more valuable to the City for other uses, congruent with supporting downtown commercial development.

Q2: Why is there a need in the area for the Conditional Use requested? Wherever possible, substantiate this statement with factual data.

A2: With over 450 emergency call-outs annually, Valdez Fire Station 1 is the only emergency services facility within nearly 300 miles that is staffed with professionally trained personnel 24 hours a day, 365 days a year. The existing wood-framed station was built in 1966 to serve a population of less than 1000 citizens. Over the preceding 52 years, the population of Valdez has grown 500%. Contemporary residences are larger in size and volume with greater investment at stake. Commercial/industrial development, including significant oil terminal infrastructure, has multiplied value and risk many times more. Search and rescue missions for users of the regional mountains and waterways are also staged and provisioned from FS1.

At a January 17, 2018 City Council work session on the subject, the Fire Department submitted a document outlining the many deficiencies and needs posed at the current facility (see Exhibit "A").

As is, the existing station fails to meet basic regulatory and code requirements. The facility lacks the space and installations to properly train fire and emergency personnel. The current station is within the tsunami inundation zone and due to structural and other basic insufficiencies cannot be made to function as either an Emergency Operations Center or Dispatch. Communication infrastructure is lacking with no fire alert or annunciation system. The building itself has no fire suppression system. A replacement station that meets current needs and satisfies future growth is required.

Q3: Why is this site especially suited to the Conditional Use proposed?

A3: 401 West Pioneer Drive is less than 600 feet away and on the same street as the existing Station in the City Hall complex. In the most recent study of alternative Station replacement sites (commissioned by the City Council in April of 2018) this location ranked first among 17 sites evaluated (see Exhibit "B"). This site best facilitates low response times to a majority of the residential and commercial property owners served. The City owns the parcel, has sited community facilities on it previously and has invested considerable resources in evaluating the feasibility of its development.

Other sites were considered and found unsuitable whether due to conflicting adjacent uses, tsunami inundation, development costs or prohibitive subsurface liquefaction potential. The Valdez Fire Department specifically requested the subject property as the replacement station site. Subsequently, at the August 22, 2018 City Council meeting, the Council voted 5-1 to select this site as the preferred location for the new Station (see Exhibit "C").

Q4: Why would the Conditional Use have no detrimental effects on surrounding property and uses?

A4: Currently an empty lot, a significant investment into upgraded fire protection, lower insurance premiums, and civic amenities will add value to surrounding properties. Plans for the new station include installation of an historic fire tower bell, commemorating the service of emergency responders. This plaza on the corner of Hazelet Avenue and West Pioneer Drive will

include discreet lighting of the adjacent sidewalks—improving safety for commuters, visitors and neighborhood children walking to school, church or arriving at the skate park.

Q5: Attach or include any other information you feel is relevant to this application

(Refer to attached site plans—Exhibit "D" & "E")

Site circulation is designed to provide emergency vehicle ingress into the site from West Pioneer Drive where all apparatus will be stored out of site in the Apparatus Bay. On duty personnel vehicles—limited to 6—park in the rear of the station. A modest visitor lot for 14 vehicles to the south accommodates trainings, school groups or emergency center operators should the need arise. Additional parking behind the station is available in the event of a disaster.

The overall development balances hard surface areas and landscape/infiltration areas. A combination of native and acclimated grasses, hardy perennials and trees will soften the forms and surfaces.

Site lighting will be restricted to the building, parking and adjacent pedestrian routes. Only cut-off style fixtures will be used to eliminate off-site light encroachment.

Audible signaling to alert and direct personnel functions only on the interior of the station, minimizing acoustic disturbance. Station-mounted visual devices warn of outgoing apparatus from the bays onto Hazelet Avenue to prevent vehicular and pedestrian conflicts.

A soft barrier—landscape or short fence—will prevent conflicts at the drive lane west of the skate park.

The station is planned as a 17,750 square foot, steel framed structure with a combination of 1 and 2 story volumes and separate entrances for visitors and EMS personnel. A detached structure facilitates trainings and will contribute to overall life and structure-saving preparedness as well as improving the community's Insurance Services Office (ISO) rating. No burning will take place at this location.

BACKGROUND

1. **Fire Department**

   The Valdez Fire Department provides public safety programs in the areas of fire protection, fire education, rescue and emergency medical services (EMT).

   The fire protection program includes marine fire protection response and investigations, in addition to structural fire protection and training. Equipment includes six engines and two heavy tankers. The rescue program is designed to respond to any reasonable contingency, including high angle mountain rescue, avalanche rescue and surface water rescue. EMT personnel operate two advanced life support and one basic life support ambulances, equipped to include I.V.'s, medication and defibrillation.

The Fire Department has 11 full-time employees, including 3 crews of 3 emergency responders, the Fire Chief and an administrator. The Department also has 33 volunteer fire fighters from the community.

The Fire Department headquarters and main station is housed in the east north wing of City Hall with 24-hour coverage of at least four personnel at all times.

The Department also relies on volunteers, many of whom are trained as EMTs. The career staff is here to support, lead and train the volunteers, as well as give the community a rapid response to their emergency.

–END–

EXHIBIT "A"--from 20180117 City Council Work Session

Fire Station Deficiencies

- Space
  - Training Room to small and does not function as a training room
  - Space around apparatus (safety)
  - Work bench area (new engine will block more of the bench area
  - Air room fill/service test/maintenance (Clean area)
  - Training area around fire station
  - Apparatus areas – Not large enough for future apparatus and weight of apparatus
  - No workout area in the station
  - Overall kitchen and day room space is too small
  - Bathroom facilities not large enough to accommodate large groups
  - Inadequate office space
- Storage Needs
  - PPE
  - EMS supplies
  - Secure Drug storage (DEA)
  - Training equipment
  - Communications/storage/maintenance
  - SAR Equipment
  - Hose Storage
- Dorms / crew storage
- Gender neutral facilities
- Proper decon areas
  - EMS (Bio hazard)
  - Firefighting PPE/equipment
- Health and safety issues
  - Clothes washer in apparatus bay
  - Cracked apparatus ramp that heaves in the winter
  - Sleeping quarters egress
  - Stairs @ night
  - Radio traffic is unreadable
  - No station notification system
  - Stove/oven does not shut off during a call
  - PPE in apparatus bay
  - Apparatus exhaust
  - Asbestos
  - HVAC System
  - Water leaks
  - Back in bays

Fire Station Needs

In addressing the fire department needs, we must consider planning for the future; this building should be designed to meet our needs for the next 20 to 30 years. Station should be located with access to a main road, located in the Valdez downtown area. (Majority of incidents are in this area) Training tower should be co-located with station. Other training props and burn facility located out the road. Location should also be located on the east of downtown. (Extended response times out the road and future city growth)

Requirements for the fire station should include all of the following;

- Main station areas, to include adequate office space for fire department personnel, current and future fire department staff.
- Lobby area for greeting and assisting community members.
- Living area for on-duty department members, which includes gender separation facilities and dorms. A kitchen and lounge area, all which should be located near the apparatus floor.
- Dedicated training room for fire department training, this should be separate from public use area to avoid scheduling conflicts of fire department training and community use needs.
- Training room storage.
- Separate community use area, for holding meetings and other community type events. Area should have storage for table and chairs and small kitchen/beverage space. This area to have separate rest room facilities and can be closed off from the rest of the fire station.
- Physical fitness area for fire department members and other city employee's.
- Apparatus floor (six bays), large enough to accommodate current and future apparatus, drive-through style bays, apparatus exhaust systems, shore power for apparatus, in-line air for apparatus. Personal protective clothing area located next to apparatus floor.
- Separate decontamination for cleaning personal protective equipment which includes an extractor and dryer
- Decontamination area for small fire equipment.
- Separate decontamination area for emergency medical equipment (EMS) with secured storage for extra EMS equipment.
- SCBA area for filling self-contained breathing apparatus (SCBA) with storage area and a work area for repair and maintenance of SCBA's.
- Storage areas for fire department equipment and supplies.
- Maintenance area for fire department small equipment.
- Laundry and janitorial service areas

Requirements for fire station outside area

- Large parking area for citizens that are using the station.
- Parking area for fire department members and staff.

- Drive areas to allow apparatus to utilize drive-through bays.
- Large open area surrounding Multi-story training tower (2 to 2.5 acres). This would allow for high and low angle rope rescue training, hose line deployment training, search and rescue training, Rapid Intervention Training, forcible entry training, ventilation training.
- Area for emergency power.
- Provide for ease of snow removal and retention.

Training Facility Area LOCATED ELSEWHERE--NOT PART OF STATION 1 REPLACEMENT

- Out the road, area in front of bailer, 5 acres
- Secured area (fence/gate), utilities – power and water, hydrants
- Large open area for training props and area for department training (Burn building, extrication training area, Haz Mat training prop, Marine Firefighting training prop, vehicle fire prop, fire extinguisher training area and other types of training) Some prop areas to have solid surfaces
- Covered area for classroom discuss, training debrief, food services, and bathrooms
- Storage area for training equipment and supplies

The new fire station should be designed to be low maintenance and cost effective to operate. Construction materials should allow for long term use (masonry versus wood). Hard surface floors (versus carpeting) will last longer and provide for easier disinfecting of biological hazards. Outside areas should also be low maintenance and provide for water runoff from fire training.

A well planned building reduces cost overruns and potential change orders costs. The design of the building should allow for future expansion. This would include the ability to add additional apparatus bays, office space and living quarters for fire department members.

Plans should follow all building and fire codes.

EXHIBIT "B"

Alternative Site Ranking

Criteria	Site A	Site C	Site K	Site M
Response				
Delivery of service- long term (20 yr. Planning Horizon)	5	10	5	5
Location relative to target response area	5	10	5	1
Location relative to Increased growth	10	10	10	10
Location relative to liquifaction areas- response related	10	10	5	1
Street configuration/Accessibility- response related	10	10	5	5
Neighborhood Issues				
Noise	10	5	5	10
Traffic	10	10	10	5
Public safety-stewards	5	10	5	5
Landuse/Code Issues				
Zoning	10	5	10	10
Height limit	10	10	10	10
Property assemblage required	10	10	10	10
Property Issues				
Dimensions	5	10	5	5
Size	5	10	10	10
Street Frontage	5	10	10	10
Topography	10	10	5	10
Program Issues				
Dimensions	10	10	5	10
Accomodates building program	10	10	10	10
Accomodates training area program	5	10	5	10
Training area security	10	5	5	10
Site circulation and response	10	10	5	5
Supports snow storage	10	5	5	10
Site Vulnerability				
Avalanche hazard	10	10	5	1
Tsunami inundation hazard	10	10	1	1
Utility Access	10	10	10	5
Liquefaction - vertical/horizontal soil displacement	10	10	5	1
Differential Settlement	10	10	5	5
Location relative to man-made hazardous areas	10	10	10	10
Potential for rising ground water	10	10	10	1
Construction Issues				
Demolition requirements	10	10	10	10
Environmental remediation requirements	10	10	10	10
Financial Issues				
Development cost	10	10	5	1
Increased insurance costs or uninsurable	10	10	5	1
Site acquisition costs	10	10	10	10
Total Score	295	310	231	218

Key

Meets targeted planning objective	10
Generally meets targeted planning objective	5
Does not meet planning objective, significant problem	1

Evaluation Approach

The site evaluation strategy began with the development of site ranking criteria based on national standards relative to fire station placement, local circumstances, and our team's expertise in fire station planning. This criterion identifies information which should be considered to meet the response and operational requirements for a new fire station location and its function as an essential facility.

Findings

From the site-specific test-to-fit "concept site layout diagrams" prepared by the consultant team, each of the four alternative sites were ranked relative to meeting or not meeting such criteria based on a green, yellow, red rating system.

- Meets targeted planning objective
- Generally meets targeted planning objective
- Does not meet planning objective, and may be a significant problem

Site- C- (Highest ranking site)

The factors which make this a preferred site location can be distilled down to a few primary factors. Since this is an essential facility, ensuring the site is not vulnerable to natural events is critical. The site can additionally accommodate the overall program, is central to the overall target response area, and brings fire service presence to the downtown core. Snow management will need to be reviewed in more detail and the limitations of DOT street access at this location is a consideration but should be manageable.

Site- A- (Second highest ranking site)

The primary factors which make this a high-ranking site location are very similar to site C in several aspects. Since this is an essential facility, ensuring the site is not vulnerable to hazardous natural events is critical. This facility should have the ability to remain operational after any significant event. While the site can also accommodate the overall program, the topography of the hillside moderately impacts the site. This site is not as optimal relative to the target response area compared to site C, however, the coverage area is not significantly impacted. One of the greatest draw backs to site A is that the station is a bit more tucked away from the downtown core and its presence will not have any significant impact of the revitalization that a new public building brings to an area. This location is somewhat disconnected from downtown activity and the potential of drawing volunteers to the Department would potentially be more limited.

Site- K- (Middle ranking site)

The primary factors which make this site less desirable than sites C and A include its location in the tsunami inundation area, the decentralized volunteer response, and use compatibility adjacent to the hospital and future planning goals identified for this location.

Site- M- (Lowest ranking site)

The primary factors which make this the lowest ranking site are not only site vulnerabilities, which we consider a fatal flaw, but also due to site development costs, soil issues, and water mitigation. Additionally, this location requires volunteers to drive away from the service area to the station then back to the target response area, which adds critical time to a response if they can't get to the station in a major natural disaster.

Conclusion

While none of the four identified sites for study meet all the conditions optimally set for evaluation, sites C and A rank the highest and sites K and M both have fatal flaws relative to the most recently mapped tsunami inundation zone and potential avalanche area at site M.

VOTE ON THE MOTION:
Yays: 6 - Council Member Ruff, Council Member Moulton, Council Member Needles, Council Member Shirrell, Council Member Fleming and Council Member Reese
Excused: 1 - Mayor O'Neil

5. Approval of Site Selection of New Fire Station Facility

MAIN MOTION: Council Member Moulton moved, seconded by Council Member Ruff to select site B, at the corner of West Pioneer Drive and Hazelet Avenue, as the location for the new fire station facility. The motion carried by the following vote after the following discussion occurred.

MOTION TO POSTPONE: Council Member Reese moved, seconded by Council Member Needles to postpone site selection of the new fire station facility until the next regular Council meeting of September 4, 2018. The motion to postpone failed by the following vote after the following discussion occurred.

VOTE ON THE MOTION TO POSTPONE (FAIL):
Yays: 3 - Council Member Shirrell, Council Member Reese, and Council Member Needles
Nays: 3 - Council Member Ruff, Council Member Moulton, and Council Member Fleming
Excused: 1 - Mayor O'Neil

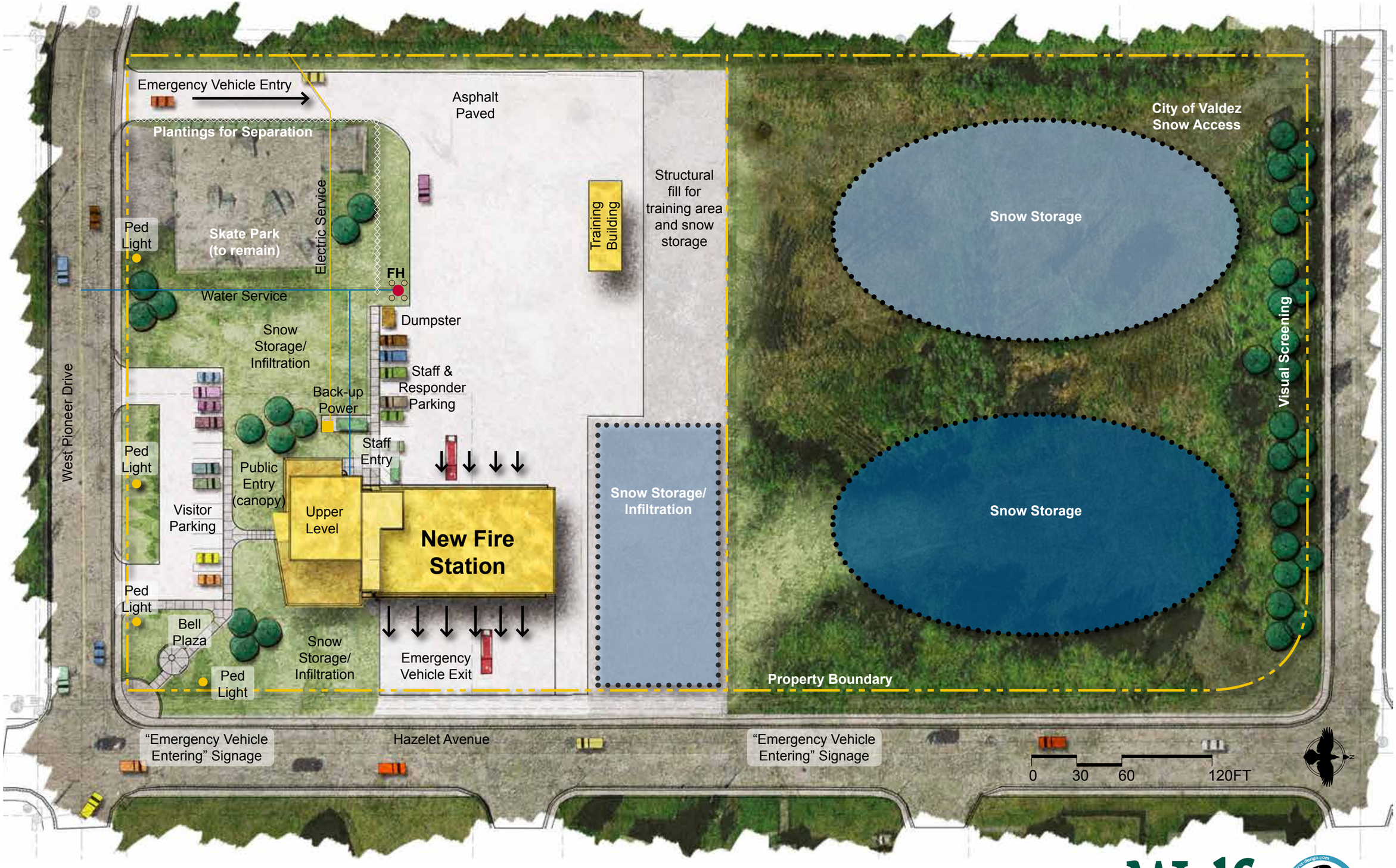
VOTE ON THE MAIN MOTION:
Yays: 5 - Council Member Ruff, Council Member Moulton, Council Member Fleming, Council Member Shirrell, and Council Member Reese
Nays: 1 - Council Member Needles
Excused: 1 - Mayor O'Neil

VII. ORDINANCES

1. #18-04 – Amending Title 5, Chapter 5.08 Alcoholic Beverages of the Valdez Municipal Code by Amending Section 5.08.050 Related to Licenses and 5.08.060 Related to Hours of Operation. Second Reading. Adoption.

MOTION: Council Member Shirrell moved, seconded by Council Member Reese to approve Ordinance #18-04 amending Title 5, Chapter 5.08 Alcoholic Beverages of the Valdez Municipal Code by amending Section 5.08.050 related to licenses and 5.08.060 related to hours of operation. Second reading. Adoption. The motion carried by the following vote after the following discussion occurred.

MOTION TO AMEND: Council Member Needles moved, seconded by Council



Valdez Fire Station Conceptual Design

Site Layout

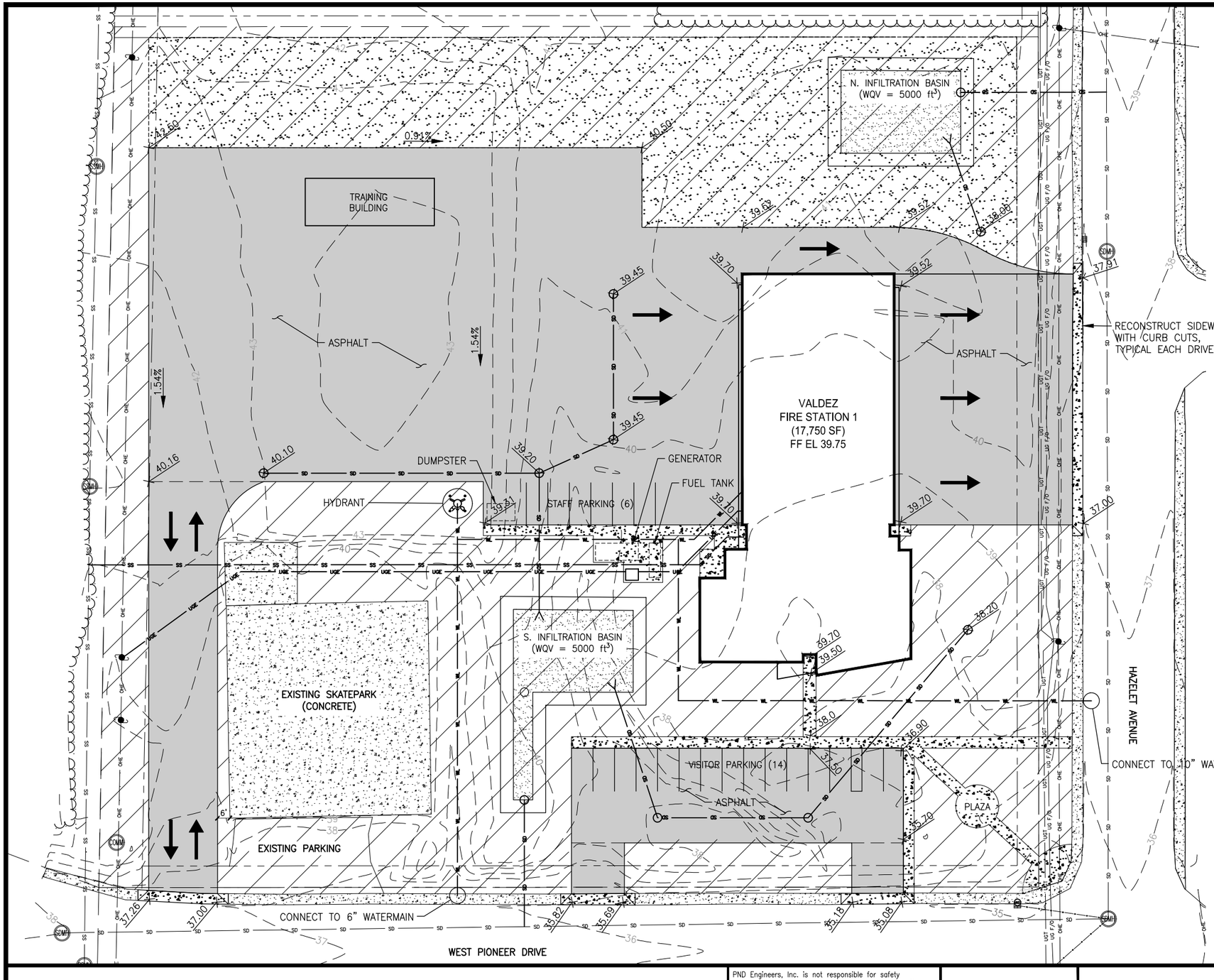
REV: 2019-02-01

Wolf ARCHITECTURE

Corvus Design
Landscape Architecture • Planning • Industrial Design

EXHIBIT "D"

MINERAL CREEK SUBDIVISION LOT 1 BLOCK 6, CONDITIONAL USE PERMIT - SITE PLAN



25 0 25 50 75

LEGAL DESCRIPTION:

LOT 1, BLOCK 6 OF BLOCK 20 ADDITION NO. 2, MINERAL CREEK SUBDIVISION

LOCATION:

3.977 AC. M/L WITHIN SECTION 31, TOWNSHIP 008 SOUTH, RANGE 006 WEST, COPPER RIVER MERIDIAN, ALASKA AND THE CITY OF VALDEZ, IN THE VALDEZ RECORDING DISTRICT, THIRD JUDICIAL DISTRICT, STATE OF ALASKA.

NOTES:

1. STORMWATER INFILTRATION BASINS SIZED TO CAPTURE AND TREAT THE WATER QUALITY VOLUME AS DEFINED IN THE ALASKA DEC's STORMWATER MANUAL. RUNOFF VOLUME IN EXCESS OF THE WATER QUALITY VOLUME TO BE DISCHARGED TO EXISTING STORM DRAINS ALONG HAZELET AVE OR PIONEER DRIVE.
2. SNOW STORAGE TO BE PROVIDED AT THE NORTH END AND SOUTHEAST CORNER OF LOT 1, BLOCK 6.
3. LOCATION OF CATCH BASINS AND STORM SEWER LINES APPROXIMATED TO COMMUNICATE HANDLING AND TREATMENT OF SITE RUNOFF. EXACT LOCATIONS OF INLETS TO BE FINALIZED WITH FINAL DESIGN.

LEGEND:

- WL — WATER SERVICE LINE
- SD — STORM SEWER LINE
- SS — SANITARY SEWER LINE
- UGE — UNDERGROUND ELECTRIC
- 40 — EXISTING MINOR CONTOUR
- 37 — EXISTING MAJOR CONTOUR
- 40 — PROPOSED MAJOR CONTOUR
- 37 — PROPOSED MINOR CONTOUR
- INGRESS & EGRESS VEHICULAR TRAVEL ROUTES
- PERMEABLE / INFILTRATION AREAS

LOT 1, BLOCK 6 COVERTYPE SUMMARY (sf)	
EXISTING SKATEPARK	9,280
PROPOSED FEATURES - IMPERVIOUS	
FIRE STATION 1 BUILDING	14,100
PAVED SURFACES & PARKING AREAS	69,640
CONCRETE SIDEWALKS	3,970
SUBTOTAL, IMPERVIOUS AREAS:	87,710
PROPOSED FEATURES - PERVIOUS	
GRAVEL TRAINING AREA	25,400
INFILTRATION BASINS	8,500
GREEN SPACE	42,350
SUBTOTAL, PERVIOUS AREAS:	76,250

EXHIBIT "E"

REV	DATE	DESCRIPTION

DATE: _____

1506 West 36th Avenue
Anchorage, Alaska 99503
Phone: 907.561.1011
www.pndengineers.com
AK. LIC# AECC250

PND ENGINEERS, INC.

PROJECT: **CITY OF VALDEZ FIRE STATION 01**

TITLE: CONDITIONAL USE PERMIT SITE PLAN

DESIGNED BY:	SBA	DATE:	02//01/2019
CHECKED BY:	DK	PROJECT NO:	181184

SHEET NO: 01 OF 01