



To: General Purposes Committee

Date: March 10, 2005

From: Terry Crowe  
Manager, Policy Planning

File: 01-0105-01

Re: **COORDINATION OF COMMUNITY AND AIRPORT INTERESTS**

**Staff Recommendation**

1. To address community and airport noise and land use issues, the existing Vancouver International Airport Authority (VIAA) committees and procedures continue to be followed.
2. That the VIAA committees be requested to continue meeting with Richmond residents regarding airport noise and land use issues with the objective to co-ordinating and balancing interests, and reaching effective solutions.

Terry Crowe  
Manager, Policy Planning

<b>FOR ORIGINATING DIVISION USE ONLY</b>		
<b>CONCURRENCE OF GENERAL MANAGER</b>		
<b>REVIEWED BY TAG</b>	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
<b>REVIEWED BY CAO</b>	YES <input type="checkbox"/>	NO <input type="checkbox"/>

## Staff Report

### Origin

On November 23, 2004, at Public Hearing, following the adoption of Official Community Plan Amendment Bylaw 7794, "OCP Aircraft Noise Sensitive Development," the following *referral* motion was introduced and carried:

*That the constitution of a committee that would include representatives of the VIAA, Burkeville, and residents living under flight paths, be referred to staff for comment.*

### Issues

The underlying issues which gave rise to the above referral include:

- Aircraft noise during the day;
- Night noise created by airport operations; and
- Burkeville resident's concerns about proposed nearby airport development (e.g., the WestJet proposal).

### Findings Of Fact

Two matters need to be distinguished:

1. The quality of public consultation (e.g., frequency of open houses);
2. The resulting airport noise and land use decisions of the VIAA.

#### VIAA Responsibilities and Jurisdiction

The Vancouver International Airport Authority is responsible for managing airport noise and land use planning at the airport, including the area around Burkeville. It has a Land Use Plan, approved by the Minister of Transport.

#### Existing VIAA Board and Committees

The VIAA involves the following organizations, at which airport noise and land use issues can be discussed:

#### 1. VIAA Board of Directors

*Representation:* Includes one Council appointed citizen representative and representatives nominated by community and government organizations.

*Purpose:* The Board conducts the business of the Airport Authority and oversees the activities of its management. The Board's fundamental objective is to ensure that the Airport Authority fulfils its objectives on an ongoing basis and operates in a safe, efficient and reliable manner.

#### 2. VIAA Aeronautical Noise Management Committee

*Representation:* Includes Richmond resident representatives, City and airport staff, government organizations and industry stakeholders.

*Purpose:* Provides a forum for discussions, and consideration of all aeronautical noise management issues at the airport.

### 3. VAAA Environmental Advisory Committee

*Representation:* Includes Richmond resident representatives, City and airport staff, community, government organization and industry stakeholders.

*Purpose:* Provides input to the VAAA regarding its environmental management program.

### 4. City Advisory Committee on the Environment (ACE)

*Representation:* Includes the Richmond resident representatives who are members of the:

- VAAA Aeronautical Noise Management Committee; and
- VAAA Environmental Advisory Committee.

*Purpose:* Provides a forum for discussions of environmental issues including airport noise and land use issues.

#### City-VAAA Accord.

- In addition the City and VAAA have signed the “Accord between the City of Richmond and the Vancouver International Airport Authority, November 28, 1994”.
- This Accord sets out basic City and VAAA co-operation policies. It states that the VAAA and City will have opportunities to comment on each others’ respective plans, for example:
  - The City (OCP);
  - The VAAA Airport Land Use Plan;
  - A joint City – VAAA recreation plan; and
  - A City – VAAA walking trail network.
- This protocol has been followed.

#### VAAA Public Meetings

The Vancouver International Airport Authority periodically holds public information meetings with the community, including:

- An Open House at the East Richmond Community Hall on September 15, 2004 to provide information to the public on what the VAAA is doing to mitigate and manage airport noise.

#### City Public Meetings

The City encourages stakeholder input and consensus building. City staff, as directed by Council, have held several public meetings in the past year at which aircraft noise was discussed. These included:

- “Aircraft Noise Sensitive Development Policy”,
  - “Public Meeting” held June 2, 2004; and
  - “Special Public Hearing” on November 23, 2004;
- “West Cambie Area Plan Update Open Houses”, June 24 and 26, 2004 and December 9 and 11, 2004, at which concerns about aircraft noise were included in discussions.

#### Ongoing City-VAAA Co-operation

The Vancouver International Airport Authority and the City continue to meet regularly to discuss matters of mutual concern including airport noise and land use issues.

## Analysis

Two options are presented:

### *Option 1 – A New City Committee on Airport Issues (e.g., airport noise and land use)*

Under this option:

- The City would set up a new City committee in addition to the existing VIAA Board and committees, to address airport noise and land use issues.
- The committee would be comprised of selected representatives from Burkeville and residents living under flight paths;
- The VIAA would be invited to join the committee;
- The committee would provide airport noise and land use information, options and recommendations to Council.

#### Pros:

The committee would be an additional sounding board to:

- Hear community concerns;
- Explore options and solutions; and
- Make recommendations to Council.

#### Cons:

- Introduces an additional committee to the three existing VIAA organizations;
- Will require additional City funding of \$10,000 annually for overtime and meeting expenses, as existing resources are already over committed;
- Involves adjusting work priorities to undertake this work and consultation, on an ongoing basis.
- Does not utilize the existing VIAA Board and Committees which are established and able to address airport noise and land use issues;
- Requires the co-operation of the VIAA for the committee to be successful;
- The VIAA does not support this additional committee;
- Raises expectations among residents that the City can do more than its jurisdiction allows;
- A new committee would not ensure better or quicker decisions as the City has no jurisdiction over airport noise and land use issues; and
- Creates confusion regarding existing committees.

### *Option 2 – Utilize Existing VIAA Board and Committees (Recommended)*

Under this option:

- The VIAA Board and committees would continue to take a lead role in addressing:
  - Aircraft day and night noise issues;
  - Airport land use planning issues; and
  - Meeting with the community and addressing their concerns.
- The City would monitor progress.

Pros:

- Recognizes VIAA jurisdiction (e.g., similar to that of a municipality) over land use planning on airport lands and over aircraft noise management;
- Consistent with the "Accord between the City of Richmond and the Vancouver International Airport Authority, November 28, 1994", which establishes arrangements for the conduct of their relations;
- Utilizes existing VIAA committee forums, staff, and resources;
- The VIAA committees would continue to hear citizen concerns including holding special public meetings and tailored consultation processes;
- Avoids having City establish a duplicate and parallel committee;
- Recognizes Burkeville community goals to strive to reach a consensus on airport planning;
- Encourages VIAA to continue to be responsible for its planning decisions and consultation process;
- City staff would monitor progress and encourage VIAA and community consultation;
- Avoids confusion; and
- Avoids extra City resources, staff, funding, overtime and expenses.

Cons:

- Some residents may feel that the City is not fully supporting their interests.

**Financial Impact**

- None, as recommended.
- If a committee were established, it would cost the City an additional unbudgeted \$10,000 (e.g., overtime, committee expenses).

**Conclusion**

To address community airport noise and land use issues, the existing VIAA Board, committees and procedures continued to be followed.



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