City of Richmond

# Report to Committee

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| **To:** | Planning Committee | **Date:** | March 20, 2026 |
| **From:** | John Hopkins<br>Director, Policy Planning | **File:** | 08-4045-30-02/Vol 01 |
| **Re:** | **Review of Existing Aircraft Noise Sensitive Land Use Policies and Consideration of the Merits and Implications of Supporting New Residential Development in Affected Areas** | | |

## Staff Recommendation

That the existing approach applied in the Aberdeen and Bridgeport Village area (Option 1) as outlined in the report titled "Review of Existing Aircraft Noise Sensitive Land Use Policies and Consideration of the Merits and Implications of Supporting New Residential Development in Affected Areas", dated March 20, 2026, from the Director, Policy Planning, be preserved at this time.

John Hopkins
Director, Policy Planning
(604-276-4279)

Att. 6

| REPORT CONCURRENCE | | |
|---|---|---|
| **ROUTED TO:** | **CONCURRENCE** | **CONCURRENCE OF GENERAL MANAGER** |
| Development Applications | ☑ | |
| Economic Development | ☑ | |
| Engineering | ☑ | |
| Finance | ☑ | |
| Housing Office | ☑ | |
| Parks Services | ☑ | |
| Transportation | ☑ | |
| **SENIOR STAFF REPORT REVIEW** | **INITIALS:** | **APPROVED BY CAO** |

## Staff Report

### Origin

At the October 21, 2025, Planning Committee meeting, staff were directed to review the existing policies that prohibit new aircraft noise sensitive uses, including new residential development, in Bridgeport and Aberdeen Village in the City Centre and to evaluate opportunities for residential development, particularly rental housing. The following referral was endorsed:

> *"That staff be directed to investigate the merits and technical procedure for changing the OCP and Urban Village Plan for the intended use of mixed use and high density residential and rental in the area bounded by Leslie Road, Hazelbridge Way, Cambie Road and Brown Roads. As well, investigate change in the area bounded by Beckwith Road, Charles Street, Great Canadian Way and Bridgeport Road and report back to Planning Committee as soon as possible."*

This report includes relevant background information, analysis of merits of retaining the existing OCP designations or amending the OCP to permit residential and options for Council's consideration. The report considers the geographical areas specified in the referral (Attachment 1), together with implications for the broader Bridgeport and Aberdeen Village areas. The study area in Bridgeport Village generally includes properties east of Sexsmith Road, south of Charles Street, west of Great Canadian Way and lots fronting Beckwith Road. The study area in Aberdeen Village generally includes properties between Hazelbridge Way and Garden City Road fronting Brown Road, Odlin Crescent and Leslie Road.

This report supports Council's Strategic Plan 2022-2026 Focus Area #2 Strategic and Sustainable Community Growth:

> *Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous city.*
>
> *2.1 Ensure that Richmond's targeted OCP update shapes the direction and character of the city.*
>
> *2.5 Work collaboratively and proactively to attract and retain businesses to support a diversified economic base.*

### Background

The OCP strives to balance housing, economic and business development, infrastructure needs, parks and amenities, along with social and environmental factors. The OCP is also influenced by the City Centre's proximity to Vancouver International Airport (YVR). The airport fundamentally affects land use planning, providing both opportunities (i.e., employment generator, catalyst for business development) and challenges (i.e., aircraft noise, building height restrictions). Within the City Centre, Bridgeport and Aberdeen Village are most impacted by airport operations due to their proximity to YVR's north and south runways. This condition is reflected in the OCP's land use planning for the area, which intends to buffer noise sensitive uses, including residential use, from airport-related impacts, while encouraging businesses and

other land uses that benefit from a downtown location and contribute to Richmond's complete community objectives.

Aircraft Noise Sensitive Development (ANSD) Policy

The Aircraft Noise Sensitive Development (ANSD) policy is a City OCP policy that was adopted by Richmond City Council in 2004 to enable consistent management of aircraft noise sensitive development and informed land use planning. Noise sensitive land uses include new residential development, schools (i.e., kindergarten to grade 12), child care, and hospitals. The policy clarifies the following:

- **Areas where noise sensitive uses may be considered, including Capstan, Oval, Lansdowne and Brighouse Village**. Noise sensitive development, including residential development, is subject to requirements including construction practices that minimize aircraft noise indoors, and disclosure and covenants regarding impacts from aircraft noise.
- **Areas where new noise sensitive development is prohibited, including Bridgeport and Aberdeen Village**. These areas are in flight path phases (i.e., take off or landing) where overflying aircraft operate at low altitudes and result in greater noise impacts (e.g., sleep disturbance, speech interference, annoyance). Properties with existing zoning that permits residential use are permitted to rebuild in accordance with existing zoning regulations.

Consistent with livability objectives, the policy reflects the extent to which an area is affected by aircraft noise. Noise Exposure Forecast (NEF) is a metric used to measure and predict long-term impacts associated with aircraft noise. An NEF equal to or greater than 30 signals more impact from aircraft noise, increased nuisance and livability impacts (e.g., speech interruption, sleep disturbance), and greater potential for complaints. Transport Canada guidelines suggest avoiding new aircraft noise sensitive development where the NEF exceeds 30, the City's ANSD policy applies the guidelines (Attachment 2). As a City policy, not a Vancouver International Airport Authority (VIAA) policy, the ANSD policy reflects the Richmond context and is subject to Council review at its discretion.

Long-Standing Non-Residential Planning Objectives

Bridgeport and Aberdeen Village have long-established non-residential land use policies. Prior to adoption of the ANSD policy in 2004, Bridgeport and Aberdeen Village were generally designated in the OCP (Bylaw 7100) and sub-area plans for non-residential uses including a mix of commercial and industrial uses. A limited number of residential properties predate adoption of the ANSD policy. During the process of developing the ANSD policy, a randomized selection of households in areas affected by aircraft noise were asked to respond to a survey to understand how they perceived and experienced living in an area affected by aircraft noise. The findings from the survey indicated sensitivity to aircraft noise (e.g., sleep disturbance, speech interference, annoyance). In response, the policy includes a map that identifies areas subject to aircraft noise, a requirement to register covenants and disclose the effects of aircraft noise to landowners and the public, and where the OCP permits new residential development,

incorporation of sound mitigating building components to achieve defined indoor sound levels (with doors and windows closed).

Currently, 195 properties are zoned to permit residential use in Bridgeport and Aberdeen Village, all of which are zoned for single-family or duplex dwellings except for one apartment building at Aberdeen Centre that predates the ANSD policy. Some of the single-family and duplex-zoned properties are located within the geographic area specified in the referral for Aberdeen Village, as summarized in Table 1. These properties are within a Transit Oriented Area (TOA) as prescribed by provincial legislation (Bill 47: TOA) and are not subject to companion legislation that required Council to pre-zone eligible properties to permit small-scale multi-unit housing (Bill 44: Small-Scale Multi-Unit Housing). These properties are permitted to maintain or replace existing residential development under existing zoning regulations (e.g., rebuild a single-family house). New residential development that requires a rezoning is not permitted, unless otherwise approved by Council with an associated amendment to the OCP to permit new residential development.

**Table 1: Properties with Zoning that Permits Residential Development**

| Number of Properties with Residential Zoning | | | | % Land with Residential Zoning | |
|---|---|---|---|---|---|
| Bridgeport Village | Aberdeen Village | Bridgeport Study Area | Aberdeen Study Area | Bridgeport Village | Aberdeen Village |
| 23 | 172 | 0 | 163 | 4.9% | 21.2% |

In addition to commercial and industrial development, emergency shelters and transitional housing may be considered in Bridgeport and Aberdeen Village. Emergency shelters and transitional housing are important forms of temporary accommodation that can serve as a step toward long-term housing solutions. The temporary nature of these forms of accommodation distinguishes them from long-term housing (i.e., where residents may live indefinitely) and, thus, exempts them from the ANSD policy restriction on residential use. Also exempted from the ANSD policy restriction is Aster Place, a temporary modular supportive housing facility within the geographic area referenced in the Bridgeport Village referral, on the basis that the building is temporary and was approved through a temporary use permit (not rezoning). (The Aster Place site is not included in Table 1 as it is zoned for industrial use.)

City Centre Area Plan

The City Centre Area Plan (CCAP) was adopted by Richmond City Council in 2009 and introduced a transit-oriented development framework to direct growth in six distinct urban villages and support a mix of land uses, taking into account area-specific opportunities and constraints. The plan reflected new residential lands (e.g., Oval Village and other riverfront lands) and clarified and retained lands for employment uses to off-set conversion of employment lands to residential and mixed-use development areas to ensure an adequate long-term supply of employment lands, minimize land speculation, and manage transition. In accordance with the ANSD policy, Bridgeport and Aberdeen Village are designated as employment lands that support a range of non-residential uses (e.g., office, retail, entertainment, industry, hotel, arts).

These uses are minimally affected by high aircraft noise and benefit from an urban centre location, proximity to Canada Line, and the lower land costs associated with areas set aside for non-residential use only. While the two villages share similarities, the CCAP encourages distinctions with Bridgeport Village characterized by hospitality and mixed industrial uses and Aberdeen Village characterized as a central business district and light industrial uses, as summarized in Attachment 3.

## Analysis

The following section provides an analysis of redesignating Bridgeport and Aberdeen Village to permit residential development, including rental housing, and is organized around the following themes:

1. Employment Lands
2. Residential Capacity
3. Land Use Policies and Impacts on Land Values

### 1. Employment Lands

Richmond's OCP intends to set aside enough strategically located land for employment uses to ensure long-term economic stability, support job and business growth, achieve a diversified economy, and make Richmond more resilient and less sensitive to economic downturns. Designating lands for employment and business, including long-term commercial and industrial land reserves in Bridgeport and Aberdeen Village, and adopting policies that intend to preserve and intensify uses on employment lands (e.g., Industrial Lands Intensification Initiative) are resulting in positive outcomes. This includes:

- High job-to-resident worker ratio (i.e., 1.29 jobs per resident worker in 2021, which is a reflection of the number of jobs available in the city compared to the number of employed residents in the city);
- Lower city-wide industrial and office vacancy rates compared to regional averages (e.g., 3.0% vs 4.5% for industry and 8.6% vs 11.4% for office)[1]; and
- Almost half of the City's property tax base is generated from commercial and industrial land uses.

Bridgeport and Aberdeen Village are designated to support continued diversification and growth of Richmond's economy, which is consistent with complete community objectives including those that support greenhouse gas reduction (e.g., reduce commuter demand by locating a variety of jobs and businesses closer to where more people live, enable active transportation, efficiently utilize existing infrastructure for commercial and industrial intensification alongside other high-density land uses while reducing investment in less energy-efficient infrastructure in lower density areas). Metro Vancouver's long-range employment projections for the City indicate a

[1] Cushman Wakefield C Industrial and Office Marketbeat Q4 2025

need for approximately 35,000 additional jobs to 2050, with the majority anticipated to be accommodated in Bridgeport and Aberdeen Village. Contributing factors include the following:

- High-value employment sectors are attracted to well-located urban lands that help them attract and retain higher-than-average wage employees seeking proximity to rapid transit, urban amenities (e.g., waterfront, parks, restaurants, shopping), high quality housing and related features.
- Proximity to major transportation corridors, including the airport, make Bridgeport and Aberdeen Village unique business opportunities suitable for a broad range of employment uses.
- The CCAP's designation of Bridgeport and Aberdeen Village as employment land reserves is consistent with Metro 2050 objectives to support a variety of employment uses in urban areas with access to key transportation corridors and aligns with regional land use planning that requires the City to allocate lands for long-term employment purposes.
- While the current development environment, which is characterized by high construction costs, constrained labour markets, and challenging financing conditions, continues to pose challenges, redevelopment interest remains. There are 22 applications for development in Bridgeport and Aberdeen Village, at various stages of the approval process, that are consistent with the land use plan. Staff continue to work with applicants to advance these applications. Similar to trends observed elsewhere in the city, developers are currently proceeding at a slower pace, though this is anticipated to change alongside changes to market conditions.
- Retaining the Bridgeport and Aberdeen employment land reserves contributes to a stable business environment, employer and investor confidence, and long-term flexibility for future growth and adaptation to changing markets and economic opportunities.

In addition, by designating Bridgeport and Aberdeen Village for employment uses the City reduces the number of residents affected by high aircraft noise, which reduces noise complaints that may otherwise affect YVR operations and its employees, which includes 6,000 Richmond residents, and Richmond's extensive airport-related businesses. These objectives are reflected in the Record of Understanding between the City and YVR, which was prepared at the time the ANSD policy was drafted, and outlines strategies to better manage aircraft noise sensitive development, minimize the number of residents living in high aircraft noise areas, mitigate aircraft noise, and support airport operations (Attachment 4). While the Record of Understanding is nonbinding, it reflects mutual agreement to collaboratively review the feasibility of increasing building heights in areas affected by Federal Aeronautical Zoning Regulations (i.e., near City Hall/Brighouse Station). Supporting new residential development in aircraft noise sensitive areas may jeopardize YVR's cooperation, as accommodating additional residents in areas affected by high aircraft noise would be contrary to a fundamental intention of the agreement. Continuing to prohibit new residential development in areas affected by aircraft noise simultaneously supports City objectives related to livability and complete communities, airport-oriented employment, and the long-term viability of YVR operations.

## 2. Residential Capacity

New residential development in areas affected by aircraft noise is not required to accommodate projected population growth. Provincial legislation that came into effect in June 2024 increased residential development capacity in the City, despite projected growth to 2050 already being accommodated by land use plans that were in place prior to the following significant changes in provincial legislation:

- Bill 47: Transit-Oriented Areas (TOA) added additional capacity in City Centre Villages where new residential development is permitted (i.e., Capstan, Oval, Lansdowne and Brighouse Village) by approximately 30,000 additional dwelling units and 60,000 people. The TOA legislation also extended the boundary for high-density development (i.e., a large portion of the established low-density Oaks neighbourhood is located within 800 metres of Bridgeport and Capstan Station as identified in Attachment 5).
- Bill 44: Small-Scale Multi-Unit Housing (SSMUH) added capacity that will support densification of traditional single-family neighbourhoods and increases capacity by approximately 65,000 additional dwelling units and 130,000 people.

New residential development would be subject to the building height and density specified in the Minimum Allowable Density Framework (MD Framework), which is defined in Provincial legislation and applies in designated TOAs where density up to 5.0 floor area ratio (FAR) is permitted (Attachment 6). Permitting new residential development in the geographic areas specified in the referral (Attachment 1) would further increase capacity by approximately 1,000 additional dwelling units and 2,000 people in Bridgeport Village and 5,000 additional dwelling units and 10,000 people in Aberdeen Village. Should residential development be supported in a larger geographic area, projected capacity could increase significantly. Based on the building heights and densities specified in the MD Framework (Attachment 6), new residential development throughout Bridgeport and Aberdeen Village could accommodate approximately 30,000 dwelling units and 60,000 residents.

OCP 2050 focuses on managing growth to build more housing that is more affordable for more households, notwithstanding the limiting effect of provincial housing legislation on local government autonomy as it relates to land use planning. OCP 2050 includes new policies that support greater variety and availability of a range of housing types and tenures to better respond to housing needs, including differences in housing type, income, ability, life stage and values and provisions to make it easier to build rental housing city-wide.

## 3. Land Use Policies and Impacts on Land Values

All lands in the city are assigned an OCP land use designation that reflects an intended contribution to complete community objectives and align with Metro Vancouver's Regional Growth Strategy. The designation also intends to discourage negative impacts, including land speculation, that can affect livability and destabilize a healthy local economy. To date, the

OCP's non-residential land use designations in Bridgeport and Aberdeen Village have resulted in those areas having lower land values than areas designated for residential uses. Signalling a possible change to current land use designations in Bridgeport and Aberdeen Village to permit new noise-sensitive development, including residential development, can be expected to lead to higher land prices consistent with the market value of residential lands. Outcomes may include, but are not limited to the following considerations:

- While the first residential developers in Bridgeport and Aberdeen Village may benefit from lower land costs (e.g., due to acquiring land prior to a change in City policy), subsequent developments would be subject to higher residential market prices, which could impact financial feasibility and result in higher costs for future buyers/renters, as generally seen in today's residential development market.
- The prospect of residential use in the Bridgeport and Aberdeen Village area may create a condition where existing landowners 'hold out' for residential-level prices, which typically exceed prices that are affordable to commercial and industrial developers/tenants. This could undermine the area's ability to retain existing businesses (e.g., higher taxes, decreased landowner willingness to commit to long-term non-residential tenants) and make it difficult to attract and retain new employment uses and development, resulting in companies and investors choosing to locate in other parts of the region where land is more affordable.
- Prescribing a minimum non-residential build requirement in new mixed-use development in Bridgeport and/or Aberdeen Village could mitigate the potential loss of employment space. However, experience elsewhere in the City Centre shows that this approach generally delivers ground floor retail, hotels and small office units; not the large office and industrial buildings and floorplates (and associated flexibility) required by large employers to accommodate different space and location needs for various sectors (i.e., variation in location and land size may affect supply chain optimization, co-location efficiency opportunities, compatible adjacencies).
- Reducing employment lands may increase pressure on Richmond's agricultural lands, and other more affordable properties including industrial lands, for conversion to higher value jobs and business uses.

While the above outlines the significance of long-term land use planning for employment lands at the local level, preserving and supporting intensification of industrial lands, including those in Bridgeport and Aberdeen Village, is equally significant from a regional perspective. Industrial lands disproportionally contribute to economic viability. Industrial lands make up four per cent of land in the region yet industrial activity accounts for almost a quarter of all jobs in the region and the jobs are associated with pay 14 per cent higher on average than non-industrial jobs. Industrial lands supported a total Gross Domestic Product (GDP) impact (including direct, indirect and induced activities) of over $43 billion within the region in 2021, or approximately 30 per cent of the total GDP generated in the region.

Technical Procedure for Changing the OCP

The options listed below for Council's consideration evaluate the merits and implications of amending existing land use designations to permit noise-sensitive uses, including residential

development, in Bridgeport and Aberdeen Village generally or within the areas specified in the referral (Attachment 1) based on the following objectives:

- **Livable community:** In addition to standard components in the built and natural environment that affect quality of life, health and well-being, in Bridgeport and Aberdeen Village, livability considers aircraft noise (e.g., sleep disturbance, speech interference, annoyance).
- **Housing supply and affordability:** Availability of diverse, appropriate, and affordable housing options, including prioritizing new rental housing development.
- **Diversified economy:** Involves long-term planning that balances competing demands, protects and optimizes lands that are well-suited for employment uses, and includes a mix of different types of employment lands (e.g., location, size, supporting uses and infrastructure access).
- **Predictability and stability:** Long-term planning that protects employment lands includes flexibility without stimulating land speculation that drives up the price of land or pressure to convert other lands (e.g., industrial, agriculture) to permit employment and business uses.

*Option 1: Preserve Existing Approach to Land Use Planning ("No Change")* ***(Recommended)***

Land use designations in the recently refreshed OCP 2050, including those in the Bridgeport and Aberdeen Village, are consistent with objectives for a livable, more affordable community with a strong economy that reflects a balanced mix of land uses. While aircraft technology and operating procedures intend to reduce aircraft noise, the ANSD Policy and land use planning that designates Bridgeport and Aberdeen Village as an employment reserve continues to be applicable as airport operations will continue to affect noise-sensitive uses (e.g., traffic is increasing post-pandemic, flight path changes, localized and nighttime noise concerns, outdoor spaces remain affected by aircraft noise). Further, the lands are well-suited to employment and arts and culture use. An evaluation of the recommended option, Option 1: Preserve Existing Balanced Approach to Land Use Planning ("No change"), is summarized in Table 2.

**Table 2: Option 1: Preserve Existing Approach to Land Use Planning ("No Change") (*Recommended*)**

| Objective | Summary |
|---|---|
| Livable Community | • No new aircraft sensitive development in areas affected by high aircraft noise. |
| Housing Supply and Affordability | • OCP 2050 designates sufficient lands to meet projected growth and supports housing affordability in residential areas city-wide.<br>• Secured rental development is prioritized and supported by measures to lower costs (e.g., "fast track" application review process, form-based development model with provisions for additional height and/or variable density, additional parking reductions). |
| Diversified Economy | • Consistent with various Council adopted plans and strategies, which include protecting employment lands near rapid transit, encouraging investment from employers and businesses, and minimizing land speculation and pressure to convert and/or redesignate other lands for displaced employment uses. |
| Predictability and Stability | |

*Option 2: Area Plan Update for a Specific Area Within Bridgeport and/or Aberdeen Village*

Introducing new residential development in Bridgeport and/or Aberdeen Village, including rental housing, would require, among other things, a comprehensive review of the impacts on the City's utility and transportation plans (e.g., pump stations, new road connections), parks and open space plans, community amenities, short- and long-term jobs and business impacts, and funding mechanisms (e.g., Development Cost Charge program), taking into account intended housing outcomes (e.g., household types, incomes, age, tenure, and related needs), all of which may vary depending on the geographic boundaries of the areas under consideration. This work would be undertaken as part of a detailed Area Planning process. An evaluation of Option 2 is summarized in Table 3.

**Table 3: Option 2: Area Plan Update for a Specific Area Within Bridgeport and/or Aberdeen Village**

| Objective | Summary |
|---|---|
| Livable Community | • Permits new residential development in areas affected by high aircraft noise.<br>• New residential development may be affected by incompatible abutting and nearby uses (e.g., light industrial, manufacturing, processing). |
| Housing Supply and Affordability | • Permitting new residential development would increase residential capacity in the City Centre.<br>• Rental tenure could be used to support affordability.<br>• Purpose-built rental development is unlikely to include below-market and non-market rental housing units as only market housing is required to include secured affordable housing. |
| Diversified Economy | • Reduces employment lands in the City.<br>• Permitting residential development may affect YVR operations. |
| Predictability and Stability | • Land speculation may significantly impact economic and business development and retention, as well as increase pressure to convert other areas in the city to accommodate displaced businesses. |

If Council directs staff to pursue Option 2, prior to initiating a detailed Area Planning process, staff require direction from Council regarding the following:

- **The geographic area where residential development would be supported.** Council direction is required on whether new residential development would be considered within the geographic area specified in the referral and shown in Attachment 1, or another geographic area as defined by Council.
- **The type of residential development supported.** Council direction is required on whether residential use is to be limited to rental tenure development only, which may include below-market/non-market homes alongside market rental homes.

Upon receiving confirmation from Council regarding the study area boundaries and intended housing objectives, staff would initiate a detailed Area Planning process that includes the following:

- **Public and stakeholder consultation**. Staff will prepare and seek Council endorsement of a consultation plan. In addition to engagement with the public and partners, including YVR and the School Board, early consultation with the Ministry of Transportation and

Transit (MOTT) is recommended to assess the feasibility of residential development. While MOTT approval is not required to amend the OCP, MOTT approval would be necessary for rezoning within 800 metres of a controlled access highway intersection or interchange, making MOTT approval a requirement for rezoning in Bridgeport Village and portions of Aberdeen Village.

- **Analysis and consideration of key land use planning considerations**. Preparation of an Area Plan will consider the following factors:

    - **Economic and business development:** Analysis of effects on the operational viability of existing and proposed businesses, impacts on YVR operations, opportunities to preserve lands for employment and light-industrial use, and broad application of non-residential minimums in all new mixed-use development in City Centre.
    - **Land use transition:** Analysis of anticipated changes including potential business displacement and increased pressure for the conversion of other lands.
    - **Building form/character:** Evaluation of potential building forms and minimum site assembly requirements resulting from building height and density that is imposed by the Provincial TOA MD Framework. Required transitions and/or buffers to address the interface between residential development and surrounding employment lands would also be considered.
    - **Alignment with OCP:** Consideration of how changes affect complete community objectives, including those to rebalance growth between inside and outside City Centre and preserve non-residential land uses.
    - **Infrastructure and viability:** Assessment of the implications on the City's utility plans and servicing requirements, transportation plans and site access, the Moray Bridge replacement, and Development Cost Charges.
    - **Parks, amenities and public realm:** Analysis of the implications of redistributing residential uses, including the likelihood that new residential development would not fully meet outdoor amenity requirements and new residents may have reduced access to nearby amenities and community services.
    - **Arts and culture:** Assessment of potential impacts on the City's Arts District and other related arts and culture initiatives.
    - **Building practices:** Review of current indoor noise attenuation construction practices, including materials, performance standards, and costs associated with mitigating noise.

### Financial Impact

No financial impacts are associated with recommended Option 1: Preserve Existing Balanced Approach to Land Use Planning.

Pursuing Option 2: Area Plan Update for a Specific Area Within Bridgeport and/or Aberdeen Village would require additional budget resources to support the comprehensive land use planning process. If an amended area plan is adopted, there would be additional costs to upgrade

City utilities, infrastructure and amenities in order to provide new residents with a level of service that is comparable to that provided elsewhere in the city. The City's Development Cost Charges program would need to be updated to reflect infrastructure costs that are related to new growth.

## Conclusion

This report responds to the Planning Committee referral that directed staff to review the merits of changing the Official Community Plan land use designation in the City Centre's Bridgeport and Aberdeen Village areas to permit residential uses, including rental housing. The analysis considers existing policies prohibiting new aircraft noise sensitive uses, including new residential development, together with potential short- and long-term implications for economic and business development, challenges associated with protecting employment lands from being converted to non-employment land uses, and complete community objectives. Two options are presented for Council's consideration including:

- Option 1: Preserve Existing Approach to Land Use Planning ("No change") (**Recommended**); and
- Option 2: Area Plan Update for a Specific Area Within Bridgeport and/or Aberdeen Village.

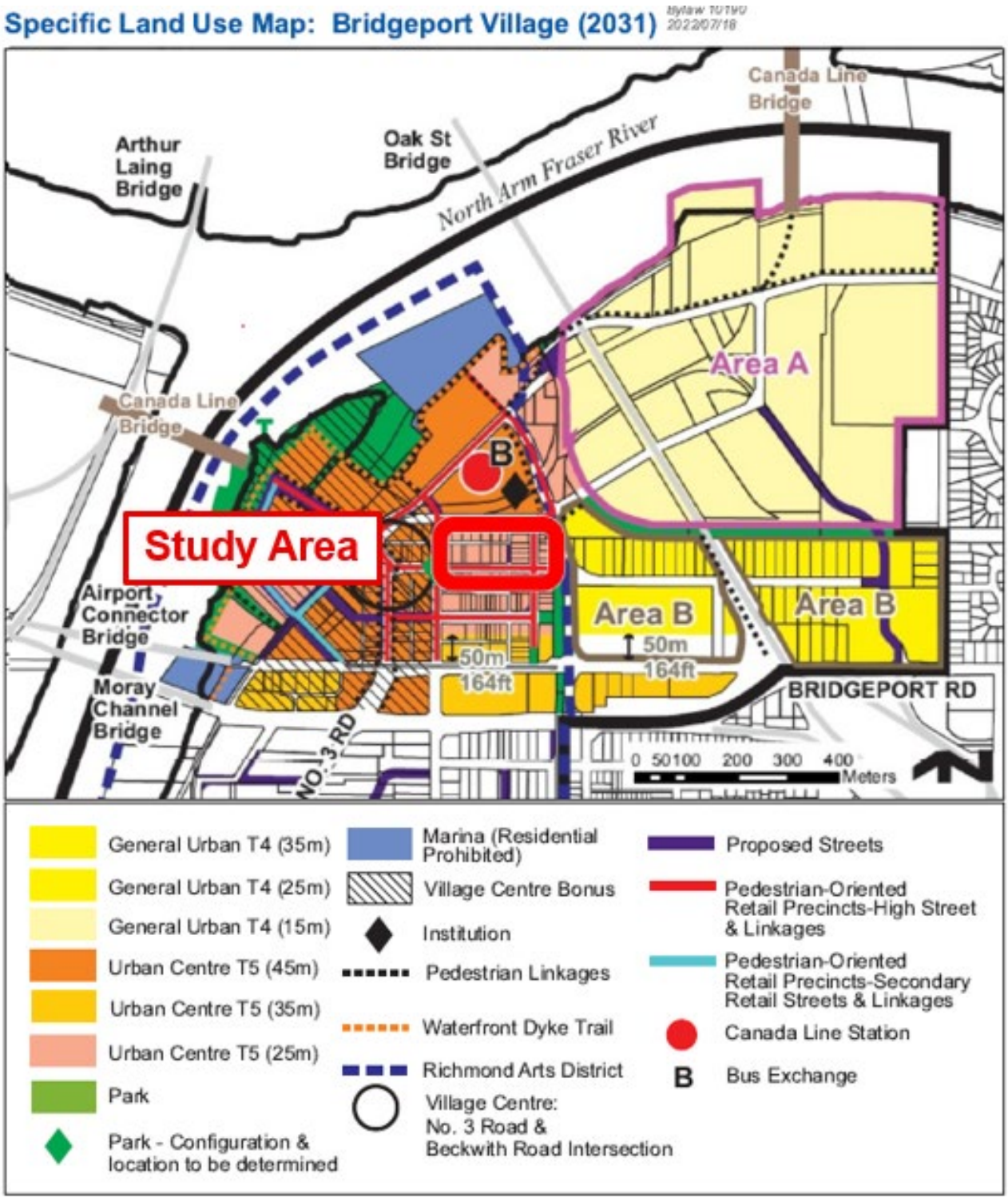
Staff recommend that Committee receive this report for information and direct staff in accordance with Option 1, which preserves the existing balanced approach to land use planning in accordance with OCP 2050. Should Council direct staff to advance Option 2, Council direction is required regarding the study area boundaries and intended housing objectives.

Diana Nikolic, MCIP
Manager, Land Use Policy
(604-276-4040)

DN:cas

Att. 1: Bridgeport and Aberdeen Village Land Use Plans and Target Referral Areas
2: Aircraft Noise Sensitive Development (ANSD) Map
3: Commercial and Industrial Reserve in Bridgeport and Aberdeen Village
4: Summary of Record of Understanding: Aircraft Noise Sensitive Development
5: TOA - Minimum Allowable Density (MD) Framework: Currently Affected Lands
6: TOA - Minimum Allowable Density (MD) Framework: Potentially Affected Lands

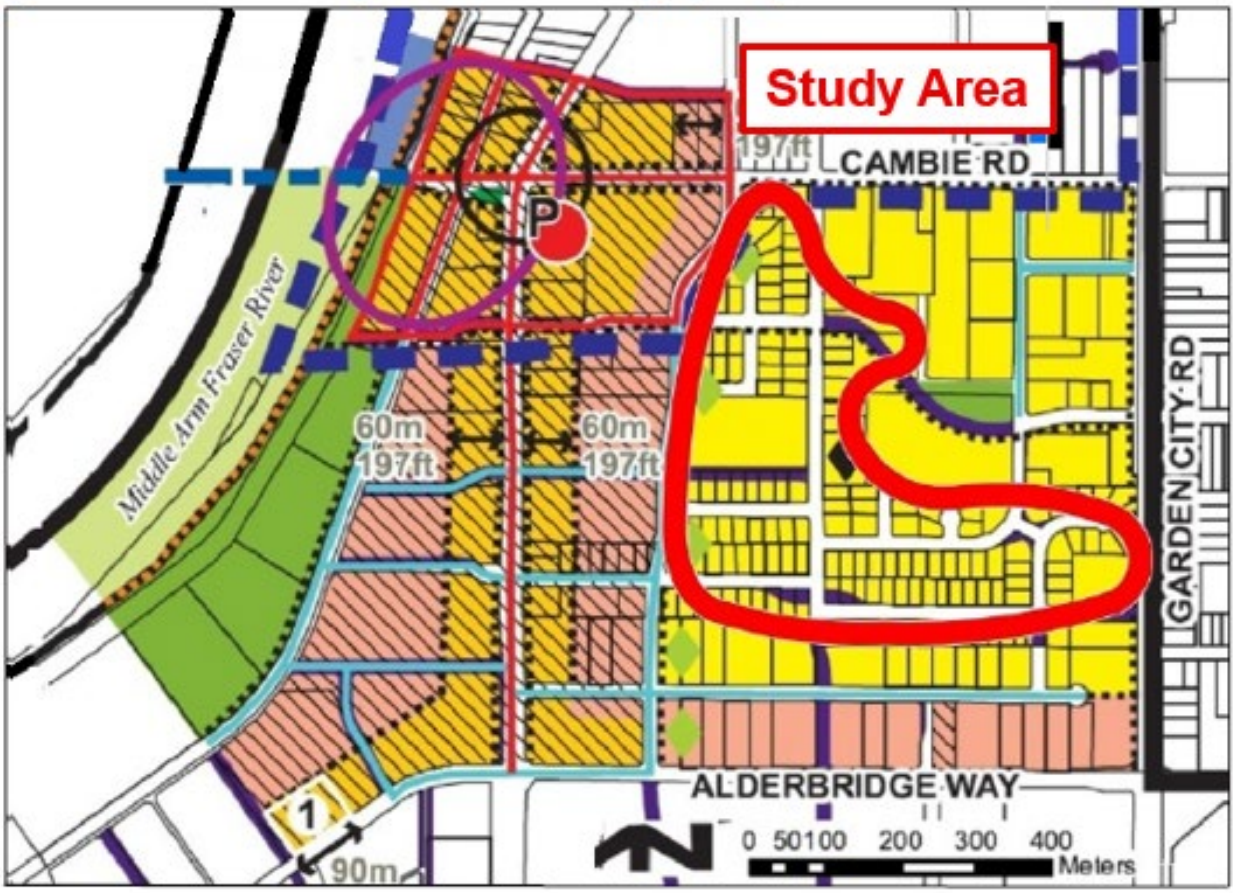
Bridgeport and Aberdeen Village Land Use Plans and Target Referral Areas




[1] Maximum building height may be subject to established Airport Zoning Regulations in certain areas.

## Specific Land Use Map: Aberdeen Village (2031)

2019/05/21




- General Urban T4 (25m)
- Urban Centre T5 (35m)
- Urban Centre T5 (25m)

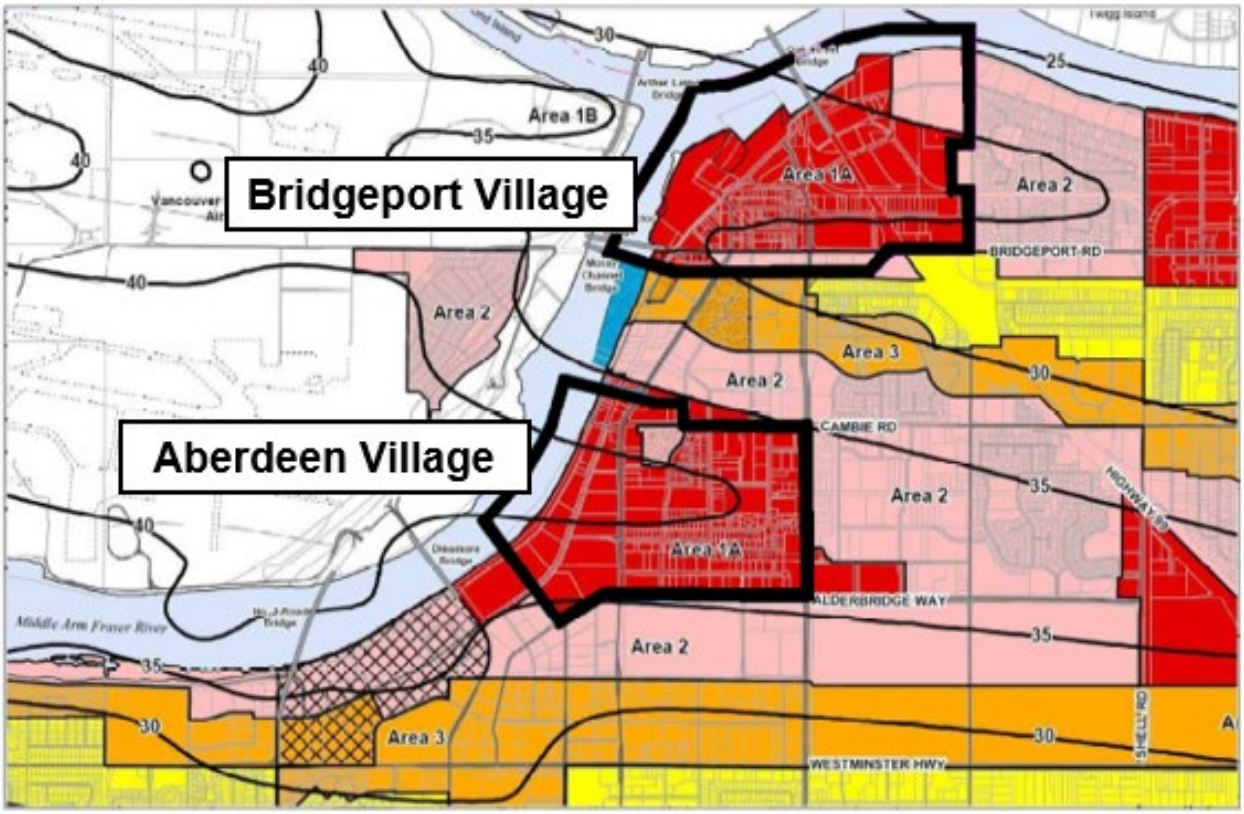
**Location where site specific maximum building heights apply:**

- (1) (33m)
- Park
- Park-Configuration & location to be determined
- Non-Motorized Boating & Recreation Water Area
- Marina (Residential Prohibited)
- Village Centre Bonus
- Institution
- Pedestrian Linkages
- Waterfront Dyke Trail
- Proposed Streets
- Pedestrian-Oriented Retail Precincts-High Street & Linkages
- Pedestrian-Oriented Retail Precincts-Secondary Retail Streets & Linkages
- Richmond Arts District
- Canada Line Station
- P Transit Plaza
- Village Centre: No.3 Road & Cambie Road Intersection

Maximum building height may be subject to established Airport Zoning Regulations in certain areas.

Aircraft Noise Sensitive Development (ANSD) Map

## Aircraft Noise Sensitive Development Map




### Aircraft Noise Sensitive Development (ANSD) Policy Areas (see Aircraft Noise Sensitive Development Policy Table)

**No New Aircraft Noise Sensitive Land Uses:**

**AREA 1A**
New Aircraft Noise Sensitive Land Use Prohibited

**AREA 1B**
New Residential Land Uses Prohibited

**Areas where Aircraft Noise Sensitive Land Uses may be considered: subject to Aircraft Noise Mitigation Requirements**

**AREA 2**
All Aircraft Noise Sensitive Land Uses (except new single family) may be considered (see Table for exceptions)

**AREA 3**
All Aircraft Noise Sensitive Land Use types may be considered

**AREA 4**
All Aircraft Noise Sensitive Land Use types may be considered

**No Aircraft Noise Mitigation Requirements**

**AREA 5**
All Aircraft Noise Sensitive Land Use types may be considered

Objective: Current rezoning may proceed prior to Area Plan updates, based on the formula:
- Residential use: Up to 2/3 of the buildable square feet (BSF);
- Non-residential use: The remaining BSF (e.g., 1/3)

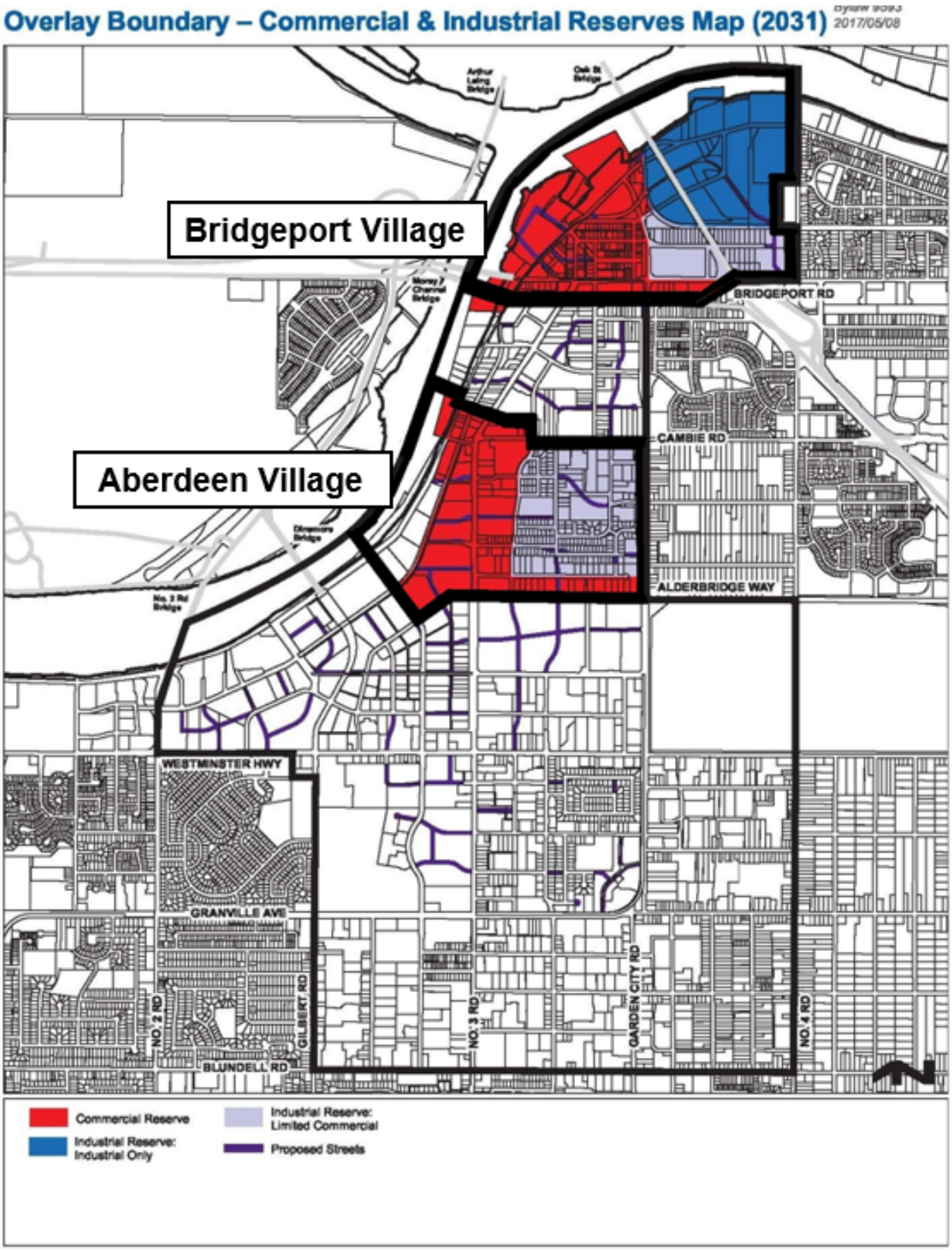
Objective: To support the 2010 Olympic Speed Skating Oval:
- Residential use: Up to 2/3 of the buildable square feet (BSF);
- Non-residential use: The remaining BSF (e.g., 1/3)

On Fraser River Above 30 NEF Residential (e.g. house boats) may be considered

2015 Noise Exposer Forecast (NEF) Contours

Extent of Aircraft Noise Insulation

Commercial and Industrial Reserve in Bridgeport and Aberdeen Village



# Summary of Record of Understanding: Aircraft Noise Sensitive Development

*The summary of the Record of Understanding between the City and Vancouver International Airport Authority (VIAA) was prepared by the City of Richmond and was attached to "OCP Aircraft Noise Sensitive Development Policy", dated November 4, 2004, from the Manager, Policy Planning.*

**1. Purpose**

To summarize the understanding between the City and VIAA regarding City improvements to better manage aircraft noise sensitive development and mitigate aircraft noise through a comprehensive policy.

**2. City Policy Improvements**

Based on discussions between the City and the VIAA, the City will undertake the following in its efforts to address the concerns raised by the VIAA and to better balance the needs of the City, VIAA and stakeholders:

(1) Define "aircraft noise sensitive uses" namely:

| Use Category | Meaning |
|---|---|
| Residential | Defined as all residential uses, including live/work and work/live uses, nursing homes. |
| School | Defined as public and private places in which K-12 education is offered, as per provincial requirements. |
| Day Care | Defined as licensed day care uses. |
| Hospital | Defined as places which provide medical services, as per provincial requirements where patients stay overnight or for longer periods of time. |

(2) Identify Prohibited Areas – RED on OCP Map

- Areas where all aircraft noise sensitive uses are prohibited.
- Areas where residential development is prohibited in many VIAA priority avoidance areas.

(3) Identify Other Aircraft Noise Sensitive Development Areas – PINK, ORANGE, YELLOW on OCP Map

- Areas where some aircraft noise sensitive uses are limited (e.g., only multi-family permitted in certain high noise areas) and conditions are imposed.

(4) Identify City Centre Re-Planning Conditions

- Areas where no aircraft noise sensitive development rezonings will be considered, until after the City Centre is re-planned (after late 2005). Residential will be allowed in this area but will be subject to the preparation of a detailed area plan and will probably be in the form of mixed use.

(5) Identify Conditions for the West Cambie Area Plan – the Alexandra Quarter Section

- No residential uses are to be allowed along the west and south edges to reduce aircraft noise nuisance. These areas are proposed for non-residential use in the latest draft Area Plan.

(6) Identify Conditions for Current (2004) Noise Sensitive Development Rezoning Proposals

- For current aircraft noise sensitive rezoning proposals (i.e., Aberdeen, SunTech, Wall) a formula was used, namely:
  - Residential use: Up to 2/3 of the buildable square feet (BSF); and
  - Non-residential use: The remaining BSF (e.g., 1/3).

(7) Identify Conditions for the 2010 Olympic Winter Games Speed Skating Oval Site and Precinct

- For the proposed Olympic Speed Skating Oval site and precinct:
  - Residential use: Up to 2/3 of the buildable square feet (BSF); and
  - Non-residential use: The remaining BSF (e.g., 1/3).

(8) Identify Conditions for the Bridgeport Road Median

- For the road median between Bridgeport Road and Sea Island Way:
  - West end (above the 30+ NEF) - no residential uses are to be allowed, due to current aircraft noise, possible future increases in aircraft noise due to expanded airport operations and as the area has livability limitations due to high levels of traffic; and
  - Reminder (below 30 NEF) - aircraft noise sensitive development may occur after City Centre re-planning.

(9) Possible Building Bylaw Aircraft Noise Mitigation Requirements

- The City may be able to amend the City's Building Bylaw, subject to Provincial approval, to require noise mitigation at the Building Permit stage. This will be investigated.

(10) Improved City Aircraft Noise Mitigation Measures

- The City and VIAA have agreed to work co-operatively to:
  - Improve the legal wording and conditions of the existing City noise covenant; and
  - Consider new legal tools to improve aircraft noise mitigation requirements.

(11) Improved Public Awareness Measures

- The City and VIAA have agreed to work co-operatively to:
  - Improve the legal wording and of the existing City noise covenant; and
  - Consider new ways and legal tools to improve public awareness and notification of aircraft noise including possible disclosure statements.

(12) A Possible Increase in Building Height Due to the Airport

- The VIAA has identified areas within the City which are currently affected by the federal Aeronautical Zoning requirements, where it may be possible to allow increased building height due to the airport. Additional collaboration is required.
- Note that:
  - "Building height" is a safety issue, while aircraft noise is a nuisance issue; and
  - Transport Canada makes the final decisions regarding any building height increases, not the VIAA or City.
  - This matter will require additional collaboration among the City, VIAA, Transport Canada, developers and the community, before a decision to permit a building height increase can be reached.
  - It is acknowledged that the identified areas of possible building height increase, may or may not be suitable to the City due to City planning considerations.

(13) City – VIAA Ongoing Collaboration

It is the City's intention to continue co-operating with the VIAA including:

| Initiative | Comment |
|---|---|
| 1. City – VIAA Co-ordination | Continued City participation through the:<br>- VIAA Board,<br>- YVR Noise Management Committee, and<br>- YVR Environmental Committee |

| Initiative | Comment |
|---|---|
| 2. Airport Planning | - As the VIAA updates its long-range airport land use and related plans, the City will continue to participate, as appropriate.<br>- VIAA is encouraged to:<br>  - Identify a long term airport build-out plan;<br>  - Identify the long term airport and aircraft noise impacts;<br>  - Improve its long-range land use; and<br>  - Continue its efforts regarding noise management, environmental and related plans. |
| 3. Aircraft Noise Mitigation Research | As the federal government and others are responsible for establishing and improving national recognized aircraft noise assessment tools (e.g., NEF model and alternatives) and building design standards, the City will participate in such initiatives, as appropriate, including improved aircraft noise mitigation research and modelling, for example:<br>  - Interior Noise Level Limits;<br>  - Building Design Elements; and<br>  - Community Design Elements. |
| 4. Public Awareness Research | The City will co-operate, as appropriate, to improve public awareness techniques and aircraft noise mitigation, for example, improved:<br>- Noise Covenants;<br>- Full Disclosure Statements;<br>- Noise Insulation Standards; and<br>- Acoustic insulation requirements at the Building Permit stage. |

**3. Status**

Both parties acknowledge that the City, with significant input from the VIAA, has worked to develop a City policy that better:

- Balances the interests of all parties;
- Recognizes their respective interests and priorities;
- Establishes common principles; and
- Establishes much improved aircraft noise mitigation and management practices with respect to aircraft noise sensitive developments.

The City policy better:

1. Formally recognizes and supports the importance of Vancouver International Airport as a World Class Gateway airport which operates 24-hours a day and is important to the World, province, region and City, both now and into the future;
2. Protects land in high airport noise areas and under the flight path for no airport noise sensitive development;
3. Improves density controls and other mechanisms to minimize the number of residents living in high airport noise areas;
4. Establishes strong mitigation requirements; and
5. Encourages the City to work to provide the best possible protection from legal and non-legal challenges against the City and the VIAA, including attempts to restrict and curtail aircraft operations.

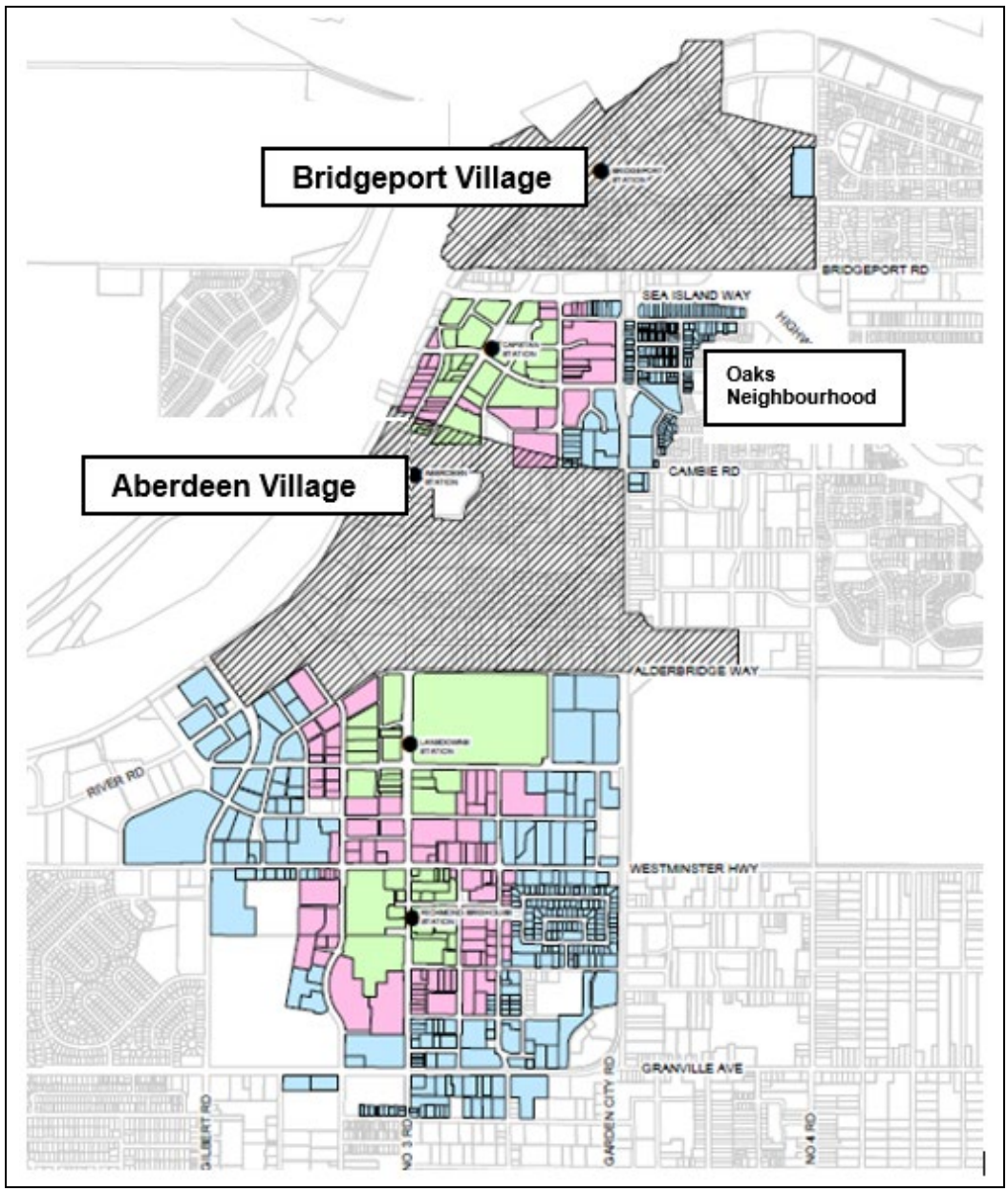
As the VIAA follows Transport Canada land use planning guidelines, which recommend against aircraft noise sensitive developments in the 30+ NEF contour area, the City policy, while a significant improvement, does not address all VIAA interests.

Both Parties acknowledge that ongoing City-VIAA co-operation and collaboration are required to improve the City's aircraft noise management policy and mitigation requirements, to better protect the interests of both the City and the VIAA.

Prepared by City of Richmond

TOA - Minimum Allowable Density (MD) Framework: **Currently Affected Lands**

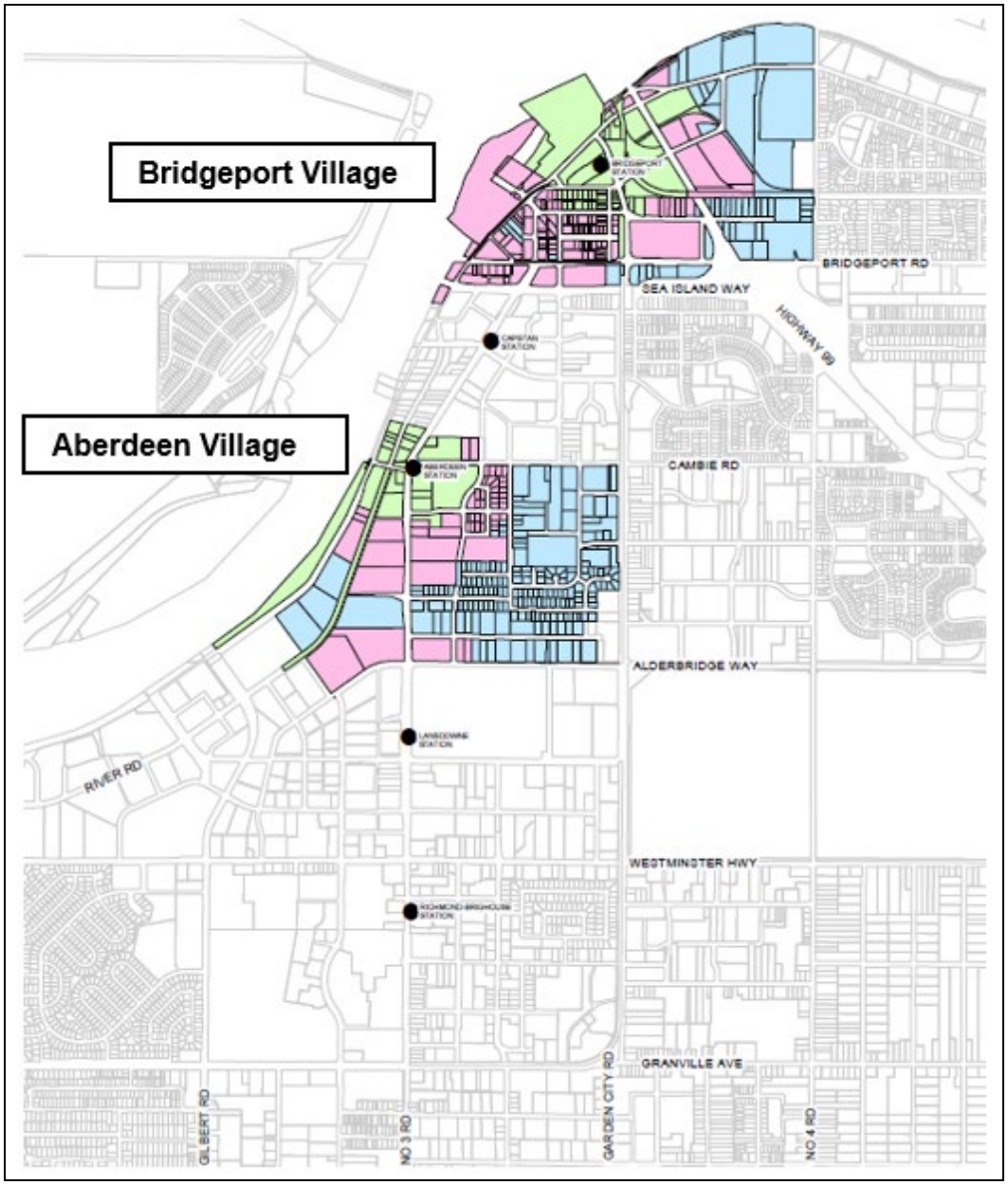
- ***Existing areas where the MD Framework prescribes minimum heights and densities for residential development*** based on current OCP land use designations (i.e., Capstan, Lansdowne, Brighouse, Oval Village, and the Oaks neighbourhood)




| MD FRAMEWORK / MINIMUM DENSITIES & HEIGHTS | | | | |
|---|---|---|---|---|
| **TOA Type** | **Tier** | **Prescribed Distance to a Canada Line Station (m)** | **Minimum Allowable Density (FAR)** | **Minimum Allowable Height (Storeys)** |
| Skytrain | 1 | Less than 200 | Up to 5.0 | Up to 20 |
| | 2 | 200-400 | Up to 4.0 | Up to 12 |
| | 3 | 400-800 | Up to 3.0 | Up to 8 |

TOA - Minimum Allowable Density (MD) Framework: **Potentially Affected Lands**

- ***Additional areas where the MD Framework would prescribe minimum heights and densities for residential development*** if OCP land use designations were amended to permit residential uses in Bridgeport and Aberdeen Village




| MD FRAMEWORK / MINIMUM DENSITIES & HEIGHTS | | | | |
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