



## STAFF REPORT FOR ACTION

### Further Update on Request from Porter Airlines for Exemption to Commercial Jet Ban at Billy Bishop Toronto City Airport

<b>Date:</b>	September 10, 2013
<b>To:</b>	Executive Committee
<b>From:</b>	Deputy City Manager, Cluster B
<b>Wards:</b>	All
<b>Reference Number:</b>	P:\2013\WF\EX13006

#### SUMMARY

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This report provides a further update on the review of the request by Porter Airlines for an exemption to the commercial jet-powered aircraft ban at Billy Bishop Toronto City Airport and related runway expansion options. This request would require amending the 1983 Tripartite Agreement between the City of Toronto, Toronto Port Authority (TPA) and the Government of Canada.

On July 3, 2013, City staff provided an update report to the Executive Committee on the work undertaken, including preliminary findings from the consultants, and information concerning the next steps in the process. The Executive Committee received the staff report for information and requested the Deputy City Manager, Cluster B expand the area of the traffic study to incorporate the areas between the Jameson Avenue ramps and York Street ramps to the Gardiner, north to Front Street.

This report summarizes additional technical information provided by the consultant teams, comments received through the September 4<sup>th</sup> and 9<sup>th</sup> public consultation and an overview of the next steps required for completion of the review. Staff will continue to evaluate the request and incorporate information provided by the consultant reports, public and stakeholder feedback, and input from external agencies in order to develop recommendations for City Council. It is anticipated that an additional public consultation process will be conducted in November in advance of the final report.

Staff are targeting the completion of a final report on this issue for the December 5, 2013 Executive Committee and December 16, 2013 City Council meeting.

## **RECOMMENDATIONS**

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**The Deputy City Manager, Cluster B recommends that:**

1. Executive Committee receive this report for information.

### **Financial Impact**

In accordance with the City Council decision on May 7-10, 2013, the Toronto Port Authority (TPA) has provided all funding required to conduct this review. To date, the Toronto Port Authority has forwarded \$566,531.25 for costs incurred by the City. In a letter to the City dated September 11, 2013, the TPA indicates that it remains committed to providing financial support for the City's review. The City has retained all consultants directly without involvement of the Toronto Port Authority, Porter Airlines or other airport-related stakeholders with oversight provided by a third-party Fairness Monitor as directed by City Council.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

### **Equity Statement**

This report is consistent with the City's equity framework, and equity goals and objectives. All consultants are required to incorporate equity considerations in their work plans and reviews.

## **DECISION HISTORY**

At its meeting on May 7, 8, and 9, 2013, City Council adopted a report dated May 6, 2013 from the Deputy City Manager, Cluster B, regarding a request from Porter Airlines for an exemption from the commercial jet ban at Billy Bishop Toronto City Airport (BBTCA) and recommendations for proceeding with the next stage of the project. A link to this City Council decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX31.27>

At its meeting on July 3, 2013, City staff reported to the Executive Committee on the work undertaken by staff, including preliminary findings from the consultants, and information concerning the next steps in the process. The Executive Committee received the staff report for information and requested the Deputy City Manager, Cluster B to expand the study area for the traffic study to incorporate the areas between the Jameson ramps and York Street ramps to the Gardiner, north to Front Street.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX33.18>

The purpose of this report is to provide an update to Executive Committee on the further work undertaken by staff and the consultant team, to report on comments received through the public consultation and to outline the work plan for the completion of this review.

## **ISSUE BACKGROUND**

This report is part of City staff's ongoing effort to respond to a motion approved at the April 23, 2013 Executive Committee meeting and a decision of City Council at its meeting on May 7, 8, and 9, 2013 regarding a request from Porter Airlines for an exemption to the ban on operating jet-powered aircraft at BBTCA and permission to extend the airport runways. The Tripartite Agreement would need to be amended to allow for either of these requests. Such amendments require the agreement of each of the three signatories (City of Toronto, Toronto Port Authority and Government of Canada).

The staff report to the July 3, 2013 Executive Committee summarized the approval process required to amend the Tripartite Agreement, the implications for international and interprovincial trade law, the definition of "general aviation" under the Tripartite Agreement, and the relationship between Porter's request and the Open Skies Agreement with the United States.

The report also provided feedback on the public and stakeholder consultations held in June and preliminary comments received. The report noted the intended work plan to undertake a public and stakeholder consultation program to assess local and city-wide opinion on the proposal for expanded operations at BBTCA. The key objective of the public consultation program is to ensure that respondents are adequately informed of the issues and potential impacts and have an opportunity to identify issues that City staff should include in their evaluation.

In late-June, staff launched a website on the review which makes all available technical information and reports available to the public. The project website is: [http://www.toronto.ca/bbtca\\_review](http://www.toronto.ca/bbtca_review).

To date, staff has completed the following tasks as part of the review:

- Initiated public and stakeholder consultations by hosting two public meetings, launched an online survey, completed intercept surveys in all districts of the City, and conducted polling on the issue. These results will be provided in a Supplementary Report;
- Completed a preliminary review of potential impacts on the natural environment (including aquatic habitats, birds, coastal geomorphology and sediment transport) associated with the proposal and reviewed potential impacts to marine vessels in the Inner Harbour and Western Channel in conjunction with the TRCA;
- Conducted a preliminary evaluation of transportation and traffic impacts related to the expansion of the airport (assuming scenarios with and without the addition of commercial jet aircraft). This work also developed preliminary concepts for how

- traffic and transportation issues could be addressed and incorporated some of the ideas brought forward through the BBTCA and Eireann Quay Strategic Transportation Study; and
- Consulted with Toronto Public Health on health effects associated with jet-powered aircraft operations at BBTCA (specifically human health effects, noise and air quality issues) and developed a scope of work for the completion of a Health Impact Assessment for the status quo and expansion of the airport. This work is ongoing and will be reported as part of the report targeted for December.

The report to the July 3, 2013 Executive Committee meeting stated that staff will identify additional terms and conditions or amendments to the Tripartite Agreement that the City may require of the TPA and Transport Canada. These conditions will be identified through the evaluation and review process and will be included in the final report targeted for the December Executive and City Council meetings.

## **COMMENTS**

The purpose of this report is to provide a status update on the review of the request to permit jet-powered aircraft at BBTCA and to identify significant issues that have been identified through the review process.

### **Resolution of City of Toronto and Toronto Port Authority Matters:**

The request to permit jet-powered aircraft at BBTCA is unusual because it did not originate from the owner and operator of the airport (the Toronto Port Authority). Typically, a process for reviewing and evaluating changes to an airport's configuration, regulations or expansion, would require the airport's tenants (i.e. the airlines operating at the airport) to develop an overall plan with the owner and operator of the airport that addresses their operational and long terms goals and objectives. The airport regulator would review the proposal to ensure that it complies with appropriate aviation regulations standards and, once a comprehensive evaluation is completed, the municipality would then be consulted and presented with a complete proposal for consideration. In this instance, the airport tenants (Porter Airlines) have approached the City directly without securing the initial support of the airport owner and operator (the Toronto Port Authority) and the approval of the regulator (Transport Canada).

In order to respond to the request from Porter Airlines, and in the absence of information from the TPA and Transport Canada, the City has retained consultants with expertise to review the proposal. This is a difficult and complex undertaking for the City as the review does not have the benefit of prior examination by the TPA and Transport Canada.

Transport Canada is currently reviewing TPA's submission based on the proposal from Porter Airlines to amend the configuration and procedures for the airport and intends to provide the results of this review by the end of the October. The TPA has publically stated that they are not prepared to take a position on this proposal until such time as City Council has made its decision on this matter. If further expansion, including the operation

of jet-powered aircraft at BBTCA, is agreed to by the three signatories to the agreement, significant groundside infrastructure improvements, operational changes such as revised curfew hours and noise regulations, and ongoing monitoring of noise, air quality and other impacts will be required by the City. As a result, on September 9, 2013, a letter was sent to the TPA requesting confirmation of their position on the proposal and their commitment to address issues within their jurisdiction.

The City needs to secure the commitment of the TPA to satisfy any conditions that City may request, including the full funding of groundside infrastructure improvements resulting from increases in airport passenger volumes, as a condition of any amendment to the Tripartite Agreement. Timely receipt of this commitment is a necessary requirement to City Council making an informed decision on this proposal.

In addition to the review of this proposal, the City of Toronto and the Toronto Port Authority have ongoing, unresolved issues on several matters including the Cherry Street Bridge, Payment in Lieu of Taxes (PILTs), noise complaints related to airport operations and construction, and taxi staging and airport-related traffic congestion.

#### **Status of Bombardier CS-100 Aircraft and Noise Testing:**

Staff have been monitoring Bombardier's flight testing process for the CS-100 aircraft. At the onset of this review in early May, Bombardier had announced that the first flight of the CS-100 aircraft would occur in June. This flight was subsequently delayed to July. On July 24, 2013, it was announced that the test flight for the CS-100 was further delayed with no firm confirmation from Bombardier of when they expect to complete an initial test flight. As of the writing of this report, Bombardier was planning to attempt an initial flight on September 16, 2013.

Staff undertook to meet with Bombardier on July 29, 2013 to determine if certified noise data for the CS-100 would be provided in advance of the anticipated completion date for this review. Bombardier advised that there was no confirmed date for the test flight at that time, but would undertake a review of their existing data sets to determine if there was aircraft noise data available that would be acceptable to the City.

On August 16, 2013, Bombardier advised City staff that Pratt and Whitney (the engine manufacturers for the CS-100) had delivered an engine to a facility where testing would be undertaken. A noise package based on these tests could be provided to the City by October for review based on the results of this engine test. The City's aviation consultant reviewed this proposal and advised that in order to confirm compliance of the CS-100 with the Tripartite Agreement; the engines must be tested on the aircraft's airframe using a methodology in line with ICAO guidelines set in Annex 16 to the Chicago Convention. The results from a test rig would not be an acceptable substitute for actual airframe tests in-flight. Staff advised Bombardier on August 26, 2013 that their proposal was not acceptable to the City. To date, staff have not received further information from Bombardier. Transport Canada has advised that they do not anticipate certification of CS-100 noise data until May 2014 at the earliest.

Porter Airlines and Bombardier have asserted that the CS-100 will have a cumulative noise level per the cumulative requirements set in the Tripartite Agreement (259.5 EPNdB). This noise measurement is only one part of the requirement to confirm whether the aircraft complies with the Tripartite Agreement. Three key measurements in the aircraft's journey are required to confirm compliance:

- Lateral / Full Power: A point on a line parallel to and 450 metres from the runway centreline where the noise level is at maximum during take-off
- Approach: A point on the ground, on the extended centre line of the runway 2km from the threshold.
- Flyover: A point on an extended centre line of the runway and at a distance of 6.5km from the start of the roll.

Porter Airlines and Bombardier have been advised by City staff that if these three measurements are not provided to the City in advance of the anticipated completion of this review (anticipated to be the first week of November), City Council will have insufficient information to make an informed decision on whether the CS-100 aircraft can operate at BBTCA in compliance with the Tripartite Agreement.

#### **Revised Submission by Porter Airlines:**

On September 3, 2013, Porter Airlines submitted an alternative option to the City that proposed 200 metre runway extensions on both ends of the main east-west runway (08-26). The previous submission proposed runway extensions of 168 metres on either end. According to Porter Airlines' submission, the additional 32 metre extensions will reduce the need for modifications of the existing Marine Exclusion Zone. In its decision on May 7-10, 2013, City Council directed staff to exclude any proposal for an extension of the Marine Exclusion Zone, as currently configured, that would materially encroach upon the Western Channel. Staff and the consultants are currently reviewing this alternative proposal to assess potential impacts.

The City's consultants have noted that the alternative option proposal will require an exception to existing regulations from Transport Canada. Staff will require confirmation from Transport Canada that this proposal complies with their regulations prior to making a recommendation to City Council.

#### **Consultant Update:**

Between July and August, staff retained additional consultants with expertise in marine and aquatic habitats, public consultation and polling, and transportation and traffic analysis. In addition, previously retained consultants with expertise in aviation, economic development, and urban planning conducted additional analysis and review of the proposal. The consultant findings are summarized below.

#### Aviation Consultant (AirBiz Aviation Strategies Ltd.):

AirBiz Aviation Strategies Ltd. completed a preliminary review of the proposal in June; which was posted to the project website on June 26, 2013. In addition to their preliminary report, AirBiz was requested by City staff to provide additional information on the following issues:

- Aircraft Noise and Emissions;
- Operational Considerations (Steep Approach Landings, Engine Run-Ups, Turboprop Aircraft Fleet Development); and
- Other Considerations (Canadian Environmental Assessment Act, Federal Government and Airport Authorities, Federal Legislation and Regulation, General Aviation Considerations.

The addendum provided by AirBiz includes a description of how aircraft noise is measured and a description of how noise is typically perceived by humans, the metrics for measuring noise, and the effect that weather and water surfaces have on the transmission of noise. These are important considerations when evaluating the impact of the airport on the waterfront community and recreational amenities.

AirBiz states that weather and sound dispersion over water may have an effect on how noise is perceived by areas adjacent to the airport. They conclude that temperature and humidity have an impact on the dispersion of noise (i.e. sounds will travel further in hot and humid conditions than in cold and dry conditions). Wind direction and speed also have a bearing on noise levels reaching the receptor (individuals). Currently, the only aircraft noise monitoring standard required by the Tripartite Agreement at BBTCA is the annual NEF Contour review completed by Transport Canada. This annual assessment does not take into account how individual aircraft noise is actually perceived by individuals or affected by atmospheric or physical conditions around the airport.

AirBiz reviewed operational considerations that could have an impact on the airport's operations and the adjacent community. A review of steep approach landings (greater than 4.5 degrees) concluded that a sizeable reduction in noise contours is possible; however, this revised approach is subject to the review and approval of Transport Canada. The model used for this review only highlights impacts at ground or water level and should be reviewed by Transport Canada to ensure compliance with their standards and regulations.

Staff requested AirBiz to report on engine run-up procedures at the airport and options for reducing their impact on the adjacent community. Engine run-ups are required for the operation and maintenance of turboprop aircraft. An engine run-up is when the throttle is advanced to full power for an extended period to test whether the engines produce sufficient thrust for takeoff. Engine run-up activities are primarily related to the maintenance and operation of turboprop aircraft.

Aircraft noise related to engine run-ups is not currently regulated by the Tripartite Agreement; however, the TPA does manage and monitor run-up activity at the airport. A

2010 Noise Management Study prepared on behalf of the TPA recommended that noise control barriers be installed to reduce the impact of noise from engine run-up activities. To date, only one noise control barrier has been installed at BBTCA. Vancouver International Airport has installed an acoustically engineered run-up enclosure for turboprop aircraft due to complaints from adjacent residential communities.

AirBiz notes that expansion of commercial operations (specifically the reconfiguration or expansion of the passenger terminal, hanger and airside facilities for the increased number of commercial aircraft at the airport) may constrain General Aviation activities. An understanding of how the TPA plans to balance between General Aviation and commercial operations is needed to ensure that expansion of commercial operations is consistent with the Tripartite Agreement.

They also note that if the Tripartite Agreement is amended to permit jet-powered aircraft, the amendment could potential allow for small executive jets know as "Very Light Jets" to operate at the airport under the existing NEF Contours and runway configuration. Additional facilities such as parking, terminal, and support services will need to be provided to support these aircraft and may further constrain existing General Aviation users at the airport.

It is important to note that, while the request to amend the Tripartite Agreement to permit jets originated from Porter Airlines, staff's review is not linked with any single airline or plane manufacturer. The review is examining the impacts of jet-powered aircraft and further airport expansion resulting from any airline or combination of airlines operating at BBTCA.

Economic Impact Consultant (HLT Advisory Inc.):

HLT Advisory amended their report dated June 26, 2013 to include additional information on the impact on the airline sector and aerospace manufacturing in Toronto.

HLT consulted with Air Canada, United Airlines and West Jet to document their individual positions on the proposed runway extension at BBTCA. All three carriers provided similar positions on extended runways at BBTCA:

- The proposal to allow Bombardier CS-100 aircraft to fly out of BBTCA should be extended to any jet which satisfies the noise parameters outlined in the Tripartite Agreement;
- The slot allotment should be altered to allow a competing air carrier to utilize BBTCA to more fully compete with Porter Airlines; and
- Expansion at BBTCA will not negatively impact Pearson International Airport as Pearson's growth trajectory is a factor of international city pair growth on wide body-aircraft.

HLT also had discussions with Bombardier to provide clarity on whether the manufacturing of CS-100 aircraft at their Montreal (Mirabel) facility will have any benefit to the aerospace industry in Toronto. They conclude that:

- The Bombardier Aerospace facility in Downsview currently employs 4,000 people in the production of Dash-8 Q400 and Global Express aircraft.
- The manufacturing of CS-100 aircraft in Montreal affects six companies in the Greater Toronto Area including Honeywell, metal crafters throughout the Greater Toronto Area and aluminum production facilities' such as Rio Tinto in Hamilton. The business value of the proposed CS-100 program could reach \$14 million by 2020.
- Bombardier's overall spend in Ontario including production, indirect goods and services totalled approximately \$600 million in 2012 when aerospace is combined with rail car production.

A third-party review of the economic impacts is necessary to confirm these findings.

Urban Planning Consultant (Urban Strategies Inc.):

Urban Strategies Inc. was retained to assist City Planning staff to review airport-related background materials, provide a planning policy review, provide an analysis of existing and proposed development data, review reports provided by the other consultants to identified city planning-related matters, and conduct research on precedent airports.

Their report highlights the changing composition of the community around the airport. Since Porter Airlines began operations in 2006, the population of the area around the airport has increased from 14,237 in 2006 to 29,905 in 2011. City Planning is currently reviewing 24 development applications in the area totalling 47 new buildings. Of these new buildings, 82% of the proposed new floor area is residential resulting in 13,911 new units and a projected population influx of an additional 22,258 residents. The area is also experiencing an increase in non-residential development (primarily office and retail) due to the expansion of the Central Business District south of Union Station.

Their report includes an explanation of the evaluation tool that was developed for the study. The tool is designed as a matrix that will facilitate the comparison of a full range of factors across three scenarios:

1. **2012 Baseline:** The existing airport aircraft and passenger volumes (2.2 million passengers per year);
2. **Maximizing Capacity of Existing Facilities:** Existing airport aircraft with increased passenger volumes resulting from improved facilities and systems (3.8 million passengers per year); and
3. **Proposed Airport Expansion:** Jet and turboprop aircraft and increased passenger volumes (4.4 million passengers per year).

The evaluation scenarios have been established to isolate impacts that will occur in direct relation to jets and runway expansion from impacts associated with the existing conditions (i.e. what are the impacts of the status quo vs. expansion of the airport with the introduction of jet-powered aircraft).

The evaluation matrix is currently provided for discussion purposes to ensure that all possible impacts and factors are identified for evaluation by City staff. The matrix will be finalized at the end of September and used as the evaluation tool to guide City staff through the evaluation process of the review.

#### Transportation Consultant (BA Group):

The current configuration of access to and from the airport consists of a single 20 metre right-of-way (Eireann Quay). Through the work of the BBTCA and Eireann Quay Strategic Transportation Study, City staff in association with the TPA and the TDSB, implemented modifications to signal timing and turning restrictions and added a missing sidewalk that have provided some improvements to access to the airport and conflicts with pedestrians. Despite these changes and regardless of whether jet-powered aircraft are permitted at the airport, the current airport access configuration is not adequate and requires significant improvements to both the vehicular and pedestrian environment.

Staff have retained BA Group as a sub-consultant to Urban Strategies Inc. to complete an assessment of the groundside transportation impacts of the airport under the three scenarios described above. The work being undertaken by BA Group is a continuation of the work that was started by City staff under the BBTCA and Eireann Quay Strategic Transportation Study in 2012 and 2013.

BA Group's preliminary assessment identifies that the key issue from a transportation perspective is the number of permitted flights per hour and the resulting passenger volumes. If the peak hour number of flights per hour was increased from the current peak of 16 per hour, substantial transportation infrastructure improvements would be required. Sixteen flights per hour generate approximately 750 cars on Eireann Quay during the busiest hour. If jets are added and the number of flights remains at 16, traffic volumes on Eireann Quay could increase by approximately 20% to approximately 900 cars in a one hour time period.

BA Group has identified the following conceptual improvements that could improve the safety and operation of traffic to and from the airport.

- Signal timing improvements;
- Increased transit and shuttle service;
- Extension of underground pedestrian tunnel to new underground TTC Streetcar station along Queen's Quay;
- Extension of the TTC Streetcar line to the groundside airport terminal;
- Extension of Dan Leckie Way south of Queen's Quay into the Canada Malting site; and

- Constructing a pedestrian walkway over or under Eireann Quay.

These concepts are preliminary and do not represent the full range of options that are available to address current and possible traffic volumes generated by the airport. Staff will seek public and stakeholder comment on concepts to address transportation issues through the consultation process.

As part of the overall assessment of the Porter Airlines' proposal and continued airport expansion, BA Group have provided an evaluation matrix specifically for transportation-related issues that will be incorporated into the overall evaluation matrix.

#### Marine and Navigation Consultant (CH2M Hill Canada Ltd.):

CH2M Hill Canada Ltd. was retained in late July to assist City and TRCA staff with understanding the potential aquatic and terrestrial environment in the immediate vicinity of the proposed runway extensions and estimate the likely impacts of these runway extensions on coastal processes, aquatic habitat and terrestrial habitat, flora and fauna. Their review was based on the proposed extension of 168 meters at either end of runway 08/26 (the main runway) as submitted by Porter Airlines in June 2013.

#### Aquatic Habitat:

CH2M Hill concludes that the aquatic habitat in the Inner Harbour has generally improved over the last three decades; however, the aquatic plants in the vicinity of the airport have not returned - potentially indicating a stressed condition in waters adjacent the airport.

#### Fish and Fish Habitat:

A number of fish are present in the vicinity of the airport which spawn and nurse in the coastal marshes of the Toronto Islands. According to the 2013 Environmental Assessment completed for the TPA, three aquatic species that are at risk have the potential to inhabit the area of the proposed runway extension: American Eel, Silver Lamprey, and Eastern Pondmussel. In the immediate vicinity of runway 08-26, fish habitat is very limited due to the extensive hard surfaces of dockwalls and limited submergent and emergent vegetation. CH2M Hill concludes that if runway extensions were permitted, they would offer an opportunity to improve fish and aquatic habitat in the area. It should be noted that any alteration to the dockwall (particularly the hard edges that do not support fish habitat) around the airport would be an opportunity to improve fish and aquatic habitat.

#### Resident/Breeding and Migratory Birds:

The airport lands are not a welcome habitat or nesting ground for resident and breeding bird populations. It is also not welcoming to migrating birds during stopovers on the way to nesting or overwinter grounds. The TPA has an active management program for goose and other bird populations which deters birds from utilizing airport lands. It should be noted that within the airspace of the airport are high-quality habitats for resident and migratory birds, namely Muggs Island south-east of the airport and the Leslie Street Spit/Tommy Thompson Park.

Tommy Thompson Park is a globally significant "important bird area" which hosts 316 different recorded species of birds and contains the largest breeding colonies of colonial water birds on the Great Lakes with an estimated population of over 170,000 individual birds. Some of these birds rest in the waters of the Inner Harbour, including the vicinity of the proposed runway extensions. CH2M Hill notes that an updated bird strike assessment should be completed to detail the effect of the existing and future bird populations on aircraft movements to and from the airport. TRCA staff have identified that bird strikes due to proximity to bird habitats is a significant concern.

#### Effect on the Terrestrial Environment:

CH2M Hill conducted an analysis of historic shoreline changes in the vicinity of the airport, a review of existing shoreline and dockwall conditions, sediment transport and future shorelines changes, and beach and dune environment. They concluded that due to the protection of the Inner Harbour, the proposed east runway extension will not affect sediment transport. A western runway extension, if approved, could incorporate the capture of sediment along the southern edge of the Toronto Islands and in effect, extend and improve the beach and dune at Hanlan's Point. This conclusion will require further analysis and confirmation from TRCA to determine whether these conditions are desirable.

#### Water Levels, Wind Conditions, Waves, Currents and Ice Conditions:

CH2M Hill reviewed the possible effects of the proposed runway extensions and determined that it will have no effect on water levels, wind conditions, or ice formation. A runway extension, if approved, may result in minor effects to wave conditions due to the reduction of wave energy entering the Western Channel.

#### Marine Vessel Use:

CH2M Hill reviewed a 2006 marine use study of the Inner and Outer Harbour by Waterfront Toronto. This study found that the Inner Harbour and Western Gap are heavily used by four types of vessels (charter and tour boats, recreational boats, and ferries). They conclude that if the Marine Exclusion Zone is not amended and remains in place as-is, recreational vessels, shipping routes and activities and ferry routes should not be affected by the proposed runway extensions.

## **PUBLIC AND STAKEHOLDER CONSULTATION**

Staff has retained DPRA Canada Inc. to assist with the public and stakeholder consultation. The public consultation program consists of a project website, public meetings, face-to-face surveying across the city, and an information package. An online survey is currently available on the City's project website which will close on October 11, 2013. An information meeting was held on June 17, 2013 for stakeholder groups seeking information on the review process (a summary of comments received at that meeting is below). Public meetings were held on September 4<sup>th</sup> at Fort York, September 9<sup>th</sup> at Metro Hall and September 19<sup>th</sup> at the Direct Energy Centre at Exhibition Place. Approximately 200 people attended each of the public meetings on September 4<sup>th</sup> and 9<sup>th</sup> with a split of local and residents from the overall City. Comments provided by participants to these meetings have raised significant issues related to airport expansion and the introduction of jet-powered aircraft at BBTCA.

### June 17, 2013 Stakeholder Information Meeting:

An information meeting was held on June 17, 2013 at the request of the Ward Councillors where the airport is located for stakeholders representing groups potentially affected by the airport. City staff provided an overview of the review process and timelines, the scope of consultants that had been retained to date, and background on the current status of the airport.

The staff presentation was followed by a question and answer session whereby the following issues were highlighted by attendees:

- The potential impact of airport expansion on the on-going waterfront revitalization, residential communities, recreational amenities and cultural facilities;
- The effect of additional aircraft and airport noise, pollution, traffic congestion on the health of the community (specifically children attending the Waterfront School and Daycare adjacent to the airport) due to further expansion of the airport;
- The role of the Toronto Port Authority in this review and their commitment to address the City's issues and concerns regarding the proposal from Porter Airlines;
- The financial viability of further expansion of BBTCA and Porter Airlines;
- The effect that Porter Airlines' proposal may have on international trade agreements between Canada and other countries;
- The role of the Province of Ontario in this review and the potential impact of expansion of BBTCA on the economic viability of the Union-Pearson Rail Link;
- Whether the intent and spirit of the Tripartite Agreement was being upheld by the introduction of jet-powered aircraft (jet-powered aircraft are banned by the

- Tripartite Agreement) and whether the Tripartite Agreement takes into account the transition from a predominantly industrial to mixed-use waterfront;
- The impact of aircraft on bird and fish habitats, specifically Tommy Thompson Park;
  - The proximity of existing residential units and recreational amenities to the proposed runway extensions;
  - The impact of traffic and taxi congestion on the Waterfront School and Harbourfront Community Centre;
  - The ability and appropriateness of the City to make a decision in advance of certified noise data on the proposed CS-100 aircraft;
  - Noise and disturbance related to construction of the proposed runway (assuming that construction was limited to non-operating hours of the airport);
  - Safety issues associated with the introduction of larger aircraft at the airport and increased frequency of flights;
  - Impacts on communities located within the flight paths for BBTCA (particularly the Beach and Scarborough);
  - The impact on marine and boating within the Inner Harbour and Western Channel; and
  - The impact of aircraft maintenance, particularly engine run-ups at the airport on the surrounding community;

On September 4, 2013 from 2:00pm to 5:00pm, staff held a workshop at Fort York intended to update the public on the status of the review and provide an opportunity for questions to staff and the consultant team. The format for this session was with technical consultants and City staff providing responses to questions from the participants. Approximately 120 people attended this session and a total of 47 comment sheets were submitted. Issues and comments raised at this session include:

- Clarification of the role of the City and the objective of the consultation process;
- Clarification on the proposed flight paths, method of calculating noise, and the impacts of 168 metre vs. 200 metre runway extensions;
- The impact on residential property values in the vicinity of the airport and areas affected by the flight paths and the scope and limitations of the economic impact analysis;
- The impact of further growth of BBTCA on Pearson International Airport and the Union-Pearson Rail Link;
- Request to extend the study area boundaries further east to include the Port Lands and communities further east such as the Beach and Scarborough;
- City infrastructure capacity to handle increased passenger volumes at BBTCA, specifically traffic and transportation impacts;
- The impact on boaters, kayakers and other users from an extended runway and Marine Exclusion Zone; and
- Identification of chemicals used in the operation and maintenance of jet engines and how they will be contained and prevented from entering the natural environment adjacent to the airport;

On September 9, 2013, a second workshop was held at Metro Hall from 6:00pm to 9:00pm. The format for this workshop was an open house followed by questions and answers from City staff and the consultant team. Similar comments to the September 4<sup>th</sup> session were heard in addition to the following:

- The potential for other airlines and larger planes operating at BBTCA if the Tripartite Agreement is amended to allow jet aircraft;
- What will happen if Porter Airlines ceases operations or is taken over by another airlines;
- The effect that small executive jets will have on BBTCA, particularly the impact on existing General Aviation;
- Are the restrictions at BBTCA consistent with other urban or waterfront airports;
- Will BBTCA require a second runway for jets in order to operate safely;
- Will engine run-ups be regulated under the Tripartite Agreement if it is amended;
- How large is the CS-100 compared to the existing fleet of Q400 Turboprop aircraft;
- Can the City make an informed decision without the full review and approval of the proposal by Transport Canada;
- Has the City examined airports that have closed in other cities, particularly Meig's Field in Chicago;
- Has the potential increase in cancer and respiratory illness in the elderly and children been taken into account;
- Expansion of rail services similar to other countries should be considered before expansion of roads and airports;
- Will the expansion of flights to destinations outside of Canada contribute to a trade deficit;
- Has the City considered the leakage of passengers to United States-based airports in close proximity to urban centres;
- If Porter Airlines is not financially sustainable, who will pay the balance of the infrastructure costs;
- The addition of more flights and passengers to BBTCA will result in a busy airport similar to Pearson, it will no longer be a convenient airport; and
- There needs to be more information on health effects, especially the economic impact due to lost works days due to asthma, cancer and respiratory diseases;

A key objective of these sessions was to determine issues and concerns that the studies had not addressed and to identify issues that the community viewed as important for the review of the proposal. Based on the feedback obtained from these sessions, staff will undertake the following additional work as part of the review:

1. Completion of a Health Impact Assessment that examines the impact of all aspects of aircraft/airport operations and vehicle traffic on human health, particularly the impact of children attending the Waterfront School and daycare adjacent to the airport;
2. The potential impact of airport expansion on real estate values adjacent to the airport and within flight paths to and from the airport;

3. Confirmation of Transport Canada's position on the proposal and any additional aviation regulations applicable to BBTCA;
4. A bird strike assessment to determine the effect of additional aircraft using BBTCA and the introduction of jet-powered aircraft given the significant bird habitats located on the Toronto Islands and Tommy Thompson Park;
5. A review of safety issues associated with expansion of the airport;
6. A review of urban airports that have closed in other cities and the reasons behind their closure with an emphasis on cities that have prioritized urban development and revitalization over transportation and access;
7. Further confirmation from Metrolinx and the GTAA that expansion of BBTCA will not have a negative effect on the financial viability of the Union-Pearson Rail Link;
8. A review of alternative noise metrics that regulate aircraft and airport noise in a manner that is understood by the general public (as opposed to the NEF Contours contained within the Tripartite Agreement);
9. The impact of airport expansion on the viability of businesses and cultural facilities in the Central Waterfront; and
10. The impact of additional airport traffic on the revitalization of Queen's Quay by Waterfront Toronto

The revised option for runway extensions of 200 metres submitted by Porter Airlines on September 3, 2013 also requires additional review by City staff and consultants. There is general concern that this review is proceeding in an expedited manner with insufficient time being allocated for public and stakeholder input and an understanding of the complex issues that will have a long-term effect on the City and the waterfront. Attendees also voiced concern about Porter Airlines' submission of an alternative plan one day in advance of a public meeting and whether their plan will continue to be revised through the City's evaluation process.

A summary of the consultation program and its results will be provided as part of a Supplementary Report.

The City has retained Environics to complete telephone polling on the proposed expansion. The polling program was conducted in late August and consisted of approximately 1,000 interviews on a variety of questions related to the airport's impact and possible issues associated with expansion. A summary of the polling results will be provided in the Supplementary Report.

## **NEXT STEPS**

Staff is targeting the completion of this review (provided that the required information is obtained to staff's satisfaction) for the December 5<sup>th</sup> Executive Committee and December 16<sup>th</sup>, 2013 City Council meeting.

The formal evaluation of Porter Airlines' request and the impact of further airport expansion at BBTCA will be lead by City staff between September and November. This review will be based on information provided by the various consultant teams, feedback received through the public and stakeholder consultation process and issues identified by City and agency staff since the project's inception in May. It is anticipated that a further public and stakeholder consultation process will be undertaken in November to review the results of the City staff evaluation and seek further comment from the public and stakeholders.

TEYCC at its meeting of September 10, 2013 (TE26.116) passed a motion to set up a Sub-Committee to Review Island Airport Consultant Reports, in so far as they pertain to the issues that fall under the jurisdiction of the Toronto and East York Community Council, including but not limited to planning, transportation impact on local parks, schools and community centres. A link to this decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.TE26.116>

On July 10, 2013, the Board of Health requested that the scope of work for the retained consultants that are examining noise, environmental and traffic congestion impacts also include a requirement to conduct a Health Impact Assessment (HIA), in collaboration with the Medical Officer of Health. In addition, the Board of Health requested the Medical Officer of Health to report back to the Board of Health on the degree to which health impacts are being addressed in the studies, and what the anticipated health impacts are. Consequently, City staff have been working with Toronto Public Health staff to incorporate this direction into the ongoing review of the Porter Airlines' proposal with the intent on including the results of the Health Impact Assessment in the final report targeted for December. A link to this decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.HL23.11>

Staff is currently in the process of developing a work plan and retaining a consultant to assess the health impacts associated with the airport on air quality, noise impact and the completion of a Health Impact Assessment.

The Toronto Port Authority has advised that they have submitted a proposal to Transport Canada which incorporates the proposal from Porter Airlines to amend the configuration and procedures for the airport. Transport Canada is currently reviewing this proposal and intends to provide the results of this review by the end of the October. The results of

Transport Canada's review will be incorporated into the City staff evaluation and reported as part of the final report in December.

Staff are also following up with the Toronto Port Authority to secure the TPA position on the proposal as put forward by Porter Airlines and will seek clarity that they are prepared, in principle, to pay the airport's share of all required mitigation measures as identified by staff and consultant studies – both air-side and ground-side, which may be required as a result of existing passenger volumes or as a result of the opening of the Tripartite Agreement, should the proposal be accepted by Council.

## **CONTACT**

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## **SIGNATURE**

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