



**STAFF REPORT
ACTION REQUIRED**

Toronto Pearson International Airport – Night Flight Budget

Date:	January 7, 2016
To:	Executive Committee
From:	City Manager
Wards:	All
Reference Number:	

SUMMARY

On August 20, 2014, the Executive Committee considered item EX44.54, *Toronto Pearson International Airport's Night Flights* requesting the City Manager write to Transport Canada to request that they reconsider their 2013 decision to increase Toronto Pearson International Airport's night flight budget and revert back to the previous night flight budget established in 1997. The City Manager was requested to report back to the Executive Committee on Transport Canada's response.

The City Manager's Office sent a letter to Transport Canada on April 24, 2015 communicating the Executive Committee's request and met with Transport Canada staff on July 14, 2015 to discuss the request. The City officially received a response from Transport Canada on December 16, 2015 indicating its 2013 decision regarding the number of night flights at Toronto Pearson International Airport will stand.

This report also provides information related to the development of a stakeholder consultation protocol by NAV Canada and the Canadian Airports Council to guide outreach and engagement with the community on changes to airspace design and associated noise impacts, as well as the Toronto Noise Mitigation Initiatives launched by NAV Canada and the Great Toronto Airports Authority (GTAA) aimed at working with communities across the Greater Toronto Area to reduce the noise footprint of aircraft operations at Toronto Pearson airport and reduce the impacts on the City's neighbourhoods.

RECOMMENDATIONS

The City Manager recommends that:

1. Executive Committee receive this report for information.

Financial Impact

There are no financial implications resulting from the implementation of the recommendation in this report. The Deputy City Manager and Chief Financial Officer has reviewed this report and concurs with the financial impact statement.

DECISION HISTORY

On August 20, 2014, the Executive Committee requested that the City Manager write to Transport Canada to request that they reconsider their decision to allow an increase of 10% of overnight jet traffic in some years, and return to the levels of overnight jet traffic prescribed in the 1997 Agreement between Toronto Pearson and Transport Canada that calculated the number of allowed overnight flights based on the number of total passenger traffic growth per year.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX44.54>

On October 2, 2012, City Council requested the City Manager to invite representatives from NAV Canada, the federal department of Transportation, Infrastructure and Communities and any other relevant body to review flight paths to reduce airplane-related noise pollution.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.MM26.19>

On July 30, 2014, the City's Medical Officer of Health, Dr. David McKeown, recommended that the Great Toronto Airports Authority (GTAA) expand the scope of its Air Quality Study to include a Health Impact Assessment to identify any health impacts associated with aircraft noise related to the change in flight paths for Pearson airport. The GTAA responded that it would not be practical to expand the scope of the current air quality study to include the health impacts of noise. Instead, they will investigate what would be required to conduct a noise study. Both the City's letter and GTAA response (see the September 17, 2014 agenda) can be found at:

<http://www.torontopearson.com/en/cenacpastagendasandminutes/#>

ISSUE BACKGROUND

Toronto Pearson is one of North America's fastest growing global hub airports, handling nearly 39 million passengers in 2014, which is anticipated to reach 64 million passengers by 2033. Since 2012, a number of changes have been implemented at Toronto International Airport related to flight paths and night flights that have raised concerns for residents related to increased aircraft noise during the day and night and the impact on their quality of life.

Specifically, in February 2012, NAV Canada implemented changes resulting from its *Toronto-Ottawa-Montreal Airspace Review* which studied and evaluated operations in the Toronto-Ottawa-Montreal area, the busiest air traffic corridor in Canada. The most significant change was the implementation of Area Navigation (RNAV) routes that allow aircrafts to fly in a more precise, efficient and predictable manner. These changes have resulted in changes to the flight paths for aircrafts landing and taking-off from Pearson Airport. While the changes have reduced flight times, aircraft fuel burn and associated greenhouse gas emissions, the changes have also had an impact on neighbourhoods that may not have previously expressed concern about airport noise and operations as changes allow aircrafts to fly in a more precise manner.

Further, on June 13, 2013, Transport Canada approved Toronto Pearson International Airport's request to increase its 'night flight budget' which is an agreement between Toronto Pearson and Transport Canada that governs the number of flights that take off and land at the airport between 12:30 a.m. and 6:30 a.m. annually.

The changes mean that in addition to the annual increases to the night flight budget based on total passenger traffic growth in place since 1997, in a year when the number of flights reaches more than 95% of the budget, the next year's budget will be increased by an additional 10%. Only three 10% increases to the night flight budget are allowed, and to date no 10% increases have been applied. Concerns have been raised by Toronto residents that the 10% increase in the number of flights in some years will mean increased aircraft noise at night and impact quality of life, including sleep.

Municipalities do not have authority over airports and/or flight activity, including night flights. The authority rests with three main bodies, including:

- **Transport Canada (TC)** is responsible for most of the transportation policies, programs and goals. TC authorizes airport's operating permit, requires airports to comply with airport safety standards and security requirements, and enforces noise and operations violations.
- **NAV Canada** is Canada's private Air Navigation Services Provider (ANSP) – the world's second-largest ANSP by traffic volume. NAV Canada coordinates the movement of aircrafts in Canadian domestic airspace and international airspace assigned to Canadian control. Services include air traffic control, airport advisory and flight information, and aeronautical information. NAV Canada also plays a key role in designing and publishing network of air routes that aircrafts use to land, depart and get to their destination.
- **The Greater Toronto Airports Authority (GTAA)** is a private, not-for-profit corporation which since 1996, has operated and managed Toronto Pearson International Airport, including developing and managing the noise management program, establishing noise abatement procedures, and responding to community concerns and questions.

COMMENTS

Toronto Pearson International Airport - Night Flight Budget

In response to Executive Committee's direction, the City Manager's Office wrote a letter to Transport Canada on April 24, 2015 communicating Executive Committee's request related to night flights and met with Transport Canada staff on July 14, 2015 to discuss the request. The City officially received a response from Transport Canada on December 16, 2015 indicating that its 2013 decision regarding the number of night flights at Toronto Pearson International Airport will stand. Transport Canada's letter can be found in Appendix 1.

City-GTAA-NAV Canada Relationship

The City has an ongoing relationship with the GTAA and NAV Canada that provides opportunities for information sharing and for the City to raise issues and concerns including:

City Representation on GTAA Bodies

Toronto City Council has appointed two Council Members to the GTAA Community Environment and Noise Advisory Committee (CENAC) and the GTAA Consultative Committee (CC) to represent the City's interest on these bodies. The former Committee provides a forum for the discussion of noise and environmental matters, while the latter focuses on the operation of the airport, including airport planning. Currently, Deputy Mayor Crisanti and Councillor Holyday have been appointed to both these bodies until Dec. 31, 2016. In addition, Toronto Public Health is a member of the GTAA Air Quality Community Advisory Committee. This Committee is responsible for overseeing the GTAA Air Quality Study and Human Health Risk Assessment that is underway.

Staff to Staff Communication

City staff maintain ongoing contact with staff from the GTAA and NAV Canada to facilitate information sharing, to communicate City concerns and issues, and understand aircraft noise mitigation initiatives.

Airspace Change Communication and Consultation Protocol

In 2014, the Minister of Transport asked the aviation industry to examine ways to improve engagement with communities on airspace changes. In response, NAV Canada and the Canadian Airports Council in June 2015 released the Airspace Change Communication and Consultation Protocol to improve consultation with communities affected when flight path changes are proposed around major airports, and enable better coordination and management of noise concerns from the community.

The protocol establishes a framework to ensure residents:

- have the opportunity to know that a change may be taking place and why the change is necessary;
- have the ability to learn and understand how the change may affect them; and
- are able to provide input that will be taken into consideration as part of the design process.

It is intended that the Protocol will allow noise committees and local stakeholders to play a larger role in design, consultation, implementation and ongoing monitoring.

Toronto Noise Mitigation Initiatives

Both the GTAA and NAV Canada acknowledge that airports have impact, including noise on local communities. In addition, the 2012 flight path changes have had impact on neighbourhoods that may not have previously expressed concern about airport noise and operations as the changes allow aircrafts to fly in a more precise manner.

In July 2015, the GTAA and NAV Canada launched the Toronto Noise Mitigation Initiatives (TNMI) with communities across the Great Toronto Area whose purpose is to work with the community to reduce the noise footprint of aircraft operations at Toronto Pearson airport and reduce the impacts on the City's neighbourhoods.

The Toronto Noise Mitigation Initiatives consists of a six-phase plan for consulting with the community and implementing new noise mitigation measures to mitigate impacts due to flights paths and aircraft noise. As part of this process, NAV CANADA and the GTAA are studying six ideas that may provide benefits for the communities surrounding Toronto Pearson airport. The six ideas are in response to feedback that has been provided by the community and include:

- New approaches for night-time operations
- New departure procedures for night-time operations
- Increase downwind arrival speeds
- Use new technology to reduce the need for low altitude leveling by arriving aircraft
- Establish weekend preferential runways
- Alternate night-time preferential runways

The six phases of the Initiative, include:

- Phase 1 – Stakeholder Roundtables (Summer 2015)
- Phase 2 – Technical Review of all six ideas (Fall/Winter 2015-16)
- Phase 3 – Public Consultation and Input (Winter 2016)
- Phase 4 – Data Analysis (Spring 2016)
- Phase 5 – Implementation and Monitoring (Summer/Fall 2016)
- Phase 6 – Continuous Improvement – Noise Management Action Plan (Ongoing)

Phase 1 is now complete. Details of the work undertaken during this phase and results can be found at:

http://www.torontopearson.com/en/NoiseMitigationInitiativesEngagementPlan/#_blank

City staff are monitoring the progress and outcomes of the Toronto Noise Mitigation Initiatives.

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SIGNATURE

Peter Wallace
City Manager

Attachment:

1. Letter from Transport Canada, December 16, 2015.