

## **Billy Bishop Airport Proposed Expansion: Response to Council Request for Information on Housing and Transportation Impacts**

Date: May 28, 2026

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All

### **SUMMARY**

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Beginning in March 2026, the Toronto Port Authority and Province of Ontario have made a series of announcements about a proposed expansion of Billy Bishop Toronto City Airport (BBTCA). These announcements, by way of press conferences and media interviews, have been issued outside of the established and governing Tripartite Agreement. As of the date of submitting this report, the City has not received any specific plans or details regarding the proposed expansion.

On May 28, 2026, the Province passed Bill 110, *Building Billy Bishop Airport Act, 2026* (Bill 110) which enables the Province to assume the City's role in the Tripartite Agreement and take ownership over certain City-owned lands in Bathurst Quay and the Toronto Islands. The Province has also proposed declaring BBTCA a Special Economic Zone to enable a land mass expansion to lengthen the existing runway, enabling jet aircraft, among other things. Designation as a Special Economic Zone would empower the Province to exempt the project from various municipal approvals. Both an extension and use of BBTCA for jets are currently prohibited without amending the Tripartite Agreement. The Federal Minister of Transportation, on May 28, 2026 indicated, via the media, that consultations will launch summer 2026 and feedback gathered through this process will play a role in guiding any future decisions on the Tripartite agreement.

This report reflects information and media reports to May 28, 2026. To date, City staff have not been consulted or been made aware of a comprehensive plan, business case, or rationale related to these announcements around the proposed expansion of the airport.

This report responds to the April 14, 2026 Planning and Housing Committee direction to study the prospective impact that expanding the flightpath to accommodate jets at Billy Bishop Airport would have on new housing supply ([PH29.11](#)) as well as the April 22-23, 2026 Council direction for staff to report back to on the current status of land-side transportation directions and matters related to BBTCA and the surrounding area ([MM40.23](#)). This report provides an analysis of indicative growth scenarios, identifies possible impacts of land takings and growth proposals and identifies areas that will

need further study should proposals advance. Staff have prepared this analysis based on prior proposals, including the 2013 Porter Airlines proposal and the Toronto Port Authority's own Environmental Assessment study in 2017 (the "2017 EA") of the proposed introduction of jets and runway extension advanced by Porter in 2013. The Environmental Assessment provides a critical evidence base for evaluating future runway extension proposals. It demonstrated that, in a constrained, dense urban waterfront setting, even incremental proposals for aviation expansion can generate multi-dimensional and interdependent impacts that extend beyond the airport boundary.

## **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning recommends that:

1. Planning and Housing Committee receive this report for information.

## **FINANCIAL IMPACT**

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There are no financial impacts from this report.

Should any airport expansion proposals advance, additional work may be required to support analysis, engagement, and technical studies related to the proposed change. The scope and costs of such analysis are yet to be determined. Similar work associated with the Porter Proposal in 2013 resulted in costs of \$1 million which were reimbursed by the Toronto Port Authority.

City Council has directed through [2026.MM40.46](#) that no costs associated with compliance with the provincial legislation should be borne by the City of Toronto, including staff time.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

## **EQUITY IMPACT**

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Since the original Our Toronto Waterfront vision in 2000, the waterfront has been envisioned as a shared space that offers benefits for everyone's enjoyment. Affordable housing, environmental protection, parks and public spaces, and active transportation and transit connections have been fundamental to waterfront projects from the beginning.

In the Next Phase of Waterfront Revitalization, as approved by City Council in 2022, the renewed vision establishes "equity, inclusion and access, including through housing and community benefits" as key priorities. The redevelopment of the Port Lands and other waterfront precincts present a significant opportunity to advance equitable outcomes at scale, with a target of 30 percent affordable rental housing on public lands – representing approximately 3,000 homes in Ookwemin Minising alone. This will expand

access to housing for lower-income households and equity-deserving groups in a well-connected, amenity-rich waterfront community. Equity, inclusion and access also relate to equitable access to green space and physical access to and across the waterfront. These were repeated areas of concern heard through public, Indigenous and stakeholder engagement when discussing equitable access to limited waterfront public spaces, often looked at by Torontonians living in dense urban environments as alternative “backyards” and a place for connecting with nature, community and respite.

“Climate resilience and sustainability” is also central to the 2022 renewed waterfront vision and was discussed as needing to be balanced against the other priorities when revitalizing waterfront land, including inclusive economic development.

Specific to the area around BBTCA, Bathurst Quay is an established community with a range of housing tenures and affordability, that has matured over the last four decades. The neighbourhood includes a variety of parks and open spaces, a community centre (Waterfront Neighbourhood Centre), two public schools, a daycare and a new cultural centre. The Bathurst Quay Neighbourhood Plan Study (2017) and Official Plan Site and Area Specific Policy 189 (OPA 417, 2018) establish a vision, guiding principles and actions that provide a framework that builds on the strengths of this neighbourhood to achieve a complete community on the waterfront.

## **RECONCILIATION IMPACT**

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Indigenous community engagement, relationship-building, and reconciliation are central to waterfront revitalization, with the priorities of “truth, justice and reconciliation” embedded in the renewed waterfront vision adopted in 2022. Building on the City's Reconciliation Action Plan and the 2022 vision, the City, Waterfront Toronto, and partners are working with First Nations, Inuit, Métis, and urban Indigenous communities to integrate their priorities into planning, design, and placekeeping. Key priorities heard continue to be access to and stewardship of lands and waters, sustainability and health of the water, waterfront land, habitat, plants and animals and surrounding communities, housing and quiet spaces for ceremony, gathering and cultural practices.

The Toronto Islands and surrounding waters hold deep cultural, spiritual, and historical importance for Indigenous peoples. These lands and waters have been gathering places, travel routes, fishing grounds, and sites of cultural exchange since long before settler communities developed in the area. Over years of engagement with First Nations, including the Mississaugas of the Credit First Nation, the City of Toronto has reached an understanding of the profound value of the Toronto Islands as a place of ceremony, including practices which endure to this day on Snake Island, among other places.

The 2017 EA acknowledges that the “Mississaugas of the Credit First Nation considered the Toronto Islands as sacred land and documentation from early Euro-Canadian settlers suggested that many First Nations campsites were located between the base of the island peninsula and the Don River confluence. This indicates that there was extensive use of the Toronto Islands and surrounding shorelines by pre- and post-contact Aboriginal Peoples.” Through engagement with First Nations and Metis

communities over the last decade, further history and ongoing uses have been documented of the waterfront and the cultural, spiritual, and environmental significance of areas including and surrounding the proposed lands listed in Bill 110.

Access to, and stewardship of land and water has been a main theme emerging through the City of Toronto and Waterfront Toronto's Indigenous community engagement and consultation on the waterfront (Next Phase of Waterfront Revitalization, Toronto Islands Park Master Plan, Port Lands including Ookwemin Minising and Biidaasige Park). Many plans have involved Indigenous community engagement, with several specific interests, plans and priorities identified with respect to matters that may be affected by potential airport expansion, including:

- housing
- economic development
- programming and cultural uses
- land/water stewardship
- concerns about lakefill
- potential impacts on aquatic habitat and native species, water quality
- access to the Toronto Islands as a historical gathering place and spiritually significant site
- access to and experience in Biidaasige Park, Ookwemin Minising and the Port Lands broadly, with significant spaces for gathering, ceremony, stewardship and cultural uses that could be impacted

For any proposals regarding BBTCA, Staff expect a continued practice of transparent and robust engagement with local First Nations rights holders and Indigenous communities. This expectation is aligned with:

- The Toronto Port Authority's 2024 Land Use Plan, that acknowledges their responsibility as a federal agency to consult "on anything that could impact Indigenous rights especially environmental matters such as access to land, water, and resources";
- the *Provincial Planning Statement, 2024*, requiring Indigenous community engagement; and
- The *Special Economic Zones Act, 2025*, which requires consultation with Indigenous communities.

While the declaration of a Special Economic Zone in Ontario requires consultation with Indigenous communities, the *Special Economic Zones Act, 2025* (SEZA) requires Ministerial consideration of the proponent's engagement plans with Indigenous communities and the proponent's history of working successfully with Indigenous communities on projects in Canada. Therefore, staff would expect that First Nations with inherent or asserted Aboriginal and Treaty rights will be consulted on the full scope of any proposal and impacts.

## DECISION HISTORY

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At its meeting May 20-21, 2026, City Council provided direction to the Board of Health regarding potential aviation-related health impacts; this direction will be addressed in a future report. <https://secure.toronto.ca/council/agenda-item.do?item=2026.MM41.19>

At its meeting April 22-23, 2026, Council formally opposed the Government of Ontario's proposed take over of City-owned waterfront lands, including Little Norway Park, and objected to the compensation framework proposed in provincial legislation. Council directed staff to pursue all legal and financial measures to protect the City's interests, including demanding fair market value compensation, reimbursement of past investments, funding for equivalent replacement community assets, and full provincial responsibility for all related costs and community disruptions, while urging collaborative planning for the future of Toronto's waterfront. In addition, Council directed staff to conduct an impact assessment of the expropriation of Little Norway Park in connection to the introduction of jets at BBTCA and the associated increase in traffic volume. <https://secure.toronto.ca/council/agenda-item.do?item=2026.MM40.46>

At its meeting April 22-23, 2026 Council adopted a report from the City Solicitor outlining legal options to Defend the City's interest at Billy Bishop Airport lands and other waterfront lands. <https://secure.toronto.ca/council/agenda-item.do?item=2026.CC40.4>

At its meeting April 22-23, 2026 Council directed staff to report back to Planning and Housing Committee, along with report-back for Item 2026.PH29.11, on the current status of land-side transportation directions and matters related to BBTCA and the surrounding area, including a preliminary identification and assessment of transportation impacts and issues, and an overview of the comprehensive analysis that will be included in the multi-modal transportation study. <https://secure.toronto.ca/council/agenda-item.do?item=2026.MM40.23>

At its April 14, 2026, meeting, Planning and Housing Committee directed staff to study the prospective impact that expanding the flightpath to accommodate jets at Billy Bishop Airport would have on new housing supply. <https://secure.toronto.ca/council/agenda-item.do?item=2026.PH29.11>

At its meeting of February 19, 2026, Toronto and East York Community Council directed staff to undertake a comprehensive multi-modal transportation study and road safety audit of Bathurst Quay Neighbourhood. This study will undertake a technical study that considers current and estimated transportation travel patterns and baseline mobility conditions. <https://secure.toronto.ca/council/agenda-item.do?item=2026.TE29.69>

On October 9-10, 2024, City Council adopted *EX17.5 - Billy Bishop Toronto City Airport - Runway End Safety Areas* to permit the construction of runway end safety areas at BBTCA to meet the federal safety regulation, and the extension of the Tripartite Agreement to December 31, 2045. <https://secure.toronto.ca/council/agenda-item.do?item=2024.EX17.5>

On April 1, 2014, City Council adopted item *EX40.1 - Request to Amend the Tripartite Agreement for Billy Bishop Toronto City Airport* with amendments. Among other things, it authorized the Deputy City Manager to negotiate with the Toronto Port Authority and Transport Canada on a phased framework for managing growth at Billy Bishop Toronto City Airport. <https://secure.toronto.ca/council/agenda-item.do?item=2024.EX17.5>

On May 7, 2013, City Council requested City staff to report back with further information on Porter's request to amend the Tripartite Agreement. City Council also authorized the Deputy City Manager, Cluster B, to enter into sole source agreements, if necessary, for the external consulting services related to the studies and work program described in the supplementary report (May 6, 2013) from Deputy City Manager, Cluster B. <https://secure.toronto.ca/council/agenda-item.do?item=2024.EX17.5>

## **BACKGROUND**

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### **The Tripartite Agreement**

While aviation and aeronautics regulation are under federal jurisdiction, the City's land ownership and the associated Tripartite Agreement provides the City with a role in decision making related to the airport.

Billy Bishop Toronto City Airport ("BBTCA") is owned and operated by the Toronto Port Authority and is governed by a Tripartite Agreement, which was signed in 1983 by three signatories: Toronto Port Authority, City of Toronto and Government of Canada (through the Ministry of Transport or Transport Canada) for a 50 year term, with an original end date in 2033. In January 2025, the term was extended to December 2045 and allowed for the implementation of the Runway End Safety Area ("RESA"), which is a safety requirement imposed by Transport Canada.

The Tripartite Agreement sets out conventional lease terms and includes numerous conditions and prohibitions respecting airport operations to manage community impacts, including restricting any actions that would interfere with the airport's safe use and operations. Growth at BBTCA has historically been constrained by a number of factors. These include limitations under the Tripartite Agreement with respect to:

- operating hours;
- the restriction on landmass additions and runway extensions;
- the Noise Exposure Forecast (NEF) limits; and
- the restriction on jet aircraft.

BBTCA is situated on publicly owned lands, approximately 20% owned by the City of Toronto and 80% owned by the Toronto Port Authority and the Federal government. The Province of Ontario has no role in the Tripartite Agreement and does not own any land at the airport or in the adjacent Bathurst Quay neighbourhood.

## Current Operations at Billy Bishop Toronto City Airport

Currently, the airport operates with a voluntary, self-imposed cap of 246 slots a day (each slot representing a landing or takeoff); however, it is not operating at full capacity. The Toronto Port Authority reported approximately 1.7 million annual passengers at BBTCA in 2025. BBTCA is currently operating at below pre-pandemic levels, when peak passenger volume of approximately 2.8 million annual passengers made BBTCA the ninth busiest airport in Canada (2019). The current geopolitical climate and decline in passenger travel to the United States, along with challenges facing the aviation sector with increased fuel prices, have further depressed the post-pandemic recovery. Data from Toronto Port Authority indicates that total air traffic at BBTCA in April 2026 was down 28 percent compared to April 2025.

On March 10, 2026, Transport Canada opened a new preclearance facility at BBTCA for United States-bound travellers. Air Canada has recently announced an expansion of trans-border routes with ten return flights daily from BBTCA to destinations including New York, Boston, Chicago, and Washington, DC.

BBTCA is physically constrained due to the proximity to tall buildings, tall obstacles requiring a steep approach to the main runway, and proximity to Toronto's harbour and nearby marine operations. The airport lands, at 85 hectares (210 acres), limit the runway length and force a close relationship between the terminal building and taxiway. Vehicle movements at BBTCA are similarly constrained. The airport currently operates with federal exemptions and/or permissions under legacy regulations.

BBTCA currently operates under its [2018 Airport Master Plan](#), published in November 2019. The Master Plan sets out the Toronto Port Authority's vision "to be the global leader in how a modern airport operates in an urban environment." It also outlines Toronto Port Authority's commitment to a voluntary growth strategy, which anticipated a phased increase in commercial slots and passengers, alongside mitigation measures related to transportation and quality of life issues.

The Master Plan presents a series of recommendations related to infrastructure, access, and community impacts. It does not contemplate runway modifications beyond the introduction of RESA. The Master Plan has guided infrastructure improvements to date including the creation of a Ground Run-up Enclosure which provides a sheltered area for Q400 maintenance related engine run-ups. The Master Plan also informed the electrification of the Airport ferry.

Under the managed growth strategy, the Master Plan forecasts approximately 3.85 million passengers annually, or 149,510 annual aircraft movements, by 2033. The Master Plan acknowledges:

*"Although the airport has the ability to accommodate approximately 175,000 annual movements and still conform to the Tripartite Agreement, [the Toronto Port Authority] recognizes that this level of activity is not currently aligned with our vision for a balanced waterfront. Instead, the Managed Growth Strategy supports a modest increase in aircraft movements and passenger activity that will be monitored on an ongoing basis, to ensure that such operations are*

*conducted in a manner that mitigates noise, limits air quality impacts, avoids congestion, and remains mindful of the surrounding community.”*

The Toronto Port Authority’s [2024 Land Use Plan](#), which applies to all Toronto Port Authority lands across the waterfront, including BBTCA, further commits “to consult and seek input through the City Planning Division with regards to development proposals. Any master plans that [the Toronto Port Authority] may undertake for its landholdings will include comprehensive stakeholder and public consultation.” To date, no such engagement or consultation has occurred with respect to the proposed expansion plans.

## **Planning Framework**

The airport and surrounding lands are subject to several policies which guide development in the area. These include the City’s Official Plan, the Central Waterfront Secondary Plan and a number of Site and Area Specific Policies. The Official Plan directly addresses BBTCA through Site and Area Specific Policy (SASP) 194. SASP 194 requires that the airport operate in accordance with the Tripartite Agreement and notes that revisions to the Tripartite Agreement “may be undertaken, provided that the City is satisfied that improvements to airport facilities and operations can be made without adverse impacts on the surrounding residential and recreational environment.” The detailed planning framework for BBTCA is provided in Attachment 5.

## **Bathurst Quay**

The 2018 City Council approved Bathurst Quay Neighbourhood Plan, adopted as Site and Area Specific Policy 189, sets out a long-term vision for the community. Key to the Neighbourhood Plan is to build on the strengths of this successful, well-established mixed income neighbourhood, which has approximately 4,000 residents and includes anchors like the Waterfront Neighbourhood Centre, two public schools, Ireland Park, and Little Norway Park

The Neighbourhood Plan was developed in collaboration with the community and stakeholders including the Toronto Port Authority. Significant progress has been made in implementation, including reducing the land-side footprint of the airport (including the taxi corral) in partnership with the Toronto Port Authority, the opening of Bathurst Quay Common including activation of the heritage malting silos, and the advancement of the Corleck Building by the Canada Ireland Foundation which will be a significant new cultural destination, being constructed with the support of all orders of government.

Together, the work on the 2018 Airport Master Plan and the implementation of the Bathurst Quay Neighbourhood Plan have facilitated incremental improvements to local conditions, including vehicle circulation related to the airport and new parks and public spaces. Community members and local neighbourhood associations continue to identify challenges related to airport construction activities (including overnight work), issues related to operations (including management of parking lots and traffic), and the noise and air quality impacts of both flight and ground-based activities emanating from both landside (ferry ramp, vehicle/shuttle bus exhaust, vehicle idling, etc.) and airside (airplane taxiing, airfield equipment, etc.).

## Toronto Island

Toronto Island Park is a 242 hectare (598 acre) public park formally established in 1956 and recognized as a sacred and significant place known by Indigenous communities as Minising ("on the islands") since long before colonial record. Toronto Island Park is comprised of 15 discrete islands and internal waterways, providing a habitat for a diversity of flora and fauna, a natural recreational amenity for millions of annual visitors, and a home to over 600 Island residents.

The Toronto Island Park Plan, approved by Council in July 2024, is a 25-year plan to guide improvements for the island's parks, infrastructure, and ecological protection. It builds on established city-wide, downtown, and waterfront policies and initiatives to deliver a comprehensive strategy for managing the park and keeping it resilient to its growing visitor population. The plan presents a vision for the evolution of the island and a framework for immediate and long-term actions.

Recommendations to realize the goals of the Toronto Island Park Plan include:

- prioritizing the protection of the natural areas of the park;
- improving the visitor experience through new ferries, revitalized ferry landings and wayfinding improvements;
- establishing a four-season approach to facilities and programming;
- telling island stories through interpretive features and art;
- revealing Indigenous presence and facilitating gathering and ceremony for Indigenous people; and
- celebrating 2SLGBTQ+ history and presence at Hanlan's Point.

Following City Council's adoption of the Plan in July 2024, several projects in Toronto Island Park are underway adjacent to airport lands, and details are noted below.

### **Government of Ontario – Bill 110 and proposed use of the Special Economic Zones Act**

On April 23, 2026, the Government of Ontario introduced [Bill 110, Building Billy Bishop Airport Act, 2026](#) ("Bill 110"), which, once enacted, will allow the Province to assume the City's role in the Tripartite Agreement and authorize the Minister of Transportation to prescribe lands at the BBTCA and additional City lands in the surrounding area, including parts of Little Norway Park, to vest in the Province. Bill 110 passed third reading on May 28, 2026. The Bill has not been modified from the version introduced on April 23, 2026.

When land is prescribed, all associated buildings, structures, fixtures and improvements owned by the City also vests in the Crown in the right of Ontario ("Crown"), and the City is prohibited from encumbering or disposing of these assets. Bill 110 provides for compensation to the City based on market value determined through appraisal reports prepared in accordance with regulatory rules. Bill 110 identifies eight Property Identification Numbers (PIN), including 434.4 hectares of the Toronto Islands land and water and 3.75 hectares of land and rights of way in Bathurst Quay, and staff anticipate

further details will be provided through regulations. See Attachments 1 and 2 for maps of the lands.

Table 1: City-owned lands identified in Bill 110

PIN	Description	Area
21386-0314 (LT)	Toronto Islands and waterlots, including 17 hectares of City-owned lands at BBTCA and majority of Toronto Island Park, excluding residential lands under the <i>Toronto Islands Residential Community Stewardship Act</i>	434.4 hectares
21418-0016 (LT)	Waterfront promenade and dockwall west of BBTCA ferry slip	118 sq. metres
21418-0017 (LT)	Waterfront promenade and dockwall west of BBTCA ferry slip	783 sq. metres
21418-0019 (LT)	Waterfront promenade and dockwall east of BBTCA ferry slip	401 sq. metres
21418-0020 (LT)	Waterfront promenade and dockwall east of BBTCA ferry slip	62 sq. metres
21418-0021 (LT)	Little Norway Park	2,294 sq. metres
21418-0107 (LT)	Eireann Quay/Bathurst Street right way south of Gardiner Expressway	13,579 sq. metres
21418-0121 (LT)	Eireann Quay vehicle queuing and parking/pick up areas	2,229 sq. metres

The legislation as drafted has had the immediate effect of limiting the City’s ability to manage the real estate interests listed, including entering into new and amending/renewing existing leases, which is particularly impactful to third-party tenants and interest holders. The City’s ability to manage (including operate and maintain) assets/buildings on the identified PINs is unimpacted by the legislation, as such would only be impacted once the Province prescribes takings through legislation.

In March 2026, the Government of Ontario also proposed that it would declare BBTCA a Special Economic Zone (“SEZ”), under the [Special Economic Zones Act, 2025](#) (“SEZA”). Under SEZA, the Lieutenant Governor in Council is authorized to make regulations exempting a trusted proponent or designated project in the SEZ from requirements under “an Act, regulation or other instrument under an Act, including by-laws of a municipality or local board”. The Lieutenant Governor in Council is also authorized to make regulations to modify the application of certain laws in a Special Economic Zone. It further grants powers to the Minister of Economic Development, Job Creation and Trade to designate trusted proponents or designated projects to which SEZA would apply. At the time of writing, SEZ regulations have not been published.

### Government of Canada

The Government of Canada has a significant role with respect to decision-making affecting the BBTCA. Alongside the City of Toronto and the Toronto Port Authority, Transport Canada is a signatory to the Tripartite Agreement, which can only be amended with unanimous consent. In addition to this, as done through the Runway End Safety Area project, any expansion plans would need to be assessed for compliance with other federal legislation, including the *Aeronautics Act*, the *Impact Assessment Act*, the *Fisheries Act*, *Canada Marine Act*, and the *Canadian Navigable Waters Act*.

The Government of Canada, through Transport Canada, plays a role in promoting a healthy and competitive air transport industry. Recognizing the importance of air transport to the Canadian economy and to Canada’s international competitiveness, and as the air transport sector continues to evolve, Transport Canada continues to monitor

current and future airport capacity needs in the region, which will be important to inform any requirements related to expanded airport operations.

In 2024, the Toronto Port Authority made a request to Transport Canada to amend the *Toronto Island Airport Zoning Regulation* under Section 5.4 of the Aeronautics Act to ensure that lands in the vicinity of BBTCA are used and developed in a manner compatible with safe airport and aircraft operations. Amendments to the *Toronto Island Airport Zoning Regulation* could result in new height limit restrictions on buildings in the city and along the waterfront, while also protecting aircraft operations from hazards such as bird strikes, electronic signal interference, and other obstacles that may impact the safe operation of aircraft and airport infrastructure. In 2026, Transport Canada and the Toronto Port Authority signed an agreement to begin the process of amending the *Toronto Island Airport Zoning Regulation* to protect for current airport operations. Any proposed runway expansion or modification scenarios may impact this amendment process.

## COMMENTS

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The content in this report has been developed by staff in the City Planning Division in consultation with the Housing Development Office, Housing Secretariat, CreateTO, Corporate Real Estate Management, Parks and Recreation, and Legal Services Division.

### Understanding potential growth scenarios

#### **The 2013 Porter Proposal – 1,658 metre runway and introduction of jets**

In 2013, Porter Airlines requested that the parties to the Tripartite Agreement consider amendments that would permit CS-100 jet aircraft at BBTCA. This included a request to approve a 200 metre landmass extension on each runway to allow for the jet aircraft and also allow a runway end safety area.

The City and the Toronto Port Authority undertook several studies and consultations as a part of this process, which included multiple reports to City Council over a two-year period. Of note was an Environmental Assessment study for the proposed runway extension that was completed in 2017 and publicly released in 2026. The 2017 EA evaluated two scenarios, a Future Baseline Scenario where the operational portion of the runway is not extended and jets are not permitted at BBTCA, and a Proposed Future Scenario where the Tripartite Agreement is amended to permit commercial jet operations and the extension of the land mass by 200 metres at each end of the main runway. Along with the runway extension, the preliminary runway design assessed included a parallel taxiway, starter strip, jet blast fence, potential noise barrier, and rock break walls.

For the Proposed Future Scenario, the 2017 EA estimated 1,306 peak hour passengers groundside, 5.5 million total annual passengers, and a 10-25 metre increase in the width of the Marine Exclusion Zones to allow for a wider runway landmass.

### *Summary of 2017 EA impacts*

The 2017 EA concludes that introducing jets and extending the runway would intensify existing environmental pressures and create several new adverse effects, particularly in a constrained urban waterfront setting. Health (noise and air quality), marine safety, and socio-economic impacts are the most prominent concerns. Ecological impacts are tangible but generally localized and partly mitigable, with permanent habitat loss being the key residual effect. The airport's tight urban waterfront context amplifies trade-offs, particularly between aviation growth and community, recreation, and land-use compatibility.

While the 2017 EA identifies that many impacts can be mitigated, several remain moderate to significant in specific contexts, especially for public health, marine use, and surrounding communities. Overall, while mitigation measures reduce many effects, the 2017 EA indicates that introducing jets would materially increase pressures on both the natural environment and the surrounding urban community. More detailed discussion of impacts identified in the 2017 EA are discussed in the following sections.

### *Responses to Porter Proposal*

In response to this proposal, Council endorsed a managed growth framework which focussed on limiting the number of annual and peak hour passengers and flights (slots). Growth would have been tied to infrastructure and physical improvements at the airport and the surrounding neighbourhood that would mitigate the significant transportation and quality of life issues arising from a growing airport. Ultimately, City Council did not approve or reject the proposal and directed City staff to negotiate the amendment to the Tripartite Agreement in a manner that would directly address the negative impacts as experienced by neighbours, adjacent communities, businesses, and visitors along the central waterfront.

A formal managed growth framework was not negotiated or implemented following the Federal government's decision to not allow the runway extension proposed by Porter. The Toronto Port Authority acknowledged this decision and noted that studies would be wound down. The 2017 EA was subsequently completed but was not publicly released until 2026.

Instead, as noted above, the Toronto Port Authority updated its airport Master Plan to set out a vision within the terms of the existing Tripartite Agreement. The plan set out the airport's own voluntary managed growth strategy acknowledging the importance of tying infrastructure changes and mitigation measures with increased activity.

### **Emerging proposal – 1,830 metre runway and introduction of jets**

To date, the Toronto Port Authority has not provided details for the recently proposed airport expansion. In the Province's announcements and proposals, the opportunity for the introduction of jets, airport modernization and economic development have been highlighted as reasons for provincial intervention at BBTCA.

Some details about the extent of the proposed runway extension have been shared in the media, including an emerging proposal for a westward expansion of the runway, to a

total length of 1830 metres (an addition of 614 metres from the current runway length), plus the 150 metre RESA construction at both ends of the runway, totalling a landmass extension of over 900 metres (see Gray, Jeff “[Runway at Billy Bishop could need up to 900 metres of new land mass for jets, agency says](#)” *The Globe and Mail*, April 27, 2026). Details regarding the extent of proposed airport facilities, expanded taxiways, the addition of jet blast deflectors and/or noise barriers, new navigation lighting, changes to the Marine Exclusion Zone, and changes in the Bathurst Quay area for airport access and parking areas are unknown.

The Toronto Port Authority has indicated through the media that the proposed vision is for 10 million annual passengers, an over five-fold increase above current passenger levels, is a long-term growth scenario, potentially over 30 years and is expected to cost between \$4 and \$5 Billion over 25 years.

In response to direction from Planning and Housing Committee and Council, the City has re-engaged its aviation consultant to assess potential growth scenarios. These growth scenarios are founded on what the aviation consultant considers a likely potential runway scenario based on media announcements of the proposals. The resultant primary assessed scenario is for an extended narrowbody jet aircraft operations such as the E-195-E2 and A220 (roughly 120-150 passenger planes) and an indicative runway length of 1,750 metres. This would allow for 7.4 million annual passengers with 246 slots/day and 10.8 million passengers in a scenario where slots are not restricted. The corresponding peak hour capacity would range between 1,600 and 2,400 one-way passengers per hour. While runway length changes would allow for larger aircraft carrying more passengers, annual passenger numbers are also a function of number of slots per day.

Table 2: Summary of indicative BBTCA growth scenarios

<b>Growth Scenario</b>	<b>Runway length (metres) (Does not include RESAs)</b>	<b>Estimated Annual passengers</b>
Current Operations - 2018 Toronto Port Authority Managed Growth Strategy	1,216 metres	Forecasts approximately 3.85 million total passengers by 2033
2017 EA “Proposed Future Scenario” (aka. the Porter Proposal)	1,658 metres	5.5 million
2026 emerging scenario (unconfirmed Toronto Port Authority proposal)	1,830 metres	10 million (unconfirmed)

Attachment 3 provides an illustration of the indicative BBTCA growth scenarios and runway extents.

### **Identification of Potential Impacts**

The following sections identify potential impacts and considerations related to BBTCA expansion and a runway extension for transportation and connectivity, housing (airspace), parkland and public realm, and environment and liveability. Where available, impacts related to completed assessments are provided.

## Housing Impacts (Airspace)

BBTCA is the subject of federal Airport Zoning Regulations, which prohibit development over a certain height in an area extending east and west of the main runway, while also regulating certain land uses and activities, including natural growth and disposal of waste, that could create hazards to aircraft operations or compromise aviation safety. Also in place are airport specific procedures that guide the movement of airplanes, including for missed approaches such as in bad weather. The area covered by instrument flight procedures is broader and extends into south Etobicoke, downtown Toronto, the eastern waterfront, and Ookwemin Minising and the rest of the Port Lands. Modifications to the runway may result in changes to the *Toronto Island Airport Zoning Regulation* and will result in changes to instrument flight procedures.

In addition, modifications to the Noise Exposure Forecast (NEF) contours will be a key consideration in land use planning around the airport and have the potential to impact housing opportunities and other sensitive uses in these areas. This would need to be further examined at the time of a detailed proposal.

At this time, there is insufficient information to determine the magnitude or long-term implications of any proposed changes, but the affected areas are planned to grow from approximately 125,000 residents today to nearly 300,000 residents over the coming decades.

### *Airspace Regulations*

The Federal government has sole jurisdiction over airspace and aerodrome operations, including limiting the height of buildings and structures within flight paths for the purpose of protecting airport operations. Enacted under the federal *Aeronautics Act*, Airport Zoning Regulations restrict building heights near airports for this purpose. These protections are based on national standards required for an airport to be certified for commercial operations.

In practice, airspace protection and airport compatibility are managed through a combination of statutory regulations, operational standards, and planning tools, each with a distinct role and degree of influence on development outcomes. Table 3 below provides a high-level overview of the primary tools and how they interact with urban development.

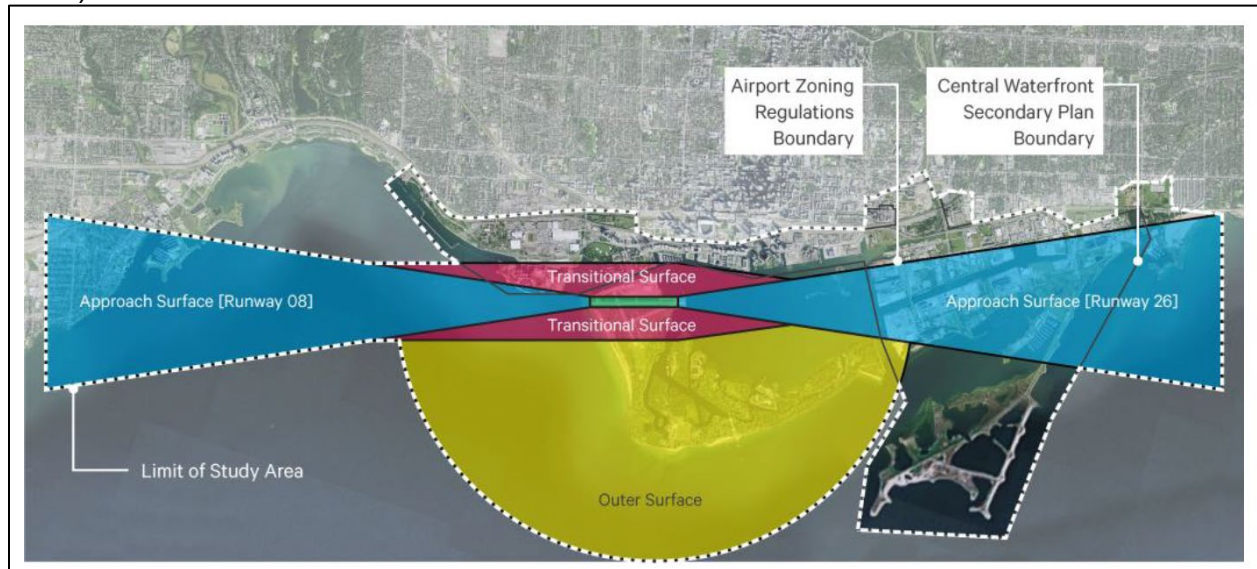
Table 3: Overview of primary tools related to airspace and navigation

Tool	Purpose	Geography	Authority	Relationship to Housing
<i>Aeronautics Act</i> (Airport Zoning Regulation) and Aerodromes Standards and Recommended Practices – TP 312	<ul style="list-style-type: none"> <li>- Protect existing airport operations (e.g., control of obstacles, airspace management and emergency response)</li> <li>- Protect aircraft from hazards (e.g., bird strikes and electronic signal interference)</li> <li>- Ensure that future development near an airport stays compatible with the safe operation of aircraft and of the airport itself</li> </ul>	Defined regulated area. Restrictions on obstacle heights are registered on title.	Transport Canada	Directly limit building heights within regulated areas. Restrictions are enforceable.
Criteria for the Development of Instrument Procedures – TP 308/ /GPH209 (Flight Instrument Procedure)	<ul style="list-style-type: none"> <li>- Establish technical standards for obstacle clearances</li> <li>- Guide the design and ongoing maintenance of instrument flight procedures</li> <li>- Ensure safe separation between aircraft and obstacles</li> </ul>	Not tied to property interest. Applied dynamically through procedure design, continuous monitoring, and periodic review (≤5 years).	NAV CANADA	Where building heights or cranes exceed the height of the current Controlling Obstacle, NAV CANADA will request a reduction in proposed building heights or revise procedures to maintain operational safety.
Land Use in the Vicinity of Aerodromes – TP 1247 (Noise Exposure Forecast – NEF)	<ul style="list-style-type: none"> <li>- Provide a planning tool to assess aircraft noise exposure</li> <li>- Guide compatibility of sensitive land uses with airport operations</li> </ul>	Based on current and forecast operations; may change with aircraft type, runway configuration, or flight activity	Transport Canada	May influences land use decisions, including need for mitigation measures.

*Aeronautics Act (Airport Zoning Regulations and TP 312)*

BBTCA is subject to the Toronto Island Airport Zoning Regulations, enacted under the Aeronautics Act, and established in 1985 to protect the airspace associated with Runway 08–26, which remains the airport’s primary east-west runway. TP 312 defines a series of Obstacle Limitation Surfaces (OLS), including the approach surfaces, transitional surfaces, and outer surface, that establish the maximum permissible heights of buildings and structures in the airport’s vicinity.

Figure 1: Toronto Island Airport Zoning Regulation, (Source: Toronto Port Authority, 2017)



Transport Canada's TP 312 Aerodrome Standards underpin the design of Airport Zoning Regulations, which have evolved over five editions over several decades. Airports are not required to retrofit to each new edition. Earlier standards remain in force through legacy provisions, meaning that multiple generations of design criteria can apply simultaneously within a single airport. Major infrastructure modifications or operational changes may require portions of the airport to demonstrate compliance with current TP 312 standards, subject to regulatory review and applicable legacy provisions. The existing BBTCA Airport Zoning Regulations already operate with exemptions. Transport Canada has granted exemptions to the TP 312 guidelines to account for transient obstructions, including constraints associated with existing waterfront infrastructure and marine navigation considerations, such as obstruction management in proximity to structures like the Hearn Stack.

Existing Airport Zoning Regulations may not fully encompass all obstacle protection considerations associated with certain instrument flight procedures or future procedure design requirements associated with potential future jet aircraft operations.

The Porter Proposal retained the approach surfaces at their existing locations, as these were deemed appropriate at the time and allow protection of the integrity of the Marine Exclusion Zone, but these approach exemptions were not confirmed by Transport Canada.

In 2015, Transport Canada introduced the updated TP 312 Version 5. How TP 312 5<sup>th</sup> Edition standards would apply in the BBTCA context, including what modifications or exemptions might be required, remains to be determined, and would require formal input from Transport Canada.

In 2026, Transport Canada and the Toronto Port Authority signed an agreement to begin the process of amending the *Toronto Island Airport Zoning Regulations*. This will involve a multi-year federal regulatory process with extensive stakeholder coordination.

As an example, the Vancouver Airport Authority first proposed amending its Airport Zoning Regulations in 2014 to protect airspace for two future runway options. In 2017, it incorporated these options into the YVR 2037 Master Plan, and in 2019, submitted proposed Airport Zoning Regulation amendments to Transport Canada for their review and approval. Between 2021 and 2024, Transport Canada consulted with local landowners, developers, Indigenous groups, and affected municipalities. As of writing this report the proposed updates to the Airport Zoning Regulations have not been implemented.

Until the Toronto Port Authority provides detailed plans that Transport Canada can review, a precise quantification of housing impacts from Airport Zoning Regulation changes are not possible. However, given that existing Airport Zoning Regulations do not fully protect for all existing instrument approach procedures (TP308) against new obstacles, any proposals for a modified Airport Zoning Regulation may constrain building heights across areas planned for significant residential density, including in south Etobicoke, Liberty Village, the Central Waterfront, and the Port Lands.

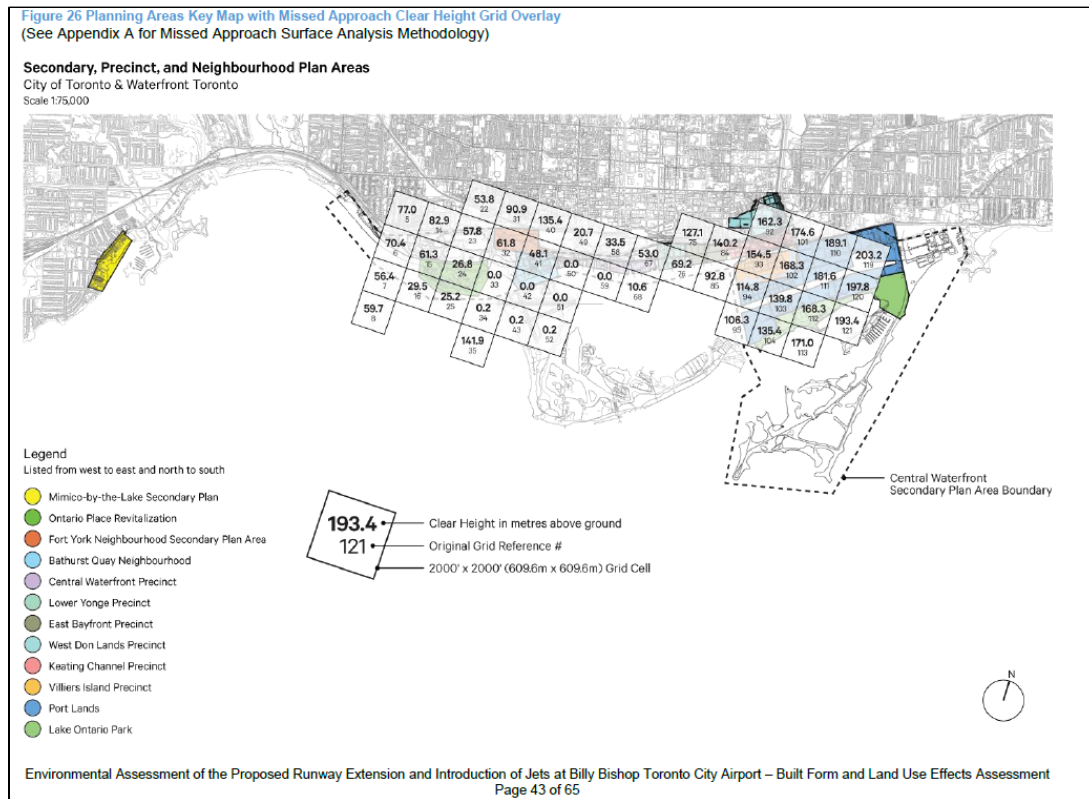
#### *Criteria for the Development of Instrument Procedures – TP 308/GPH 209*

Instrument flight procedures are critical for safe aircraft operations, particularly under low-visibility conditions or during missed approaches and require protected airspace corridors to ensure adequate clearance from obstacles. Development, especially tall buildings and construction cranes, can interfere with these procedures even outside the Airport Zoning Regulations boundary.

As noted above, the existing Airport Zoning Regulations do not fully protect for all existing instrument approach procedures (TP308) against new obstacles that could impact existing or modified procedures associated with proposals for future jet aircraft operations. As a result, assessment of potential impact of proposed buildings to the air navigation system beyond Airport Zoning Regulation surfaces relies on early coordination by developers with airport operators and NAV CANADA.

Nationally, the Canadian Airports Council (CAC) has identified a regulatory gap in the protection of airspace beyond existing Airport Zoning Regulations, noting airspace required for modern operations can extend beyond Airport Zoning Regulation limits and remain vulnerable to encroachment by tall buildings and other obstacles (see page 17 <https://competition-bureau.canada.ca/sites/default/files/documents/aug2024cac.pdf>). This is particularly relevant in dense urban environments where intensification pressure is significant.

Figure 2: Planning Areas Impacted by Instrument Flight Procedures (Source: Toronto Port Authority, 2017)



The planning areas currently impacted by BBTCA instrument flight procedures (see Figure 2) are among the fastest growing areas of the city. Since 2023, nine development projects and precinct planning submissions have received formal NAV CANADA objections requiring design revisions or further consultation. These nine cases represent 25 percent of the 36 proposals under the flight paths with height peaks exceeding 40 storeys. In total, approximately 86,000 residential units are proposed within areas where existing instrument flight procedures influence airspace.

Table 4: Development Pipeline and NAV CANADA Response by Building Height within existing BBTCA Missed Approach Surface

<b>Height Peak of Project in BBTCA Existing Operational Airspace</b>	<b>Development Pipeline Projects and Waterfront Precincts *</b>	<b>Proposed Residential Units</b>	<b>% of Residential Units</b>	<b>Projects NAV CANADA has objections to as submitted</b>	<b>% of Projects receiving an objection as submitted</b>
0-19 storeys	59	13,695	16%	-	-
20-39	18	8,959	10%	-	-
40-59	24	35,342	41%	7	29%
60+	12	28,281	33%	2	17%
<b>Total</b>	<b>113</b>	<b>86,277</b>	<b>100%</b>	<b>9</b>	<b>8%</b>

\*Projects include development projects with activity between January 1, 2021, and December 31, 2025, and approved plans for the Ookwemin Minising, Keating East, McCleary, South River, and Polson Quay precincts.

This data demonstrates that existing Airport Zoning Regulations do not fully protect all instrument flight procedures against new obstacles. As noted above, the 215 metre Hearn Generating Station stack located approximately 4.7 kilometres east of the airport requires a steeper glidepath to the east, allowing for taller buildings in the Port Lands, but which itself requires either a Transport Canada deviation approval or a displaced runway threshold to maintain clearance.

### *Airspace and land use compatibility in Ookwemin Minising*

The 2017 Environmental Assessments future baseline considerations and assumptions were that Airport Zoning Regulations would not be changed and that exemptions to the approach surfaces that were in place would remain in place in the future. As a result, there was no anticipated net effects for built form and land use, while acknowledging there were several areas, including the Port Lands, that would require further technical review. However, since the Environmental Assessment was completed, the clear heights shown in Figure 2 have changed. In some cases, they have been reduced by as much 61 metres to reflect updated flight instrument procedures, demonstrating that instrument flight procedures are not fixed, and emphasizing the need for continuous coordination with NAV CANADA.

In 2024, as part of expanding housing opportunities on City owned-land, City staff brought forward Official Plan, Zoning By-law, and Precinct Plan amendments for Ookwemin Minising, in the Port Lands following an extensive, multi-year engagement with the Toronto Port Authority and NAV CANADA beginning in 2022. Through this process, the City undertook a series of technical meetings, submitted conceptual development scenarios, advanced design revisions, and commissioned independent third-party review of airspace constraints to validate and refine proposed building heights.

At the same time, the Toronto Port Authority advised City Council that it had requested Transport Canada to amend the Toronto Island Airport Zoning Regulations to ensure that lands in proximity to BBTCA are developed in a manner compatible with safe airport and aircraft operations. Following Council adoption in June 2024, the Toronto Port Authority filed an appeal to the Ontario Land Tribunal respecting OPA 409 and By-law 702-2024.

The height limits resulting from that refinement exercise apply to City-owned lands. The City has secured these height limits in its capacity as landowner, through governing limits and requirements implemented on title.

At its meeting of May 20 and 21 2026, City Council adopted an updated Precinct Plan for Ookwemin Minising. Together with implementing Official Plan and Zoning By-law amendments the instruments enable an increase of overall density by 27 percent compared to the plan City Council approved in 2024. This change makes room for about 12,000 homes across the island, including up to 3,000 affordable units. The Toronto Port Authority acknowledged the City's collaborative approach in its correspondence to the Planning and Housing Committee, confirming that it had no objection to the Official Plan and Zoning By-law Amendments brought forward. The Toronto Port Authority further emphasized the importance of continued coordination and standard mitigation measures.

The outcome was achieved in part because of the City, through the Toronto Port Lands Company (TPLC) owns most of the land in Ookwemin Minising. As landowner, the City agreed to register height limits on title to protect current instrument flight procedures and was able to redistribute densities across Ookwemin Minising to achieve increased densities over the 2024 precinct plan, while still respecting the agreed-upon high limits.

As of the date of writing this report, private land owners on Ookwemin Minising and broader affected area have not settled on height limits for their blocks. The City's regulatory tools to compel design modifications for lands located outside the Airport Zoning Regulation boundary for the purposes of protecting airspace are limited.

While the Toronto Port Authority has expressed support for the Ookwemin Minising planning framework, it remains unclear how airspace requirements affecting the area may change in the future, including through emerging proposals and the process for amending the *Toronto Island Airport Zoning Regulations*, noted above. On May 22, 2026, Ontario Land Tribunal issued an Oral Decision approving the 2024 Official Plan, Zoning By-law, and Precinct Plan amendments for Ookwemin Minising. Pending final Written Order, this would have effectively resolve the zoning for building heights in this part of the Port Lands based on current instrument flight procedures.

### **Implications of Runway or Instrument Flight Procedures Changes**

To better understand potential impacts of the proposal to expand the airport, City staff worked with a consultant to undertake a high-level analysis that shifts existing instrument flight procedures to the proposed runway configuration. A full redesign of procedures, as NAV CANADA would formally conduct, was not carried out due to the extremely limited available information on the emerging proposal.

The preliminary analysis indicates that a proposal for a westward runway extension has the potential to introduce challenges for some instrument flight procedures, particularly due to interactions with existing buildings and obstacles, while also expanding the areas subject to instrument flight procedures north of the airport and over Etobicoke, while the Port Lands and Ookwemin Minising are less likely to experience reduced height limits.

The analysis further demonstrates that proposals to modify instrument flight procedures within an already built-up and constrained area around the airport presents challenges. In some cases, existing buildings may limit the ability to implement procedures for an extended runway that maintain the same level of service currently available at the airport.

For example, the analysis shows a proposed extension would create new obstacle conflicts (building penetrations) for runway approaches, which would require higher approach minimums (more diversions when visibility is poor), or steeper climb requirements (limiting aircraft weight or type). The proposal's modifications to instrument flight procedures would also see the existing population living under flight paths increase by 25 percent and the development pipeline's potentially-impacted residential units within the flight path increased by 10 percent, reaching approximately 94,000 units and a projected build-out population of 294,000–299,500. These would

affect some of the areas in Toronto planned to grow most rapidly over the coming decades.

Table 5: Estimated Population, Development Pipeline, and Growth within Existing and Modified BBTCA Missed Approach Areas

<b>BBTCA Missed Approach Surface</b>	<b>2021 Population</b>	<b>Residential Units in the Development Pipeline and Planned for Waterfront Precincts</b>	<b>Estimated population of area at “full build out”</b>
Existing areas affected by current procedures	99,925	86,277	255,000–262,000
Preliminary assessment of areas affected by the proposal and revised procedures if runway is extended west	125,209	94,474	294,000–299,500
<b>Change</b>	<b>+25%</b>	<b>+10%</b>	<b>+14%</b>

It is important to note that the analysis in Table 5 is based on the current development pipeline and a preliminary scenario that assumes a proposed 614 metre westward runway extension. It does not consider a full redesign of instrument flight procedures or Airport Zoning Regulations, nor does it estimate how such proposals could affect future development.

In the absence of additional federal regulatory protection, these instrument flight procedures may remain vulnerable to encroachment from tall buildings and other obstacles.

Attachment 4 provides an illustration of proposed residential units in development projects across the western and central waterfront.

#### *Prospective Airspace Impacts on Housing*

Consistent with broader research, the relationship between airport operations and housing is not solely determined by physical constraints such as height limits or protected airspace. While noise exposure is widely recognized as having a negative influence on residential value, the overall impact of airport proximity varies depending on how accessibility, environmental conditions, and airport operational impacts are experienced at the neighbourhood level.

To provide for additional compatibility for proposed airport expansion, a range of mitigation and disclosure measures, including enhanced building envelope performance, reliance on mechanical ventilation, non-operable windows, restrictions on balconies and outdoor space, and notification requirements for prospective residents may be required for future development in south Etobicoke, downtown Toronto, the eastern waterfront, and the Port Lands. Measures such as these illustrate that aviation-related effects on housing extend beyond heights and influence overall building design

which can impact market perception, livability and ultimately the feasibility and viability of residential development.

Overall, the analysis suggests that while proposed changes to runway configuration and instrument flight procedures could introduce new points of interaction between aviation operations and development, any resulting constraints are likely to be localized, and procedurally driven. These interactions will also be influenced by broader operational factors, including proposed aircraft type, frequency of movements, and the application of mitigation measures at both the airport itself and on future development, and will remain highly dependent on future regulatory and design decisions under federal jurisdiction.

While these proposed changes will give rise to changes in Airport Zoning Regulation and instrument flight procedures, as well as the frequency and intensity of air traffic, there is insufficient information to determine their magnitude or long-term implications. The analysis in this report suggests that the number of people who would ultimately live in areas affected by flight paths at full built-out under a proposed expansion would increase by 14 percent, compared to current conditions. However, the extent to which future development activity may be displaced (i.e. the number of units that would have entered the Development Pipeline if flight instrument procedures are revised) cannot be determined at this time.

To reduce uncertainty in housing development, City staff expect that the Toronto Port Authority and Province's stated commitment to work with the City will include clarity and transparency regarding proposed amendments to the Airport Zoning Regulations and proposed changes to instrument flight procedures. This will enable the City to undertake informed analysis of the impacts on planned housing, including mitigation requirements, and implications for the development pipeline and housing targets.

### **Transportation and connectivity impacts**

BBTCA plays an important role in serving regional and international travel demand. Access is currently provided via Eireann Quay south of Queens Quay West. Eireann Quay midblock is a two-lane road (one lane per direction) in a 20 metre wide right-of-way. The right-of-way expands to 32 metres at a point approximately 46 metres south of Queens Quay. It serves pedestrians, cyclists (including bikeshare), transit trips from Queens Quay and Bathurst Street, a direct airport shuttle bus link with Union Station (run by Nieuport Aviation, the terminal owner), taxis/rideshare, private vehicle pickup and drop-offs, and vehicles using the ferry link to the island. In addition to the ferry, there is a pedestrian tunnel under the Western Gap that connects the mainland to the island.

BBTCA is currently served by approximately 600 surface parking spaces. There are approximately 375 parking spaces at BBTCA, and 219 landside spaces: a surface parking lot with approximately 190 spaces on the water's edge that is accessed from Stadium Rd, and a smaller parking lot of 29 spaces on the east side of Eireann Quay.

Vehicular volumes on Eireann Quay, south of Queens Quay West, are currently over 480 peak hour trips, which is approximately half of the pre-pandemic peak.

The Toronto Port Authority completed a survey of mode share of trips to the airport in 2024, which identified the following:

- approximately 40 percent of trips were made by auto (personal vehicle, ride hailing) and 60 percent by non-auto modes (walking, cycling, transit/shuttle);
- mode choices have been trending toward a reduction in auto trips; and
- approximately 90 percent of airport trips come from the Toronto and East York district (does not include Etobicoke, North York and Scarborough).

Two streetcar lines serve BBTCA. The 509 Harbourfront and 511 Bathurst streetcar corridors currently operate with peak headways of approximately 6 to 10 minutes and off-peak headways of 10 minutes, resulting in an estimated existing passenger capacity of 900 and 800 passengers per hour per direction, respectively. Existing average weekday ridership is estimated at 1,100 boardings and alightings on the 509 route stop at Bathurst/Eireann Quay/Queens Quay, and 1,100 boardings and alightings on the 511 route stop at Bathurst/Fleet. Current levels of service are characterized by moderate passenger utilization (approximately 70 percent), with operational performance influenced by factors including traffic congestion, dwell times, and intersection delays.

With the opening of Ontario Line in the 2030s, the 509 will continue to be used by local travelers, with more travelers diverting to Ontario Line at the new King West Station at King Street and Bathurst Street, connecting to 511 Bathurst to reach the airport.

Future demand forecasting suggests that ridership on 511 Bathurst, serving BBTCA, could increase to 5,500 customers daily following the proposed five-fold increase of air travelers relative to existing conditions. Significant proposed growth at the airport may necessitate significant operational improvements, enhanced transit priority, and increased fleet deployment to maintain acceptable service levels, as well as consideration of additional track and overhead infrastructure to bring air travelers closer to the BBTCA Ferry Terminal.

The City has worked with the community and the Toronto Port Authority, including via the Bathurst Quay Neighbourhood Plan, to improve pedestrian conditions, expand bikeshare, improve the Martin Goodman Trail, organize pick-up/drop-offs and ferry queuing, minimize traffic infiltration in the adjacent neighbourhood, and improve safety at the school. These efforts have contributed to a reduction in auto trips. Given most trips by passengers to/from the airport originate or are destined to within a 5 kilometre area, the primary focus of future transportation planning and investment should continue to emphasize alternatives to driving to the airport.

### *2013 Transportation Assessment of Proposed Jet Activity*

In 2013, the City assessed the potential ground transportation impact of jets at BBTCA. This work assessed an increase to approximately 5.5 million passengers annually (just over half the 10 million annual passengers that was indicated by the Toronto Port Authority in the announcements related to the proposed expansion). The results indicated that the proportion of non-auto trips to/from the airport would need to significantly increase to off set the potential increase in traffic, and that significant

investment in the area transportation infrastructure would be needed.

The findings of the 2013 Transportation Assessment remain relevant to the current discussion regarding expanded passenger volumes at BBTCA. The need for significant infrastructure improvements identified in the earlier study would not only remain valid but will likely be amplified considerably under the proposed conditions of 10 million annual passengers. Without corresponding investments in transit, roadway operations, pedestrian circulation, and broader network connectivity, accommodating passenger volumes at this scale would place substantial pressure on the waterfront road network and transportation system.

There have been numerous transportation and environmental studies undertaken since 2013, and they inform the current understanding of airport operations and associated land side transportation considerations. The list includes the 2017 EA, ongoing transportation and traffic-related studies being undertaken by the Toronto Port Authority (latest being in 2024), and the 2025 RESA EA.

### *Anticipated Impacts*

The road network around the airport is constrained by access and the waterfront geography, but with room for growth on the transit and active transportation infrastructure. In particular, the short stretch of Bathurst Street, between Lake Shore Boulevard West and Queens Quay West (approximately 100 m) presents a challenge for both transit and private vehicle traffic. Even at today's airport travel demand level, traffic congestion is an issue at peak travel times, and the ability to mitigate congestion is limited by the physical constraints of land side geography.

Additionally, the intersection of Lake Shore Boulevard West / Bathurst Street / Fleet Street has a unique configuration, where the westbound portion of Fleet Street was closed to vehicular travel in 2019, while the eastbound portion of Fleet Street remains open to vehicular traffic. The changes have resulted in significant improvement to pedestrian safety and transit waiting areas, with the removal of a legal southbound right-turn movement for vehicles at the intersection. The intersection is characterized by transit priority, high vehicle volumes, and high pedestrian use, and constraints in the surrounding road network.

While a formal proposal for BBTCA expansion has not been received by the City, it is possible to make some preliminary assumptions based on the 2013 Transportation Assessment of Proposed Jet Activity and media reports about the proposed passenger growth forecast.

- **Increased pressure on the transportation network:** The area road network generally accommodates current activity levels, but proposals for significant passenger growth at the airport will place substantial strain on roadway capacity, especially during peak periods, requiring broader and coordinated infrastructure improvements. This will also trigger a continued and meaningful shift toward transit, shuttle services, walking, and cycling. Achieving this shift will depend on convenient, reliable, and attractive alternatives to private vehicle use.

- **Significant improvements to area street design and operations:** Design and operations of the area street network will require improvement, most notably at the intersection of Bathurst Street / Lake Shore Boulevard West / Fleet Street. Continued upgrades will be needed to support future airport demand and improve overall network performance for all modes of travel.
- **Continued constraints on the existing airport shuttle service:** The existing private shuttle service is affected by the same congestion as private vehicles, limiting its service. Targeted improvements to the shuttle service, such as expanded capacity or new pickup and dropoff locations, will be required to support increased passenger volumes.
- **Additional passenger growth expected from the proposed hovercraft operations:** Hoverlink Ontario Inc. notified the City of its intent to initiate a hovercraft service between Toronto and St. Catharines, with a landing pad proposed at BBTCA (airside). The hovercraft vessel is proposed to have a capacity of 180 passengers, with 48 daily crossings. This would generate additional passenger demand and place further pressure on Eireann Quay, transit services, and curbside operations.
- **Emerging destinations a driver of traffic and mobility demand:** The Ontario Place proposal, ongoing redevelopment at Exhibition Place and growth west of the airport will increase travel needs and put added pressure on the area mobility network.
- **Other major transportation generators:** Lake Shore Boulevard is a busy major arterial corridor and experiences significant traffic volumes throughout the day. This corridor is also subject to travel demands associated with large sporting events, concerts, festivals, and other major attractions in the area. Post event surges can result in temporary overcapacity congestion conditions, increased transit activity, and heightened pressures on the surrounding transportation network resulting in increased travel time delay.
- **Protecting waterfront access and public realm:** An overarching challenge will be to address future airport growth while continuing to remove existing barriers to accessing the waterfront from north of Lake Shore Boulevard. Removing barriers is one of the four key policy directions in the Official Plan.
- **Planned High Speed Rail.** The Federal government has initiated a high-speed rail corridor project from Quebec City to Toronto. This project is anticipated to have long-term impacts on regional travel patterns, including air travel. Transport Canada estimates that once operational, the electrified high-speed rail system could attract approximately 2.3 million passengers annually who would otherwise travel by air.
- **Pearson Airport Expansion:** Toronto Pearson International Airport is anticipating an increase in passengers from their current 45 million per year to an estimated 65 million per year by the early 2030s. To accommodate this growth, the airport has plans to upgrade existing facilities and make major investments in new capital infrastructure – including an expanded Terminal 1 – under the recently announced LIFT (Long-term Investment in Facilities and Terminals) program. Further

assessments will be required to determine how much of the growth at BBTCA will be net new air travel passengers versus a shift in passenger demand from Pearson.

### *Planned Area Transportation Improvements*

The following short- and medium-term transportation improvements and assessments are planned for the area, including:

- ongoing rehabilitation of the Gardiner Expressway elevated sections, in partnership with the Province of Ontario;
- the Ontario Line King West Station at Bathurst Street;
- the joint Exhibition GO, Ontario Line, and Harbourfront 509 Line station;
- continued Harbourfront streetscape improvements, including plans to relocate the dedicated transit right-of-way from the centre median to the south side of the street, from west of Spadina Avenue to Bathurst Street;
- extension of dedicated streetcar ROW from Exhibition Loop to Dufferin Gate Loop;
- Waterfront East Transit Line extension to Ookwemin Minising in the Port Lands (the Union Loop also serves the Harbourfront 509 Line and the Spadina 510 Line);
- filling gaps in the cycling network between the West Toronto Rail Path and Martin Goodman Trail;
- filling gaps in the cycling network between existing bike routes on Dan Leckie Way and Denison Avenue;
- potential to build on the recent upgrade of safety improvements made at the intersection of Lake Shore Boulevard West / Bathurst Street / Fleet Street; and
- potential safety improvements to the intersection of Strachan Avenue and Lake Shore Boulevard.

Given the scale of passenger growth proposed for BBTCA, it is unlikely that mitigations focusing on a single mode of transportation will be sufficient to address the increase in landside travel demand to and from the airport, and major infrastructure changes will be needed with potential impacts to the waterfront access and the public realm. Fuller analysis will be required once more details for the proposal have become available, and Council has directed staff to undertake a multi-modal transportation study and safety audit for the Bathurst Quay area in 2027.

### **Other impacts on housing, development potential, and congestion**

The focus of this report is on assessing the potential impacts of proposed airport expansion on housing, development potential and traffic congestion. With respect to housing delivery, while direct impact through potential limitations on heights, land use and density are one way in which the proposed airport expansion could affect planned new housing, it is equally important to consider effects on the overall livability and quality of life that could impact the viability and desirability of future development. This includes impacts on parkland and public realm, water quality and marine uses in the Inner Harbour, and air quality and public health.

### **Parkland and Public Realm**

#### *Little Norway Park*

The initial media release for Bill 110 acknowledged a proposal that approximately one-third of Little Norway Park may be considered for vesting by the Province for the purposes of supporting proposed airport expansion. Through subsequent media reports, the Province has advised that Little Norway Park will remain intact and will continue to serve as a park. Also in media reports, the Toronto Port Authority is quoted that proposed plans will “ensure equal or greater overall park space for Little Norway Park, including new and enhanced access to waterfront land for the park” and that “we are committed to listening to, and working with, the community on amenities that are same-or-better and to preserve what makes Little Norway such a special place, including the commemorative elements of the history that gives the park its name.” (See Draaisma, Muriel, [“We’re not done’: Mayor says Toronto will fight provincial plan to take part of waterfront park”](#) CBC News, April 24, 2026)

There is an existing 100-foot easement along the eastern portion of Little Norway Park adjacent to Eireann Quay in favour of the Toronto Port Authority which allows for transportation access from Queens Quay West to the airport. City staff are reviewing the easement and the rights provided to the Toronto Port Authority. It is unknown whether the easement is part of the park lands identified by the province as required for a proposed airport expansion; Bill 110 identifies the full extent of the Property Identification Number, which covers the entire park.

Little Norway Park serves as an important green space for local waterfront neighbourhoods and attracts visitors from across the city with a range of park programming and amenities. The park is approximately 2 hectares (4.94 acres) and accommodates three play spaces, a wading pool, a field house and washroom building, outdoor fitness equipment, baseball diamond, and multisport field. These facilities are frequently booked by sport leagues, non-profits and charities, and other groups seeking centrally located outdoor event space that offer access to washrooms and transit. The park also features a mature tree canopy, horticultural displays, shade structures, drinking fountains and seating areas which create a comfortable and welcoming user experience for all ages and abilities.

The area around Little Norway Park is a densely populated waterfront neighbourhood with lower parkland provision than the City average. Average parkland provision in this area is generally between 15.5 and 21.8 square metres per person while the reported City-wide average is 28 square metres per person (based on the 2022 Parkland Strategy Refresh report). This area is also expected to have declining parkland provision rates over time based on project population growth.

Any proposal for expansion of BBTCA would need to recognize the crucial role that Little Norway Park and other parks and open spaces play in supporting a healthy, vibrant, and complete community. Impacts on these public spaces should be minimized wherever possible.

### *Toronto Island Park Plan*

Implementation of the Toronto Island Park Plan is underway. Work specific to the vicinity of BBTCA includes the recent realignment of Beach Road (now Rainbow Road),

3.5 ha of tree planting, ongoing study and coastal restoration at Hanlan's Point Beach, and developing a Hanlan's Point Beach Community Safety Plan.

Following extensive engagement during the development of the park plan, Parks and Recreation staff continue to work closely with First Nations, residents and stakeholders including three permanent Working Groups that provide advice on plan implementation. Staff have heard significant concerns voiced by Working Group members about the potential impacts of proposed airport expansion. An assessment would need to be done on proposed activities and/or potential intensification of uses by the airport in the south airfield (south of the runways), for impacts to the park.

#### *Other parks-related real estate issues*

Bill 110 provides that the compensation to be paid to the City in relation to lands taken by the Province will be based on the land's value assuming its existing condition and current use. This language limits the argument that other possible future, higher value, uses of the property should be taken into consideration when determining compensation, as would be the case in the context of an expropriation. Bill 110 also contemplates that the Province will be permitted to claw back certain costs from the compensation payable, though it is not clear what amounts or on what basis, as the related regulations are not in place at this time. Nor does Bill 110 currently contemplate compensation for disturbance damages, the impact of the taking on adjoining lands (injurious affection) or other transactional costs that would be relevant in an expropriation. However, it should be noted that Bill 110 does contemplate that regulations may be introduced that could set out other amounts payable to the City or identify other factors that will influence overall compensation. The Bill also provides that the Province may elect to transfer ownership of other Provincial lands to the City as compensation, rather than money.

#### *Broader public realm impact*

Trillium Park is a 3 hectare (7.5 acre) waterfront park destination owned by the Province of Ontario. Other existing parks in proximity to the proposal include the Western Beaches, Marilyn Bell Park, Coronation Park, and the Toronto Music Garden. Public realm attractions in the vicinity include Harbourfront Centre and a network of outdoor amphitheatres, other parks, public squares and waterfront trails. These amenities provide for a wide range of activities and uses. Some of these spaces are designed to be restful and contemplative areas for Torontonians to enjoy nature, harbour views and passive activities. Other areas accommodate music and dance performances, educational programming and ceremonies.

The Province is leading an ongoing large scale public realm investment into approximately 20 hectares (50 acres) of public space at Ontario Place, including a newly constructed beach. These spaces will include quiet, nature-based experiences, educational and ceremonial programming, and water's edge promenade designs that encourage a connection with the water.

The proposed airport expansion could introduce impacts to the public enjoyment of the broader public realm across the waterfront including the Water's Edge Promenade and associated dockwalls. Proposed increased flight activity, the introduction of jets, and

runway extensions in closer proximity to the public realm require a thorough assessment from a park user experience perspective. The quiet and restful spaces are likely to be negatively impacted by a busier experience and new noise sources introduced by proposed jets and more frequent flights. The proposed runway extension and jet blast shields in the emerging proposal may fall within 150 metres of the Trillium Park / Ontario Place shoreline, which will alter the views, passive recreation potential and character of these parks.

A comprehensive understanding of impacts to the public realm in terms of noise and air quality, ecology, transportation, maintenance, capacity and user experience is required to gain insight into the implications for large scale public realm investments and to ensure an appropriate balance of uses and experiences is maintained.

## **Impacts to the Inner Harbour**

### *Water quality*

The 2017 EA concluded that a landmass extension by 200 metres on each end of the existing runway may have a significant impact on Inner Harbour circulation and water quality. The RESA EA confirmed this inference noting that, potential changes to the water circulation of the Inner Harbour through less dilution and flushing of nutrient-laden water may intensify existing water quality issues and hinder the effectiveness of ongoing remediation plans. It is expected that a proposed larger runway expansion would have an even greater impact on water quality.

Changes to the lake bathymetry (i.e., underwater depth in the lake) from lakefill at the west end extension are likely to result in greater than 50 percent reduction in average inflow into the harbour, doubling the average Inner Harbour residence time (i.e., age of water in a lake before moving along the hydrologic cycle). Residence time is important as it helps determine the vulnerability of water sources to pollution/contamination. The expected increase in residence time has a high potential of causing water quality problems through reduced dilution and flushing of pollutant laden water from the Don River, storm sewer (including combined storm sewer) outfalls. This could reduce the system's ability to flush completely between storm runoff events, although detailed modelling would be needed to fully quantify changes as they could impact water quality. Changes to the hydrodynamics of the Inner Harbour may also intensify water quality issues and could hinder the effectiveness of the Toronto and Region Remedial Action Plan. The City is making significant investments to advance the Canada-Ontario Agreement on Great Lakes Water Quality and Ecosystem Health (including the Don and Central Waterfront Project) and any new proposals would need to be assessed to understand if and how they may impact this progress.

### *Marine use*

Marine Exclusion Zones are employed to deter watercraft from coming near airports to ensure aviation safety including protection of airspace. The Marine Exclusion Zones are specific to aircraft safety and do not necessarily consider potential impacts to marine navigation and safety.

The 120 metre wide Western Channel is one of two marine access points to the Toronto Inner Harbour. The Western Channel is a busy thoroughfare, used by a range of small recreational vessels up to large commercial ships. Industrial shipping routes do not typically use the Western Channel to access working port areas. The Marine Use Strategy (2020) notes that navigation conditions through the Western Channel can be challenging given wave action and its relatively narrow width. A runway extension and potential expansion of the Marine Exclusion Zones to the west is likely to further constrain marine navigation through this access point to the Inner Harbour.

The 2017 EA provided technical analysis on marine navigation regarding potential future airport scenarios. This study found that a proposed 200 metre extension on both ends for BBTCA that included jets could have a considerable effect on navigation and safety for small recreational vessels near the end of the Marine Exclusion Zone boundary due to jet blasts. The 2017 EA proposed approximately 6 metre high jet blast deflectors at the west end of the airport and approximately 4 metre high deflectors at the east end. A proposed runway extension to accommodate jets is anticipated to have a considerable effect on maneuverability in the Western Channel for large and small recreational boats.

Recreational marina users in the vicinity of the Western Channel include a revitalized marina at Ontario Place (under construction and led by the Province) and an existing marina serving yacht clubs west of Bathurst Quay. Proposed changes to navigation conditions and jet blasts may impact marina access and operations, as well as potentially significant impacts for small, non-powered recreational craft such as kayaks and canoes.

Future marine transportation options that could make use of the Western Channel as an access point to the Inner Harbour may be constrained if navigable access points change. Potential marine transportation proposals including a hovercraft terminal which is led by Hoverlink in partnership with the Toronto Port Authority, a Sea Bus system which is currently being piloted under the leadership of Waterfront Toronto, the City, and the Toronto Port Authority, and a future cruise ship terminal proposed by the Toronto Port Authority at the foot of Yonge Street may be impacted by a proposed runway extension and associated changes to the Marine Exclusion Zones or RESA.

Depending on the proposed runway extension scenarios (west only, or both west and east), there may also be impacts on access to the Hanlan's Ferry Terminal, Toronto Island Ferry dock and water taxi docks. Potential impacts to marine navigation will likely require re-evaluation as more updated information is known about proposals for a larger scale BBTCA.

#### *Toronto Island service vehicles and goods movement*

Thousands of vehicles cross the runways on an annual basis, including airport users, City of Toronto divisions, public agencies, contractors and other public users. Some City vehicles and their contractors use the BBTCA Ferry Terminal for specific types of materials that cannot be transported through the Jack Layton Ferry Terminal (e.g. chlorine, gas). These vehicles require crossing of the airport pavements in a way that is coordinated with airport operations to ensure safety. Proposed changes to the airport runway and the frequency of flights may present challenges for vehicles and materials

necessary for the functioning of City-owned facilities on the island and Toronto Island Park. City staff note that a detailed evaluation and discussion will be required regarding vehicle movement to the island including airport users in line with the Toronto Island Park Plan.

## **Public health and air quality**

Airport operations, including those at BBTCA, are recognized sources of emissions, noise, and other environmental stressors that can affect health, particularly in dense urban settings. These potential impacts have been assessed through studies related to the Porter proposal, as well as more recent work such as the Bathurst Quay Air Quality Study led by the University of Toronto. Aircraft operations can contribute to a range of health concerns through exposure to environmental noise and air emissions, with evidence linking these stressors to outcomes such as sleep disruption, cardiovascular effects, and respiratory and cardiopulmonary disease. Community concerns related to environmental noise and emissions from airport operations have been raised.

Potential health impacts associated with any proposed changes to operations at BBTCA would depend on the specific nature and scale of what is proposed. Key factors influencing potential impacts could include proposed aircraft types, flight frequencies, passenger volumes, related ground transportation activity, and the extent and effectiveness of mitigation measures. In general, proposed changes that increase overall activity levels or introduce new sources or intensities of emissions or noise, as well as the extent and effectiveness of mitigation measures could influence the magnitude or distribution of exposures.

As details of any future proposals are not currently available, consideration of airport expansion proposals would typically be informed by comprehensive assessments of potential environmental and health impacts, reflective of local conditions and the existing evidence base, including recent studies. Such assessments are generally subject to review and decision-making by the Federal and Provincial authorities, in accordance with established approval processes. Where impacts are identified, appropriate mitigation measures would be considered as part of regulatory review and approval processes.

## **Conclusion**

The analysis included in this report is based on potential airport growth scenarios derived from media reports between March 23, 2026 and May 28, 2026. Without a detailed plan for the proposed airport expansion, it is not possible at this time to provide a definitive assessment of impacts on housing supply, transportation, and traffic impacts.

Based on the assumptions set out in this report, City staff working with an aviation consultant, have identified that a proposed westward extension of the BBTCA may effect development potential in areas of the City that are experiencing significant residential growth and may introduce new obstacle conflicts that would need to be addressed through changes to instrument flight procedure designs or amendments to the Airport Zoning Regulations.

In an already constrained and built-up environment, any proposed changes to the runway, instrument flight procedures, or Airport Zoning Regulations would need to be considered in relation to surrounding development. Currently, approximately 86,000 residential units are planned within areas associated with existing instrument flight procedures. A proposed westward extension of the BBTCA would modify and expand this area, including an additional 8,200 new housing units currently in the development pipeline.

Taken together, the areas where development may be affected under the proposals, either directly by changes to the Airport Zoning Regulations, which would limit building heights, or indirectly through increased vulnerability of instrument flight procedures to encroachment by tall buildings and other obstacles (such as construction cranes), are anticipated to accommodate population growth of approximately 175,000 people. The impacted area is primarily in south Etobicoke, the waterfront and downtown, and the Port Lands.

With respect to traffic and transportation, major infrastructure investments will be needed across modes to address potential impacts on through-trips (i.e. commuters), local trips (i.e. by residents), and trips originating or ending at any of the existing or future waterfront area amenities, including the airport, Ontario Place, hovercraft stations, and major event facilities. Investments will need to focus particularly on non-auto modes of travel.

Staff will continue to monitor proposals, BBTCA governance, and real estate ownership issues as they are proposed by the Toronto Port Authority, the Province, and/or the Federal government. Staff will keep Council apprised as new information becomes available.

On May 28, media reports quoting the Federal Minister of Transportation indicated that the Federal government will lead some form of consultation on the subject of BBTCA beginning in summer, 2026 (see Casey, Liam, "[Toronto Island Airport to be designated special economic zone after provincial takeover](#)" *The Canadian Press*, May 28, 2026). In all communications with the Provincial and Federal governments, staff will continue to emphasize the importance of community consultation, as set out in the Tripartite Agreement. Regardless of future governance scenarios and proposals, staff will advise parties to the Tripartite Agreement on key stakeholders and communities, including Indigenous communities and First Nations who should be engaged if, and as consultation proceeds.

### *Bathurst Quay Transportation Study*

City staff have been directed to report back in Q3 of 2027 with a comprehensive multi-modal transportation study and road safety audit of the Bathurst Quay Neighbourhood. This work, which is currently being scoped, will review existing and planned transportation conditions across all travel modes, supported by data collection, public consultation, and analysis of infrastructure capacity, operations, and safety. It will consider broader regional initiatives, including BBTCA existing and proposed scenarios, potential Hoverlink service to the airport, redevelopment of Ontario Place, and any other emerging proposals in the immediate area, to understand the cumulative impacts. The

work will also evaluate future travel demand of multiple background growth scenarios, ranging from status quo to higher-growth conditions. The overarching goals of the study will be to identifying key issues and opportunities and recommend an action plan that responds to the issues and opportunities identified.

## **CONTACT**

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## **SIGNATURE**

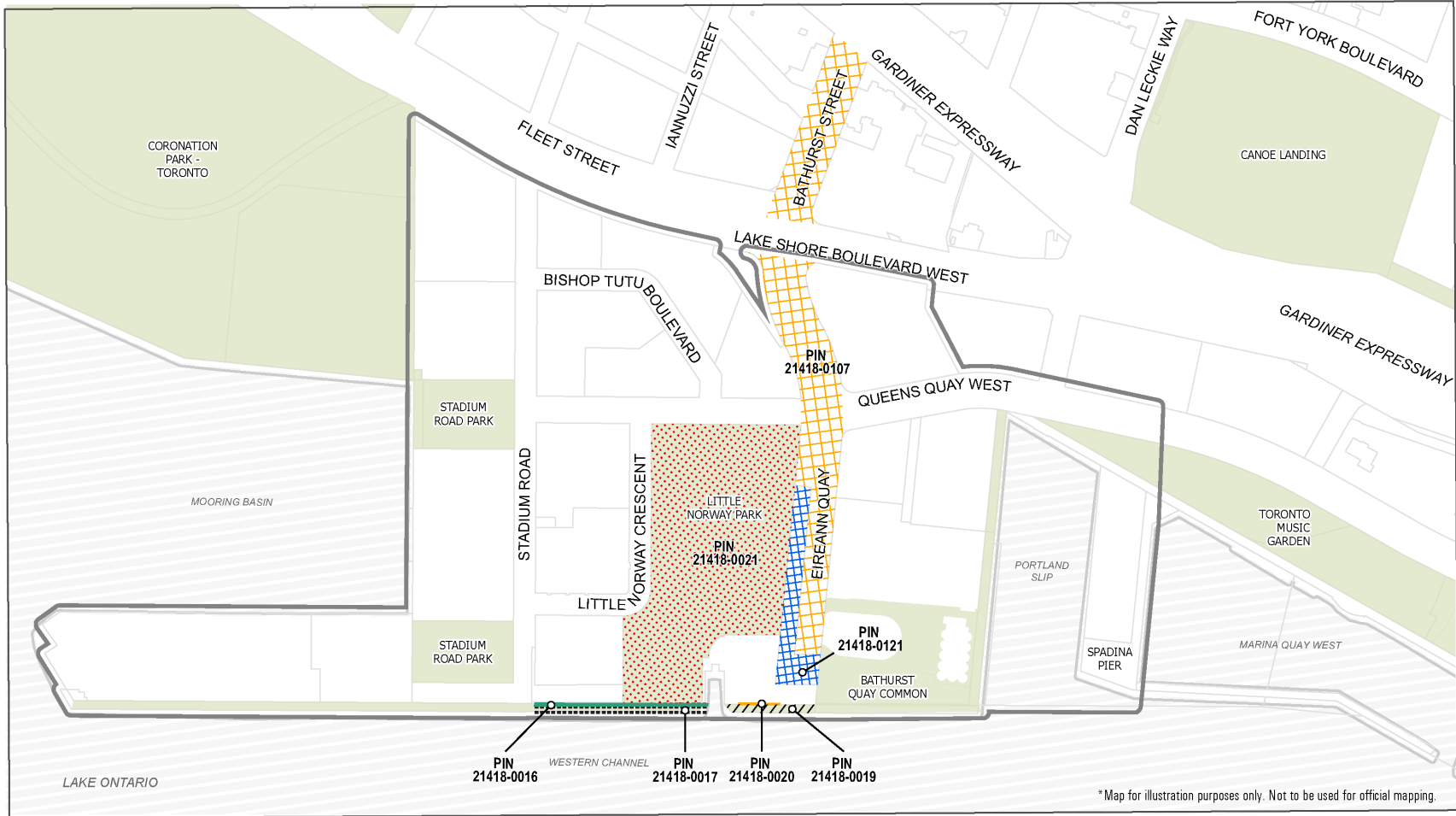
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## **ATTACHMENTS**

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Attachment 1: Bathurst Quay lands  
Attachment 2: Toronto Island and BBTCA lands  
Attachment 3: Illustration of BBTCA growth scenarios and runway extents  
Attachment 4: Proposed Residential Units in Development Projects and Precincts  
Attachment 5: Planning framework / planning policy context  
Attachment 6: Airspace and operations roles and responsibilities



\*Map for illustration purposes only. Not to be used for official mapping.



# Bathurst Quay Lands

## Bill 110 Municipal Parcel PINs

Bathurst Quay (SASP) Boundaries	<b>Municipal Parcels (Property Identification Numbers) PIN Boundaries</b>		
Municipal Parcels	21418-0016	21418-0020	21418-0121
Parkland	21418-0017	21418-0021	
Lake Ontario	21418-0019	21418-0107	



Not to Scale  
05/26/2026











\*Map for illustration purposes only. Not to be used for official mapping.



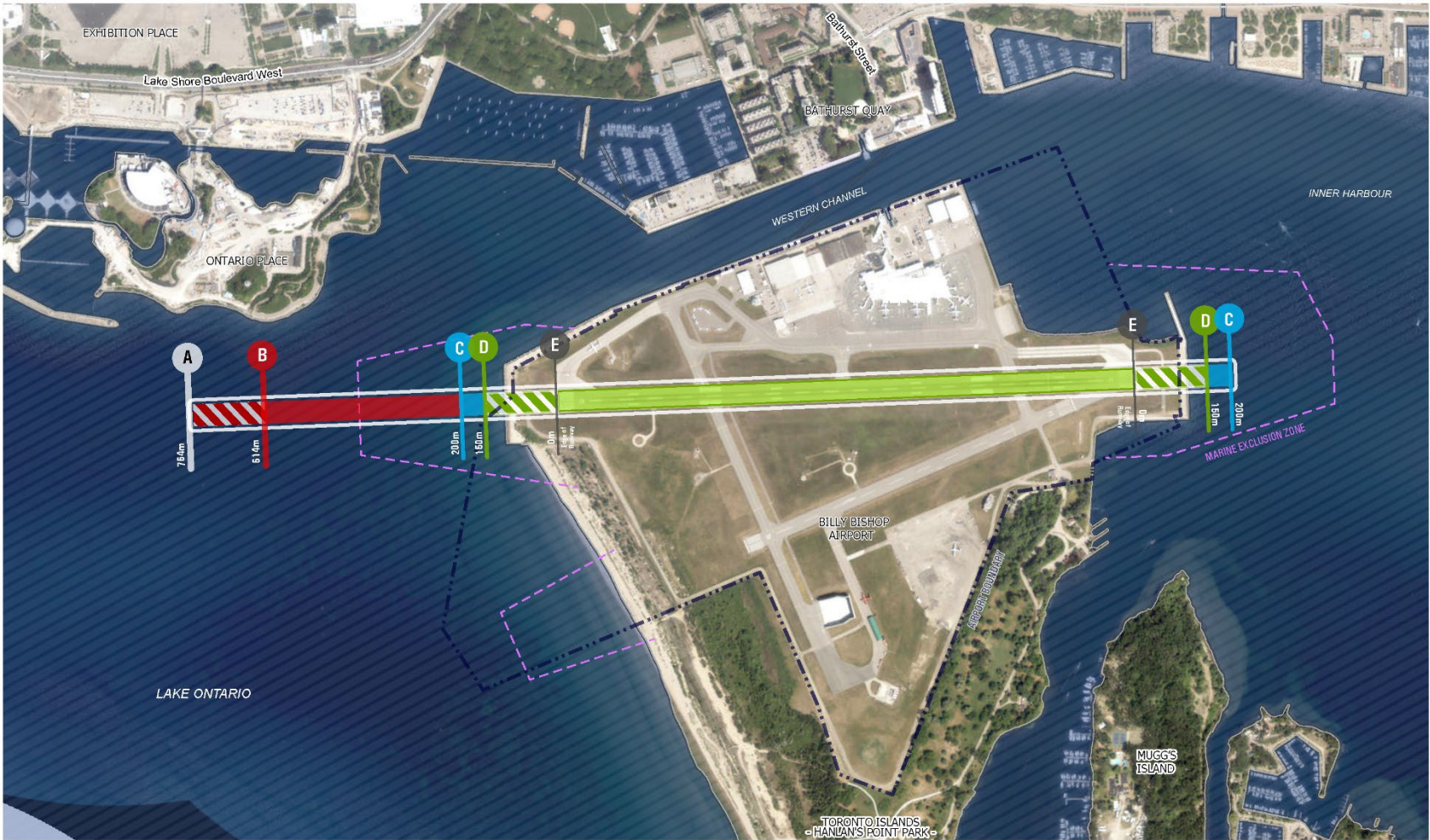
# Toronto Islands and Billy Bishop Toronto City Airport Lands

## Bill 110 Municipal Parcel PINs

-  Toronto Islands Regional Boundaries
-  Airport Runway
-  Municipal Parcels (Property Identification Numbers) PIN Boundaries
-  Municipal Parcels
-  Airport Boundary
-  21386-0314
-  Parkland
-  Lake Ontario



Not to Scale  
05/26/2026



# Toronto Islands Region

## Illustration of Billy Bishop Toronto City Airport Growth Scenarios and Runway Extents

- Billy Bishop Airport Boundaries
- Marine Exclusion Zone
- Lake Ontario

### Proposed Runway Extensions & RESAs

- Existing Billy Bishop Runway (BBTCA)
- + 150m RESA Extension
- 150m CoT-Approved RESA Extension
- 200m Porter-proposed (PA) Runway Extension
- 614m TPA-proposed Runway Extension

### Runway Extension Limits

- Limit of additional + 150m RESA
- Limit of 614m TPA-proposed westward runway extension
- Limit of 200m Porter-proposed runway extension

- Limit of 150m approved RESA for current runway
- Edge of current runway

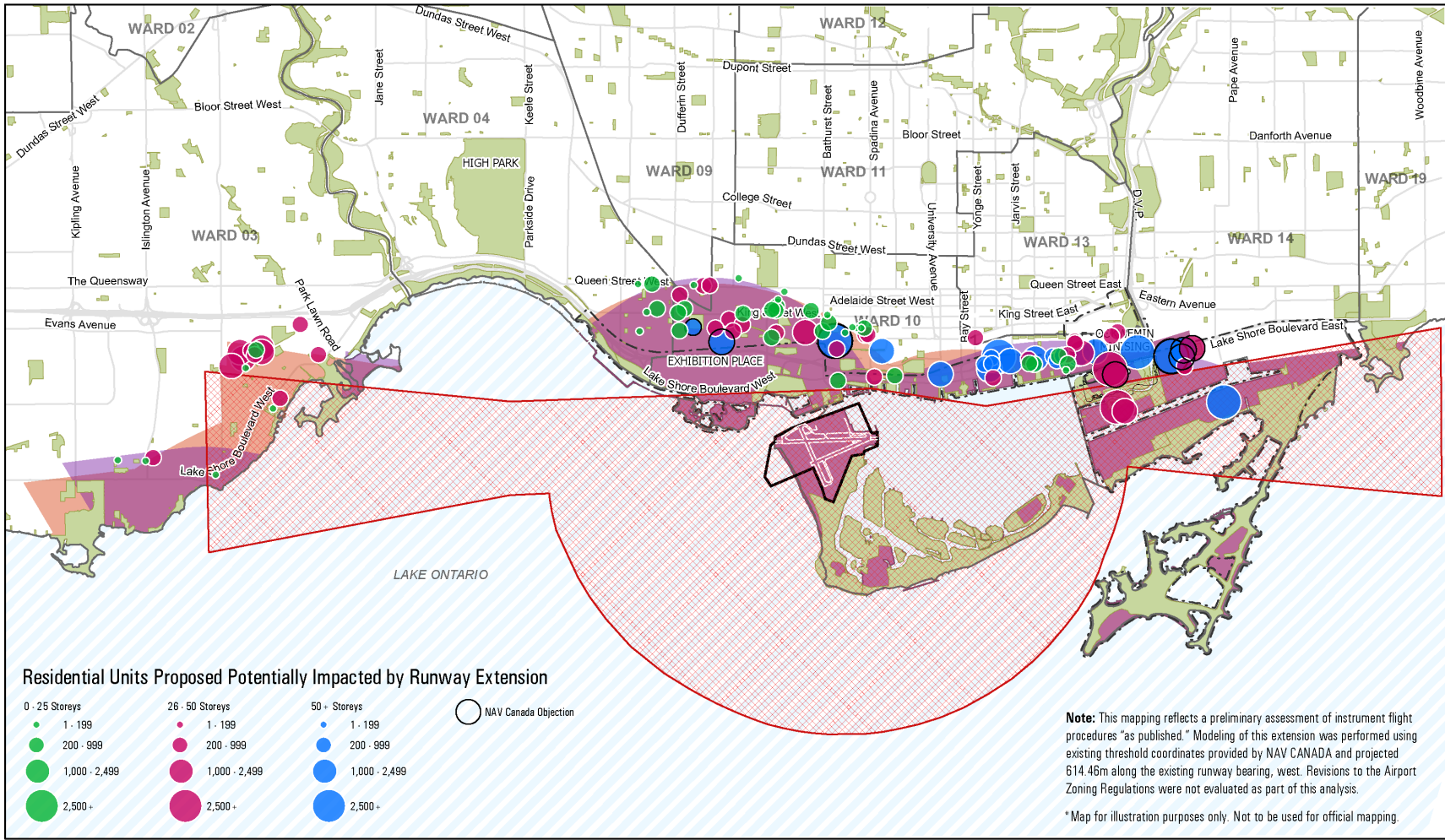
\*All proposed runway lengths commence from the edge of existing runway, except A which is determined by edge of B.

### Definitions:

- RESA: Runway End Safety Area
- TPA: Toronto Port Authority
- CoT: City of Toronto
- PA: Porter Airlines
- BBTCA: Billy Bishop Toronto City Airport



Not to Scale  
05/25/2026



# Central Waterfront Region

## Proposed Residential Units in Development Projects and Precincts

- Airport Boundary
- Airport Runway
- Major Roadways
- Central Waterfront Secondary Plan
- Ward Boundaries
- Parkland
- Lake Ontario

- Existing Airport Zoning Regulations (AZR)**
- AZR Boundaries

- Instrument Flight Procedures (IFP) Operational Airspace**
- Existing Operational Airspace
- Potential Operational Airspace
- Areas of Operational Overlap

\*Projects include development projects with activity between January 1, 2021, and December 31, 2025, in addition to approved plans for the Oakwemin Minising, Keating East, McCleary, South River, and Polson Quay precincts. Projects Built before May 11, 2021 are excluded. Only heights of the tallest building proposed are reflected. Some projects fall outside of Operational Airspace boundaries due to boundary delineation required for analysis.



Not to Scale  
05/26/2026

## **Attachment 5: Planning framework / planning policy context**

### **Provincial Planning Statement, 2024**

The Provincial Planning Statement (PPS) acknowledges the importance of airports and protecting their long-term operation and economic role when making land use decisions. The PPS does address land use compatibility of new sensitive uses, such as residential uses, and redevelopment proposals, and the operation of airports. The PPS does not address land use compatibility issues resulting from operational changes or airport expansion on existing or planned communities.

A key consideration in land use planning in the vicinity of airports is the noise generated by aircraft and the Noise Exposure Forecast (NEF). The NEF is a calculation that takes into account runway geometry, the types of aircraft and the frequency/volume of aircraft to create a contour that can be used for planning purposes. The use of the NEF is outlined in Transport Canada Guideline [TP 1247](#) as well as the Provincial Planning Statement, 2024. The Provincial Planning Statement requires that airports shall be protected from incompatible land uses and development by, among other things, prohibiting new residential development and other sensitive uses in areas above 30 NEF.

#### ***Official Plan***

The City of Toronto Official Plan recognizes the importance of BBTCA and its links to the broader transportation network, including the pedestrian tunnel under the Western Gap, to the economic success of the downtown (Ref. Chapter 2. Downtown Mobility, Policy 3.5.1.5.e)). The Official Plan recognizes that a collaborative approach to mitigating potential impacts between major facilities, such as the Airport, and sensitive uses such as residential, schools and outdoor spaces which are within close proximity to their operations (Policy 3.4.21).

The airport lands are in the Green Space System on Map 2 (Urban Structure) of the Official Plan, with the majority of the land designated as Parks on Map 18 (Land Use Plan). The water's edge around the airport, and the western portion of the airport are designated as Natural Areas in the Official Plan.

The shoreline surrounding BBTCA and Little Norway Park is within the City's Natural Heritage System (Map 9), where City policies generally prohibit development, unless negative impacts will be mitigated. The airport grounds are also within and/or adjacent to the Hanlan's Beach Environmentally Significant Area, candidate Toronto Islands Life Science Area of Natural and Scientific Interest (Map 12A), and a provincially significant wetland (Map 12B). The Official Plan provides enhanced policy protections for these areas to preserve and enhance their environmentally significant qualities.

Multiple chapters of the Official Plan are applicable including but not limited to policies related to Toronto's Green Space System and Waterfront, the Natural Environment, Creating a Strong and Diverse Civic Economy, and Parks and Open Space Areas.

As noted in Chapter 3 of the Official Plan, major facilities such as airports and sensitive land uses such as residences are to be appropriately designed, buffered and/or separated from each other to prevent adverse effects.

Natural Environment policies in the Official Plan specifically address lakefilling projects in Lake Ontario, indicating that such will only be supported only where the:

- Land created will be used for natural habitat, public recreation or essential public works;
- Project has been the subject of an Environmental Assessment that ensures protection or enhancement of water quality and quantity and terrestrial and aquatic habitat; and
- Project does not create new or aggravate existing natural hazards.

Parks designated areas generally prohibit development with certain exceptions, including for essential public works. Policies applicable to lands designated Parks discourage the sale or disposal of publicly owned lands in those areas.

The Official Plan directly addresses BBTCA through Site and Area Specific Policy (SASP) 194. SASP 194 requires that the airport operate in accordance with the Tripartite Agreement and notes that revisions to the Tripartite Agreement "may be undertaken, provided that the City is satisfied that improvements to airport facilities and operations can be made without adverse impacts on the surrounding residential and recreational environment."

There are a number of additional SASPs that provide additional policy direction. At a high level, these include:

- SASP 192 which notes that public transport will be provided to the Toronto Islands year round;
- SASPs 185-188 which allow for parking and access facilities and the Ferry Slip; and
- SASP 189, which outlines policies related to the Bathurst Quay Neighbourhood Plan.

### *Central Waterfront Secondary Plan and the Downtown Secondary Plan*

While the Central Waterfront Secondary Plan and Downtown Secondary Plan do not include the airport lands, both include policies that help to inform the review of changes to the airport lands contemplated to address RESA requirements.

The policies of the Central Waterfront Secondary Plan articulate the vision for development along the central waterfront including within the area of Bathurst Quay. The Central Waterfront Secondary Plan notes among other things that "waterfront renewal will not be treated as a specific project with a defined finishing point. Rather, it will be managed as an ongoing, phased effort, part of the much larger city-wide context that will carry on over decades." The Secondary Plan is built on four core principles:

- Removing Barriers/Making Connections;
- Building a Network of Spectacular Waterfront Parks and Public Spaces;
- Promoting a Clean and Green Environment; and
- Creating Dynamic and Diverse New Communities.

The Downtown Secondary Plan provides the land use framework for the BBTCA and re-enforce the importance of the pedestrian connection to BBTCA, as well as transit access to Bathurst Quay, as essential to Downtown connectivity which reduce dependence on private vehicles (Policies 3.7 and 8.19). The Secondary Plan identifies the Inner Harbour as the City's "Blue Park", a significant civic space encircled by a shoreline with a connected and diverse network of parks, streets and open spaces. The intent of the Blue Park is to improve access to the water's edge and around the Inner Harbour for pedestrians and cyclists and to promote water-based recreation on Toronto Bay, while supporting the continuation of commercial shipping and the expansion of water-based transportation.

In addition, the Secondary Plan identifies the Islands as part of the Core Circle, a major public realm network, and provides high-level guidance on maintaining ecological functions and natural features on the Toronto Islands, as well as improving City-wide access to the Islands as a city-wide park resource for residents and visitors. More broadly, the Downtown Secondary Plan highlights the vision for downtown as a global hub and an economic driver for the city, region, province and country.

The two secondary plans complement each other, and a key aspect of waterfront revitalization will be to support the prosperity and liveability of the downtown, including by ensuring there is space for businesses to grow.

#### *The Next Phase of Waterfront Revitalization*

Complementary to the City's land-use policies along the waterfront is the vision set out regarding the next phase of Waterfront Revitalization. On July 19, 2022, City Council endorsed four interconnected priorities to guide this work:

- Strategic and inclusive economic development;
- Truth, justice and reconciliation, including through Indigenous engagement;
- Equity, inclusion and access, including through housing and community benefits; and
- Climate resilience and sustainability.

The four interconnected priorities focus on the societal challenges that matter most today and outline shared public objectives that should guide investments and project planning, design and implementation along the waterfront.

## **Attachment 6: Airspace and operations roles and responsibilities**

While the Federal government has sole jurisdiction over airspace and aerodrome operations, responsibility for aviation and airspace is distributed across several key entities.

**Transport Canada** regulates aviation safety and security, including the establishment and enforcement of Airport Zoning Regulations, the definition of protected airspace surfaces, and the setting of national standards (TP 312 and TP 308) for obstacle clearance and the design of instrument flight procedures.

**NAV CANADA** is responsible for the design, management, and operation of Canadian airspace, including the development and maintenance of instrument flight procedures, ensuring safe separation between aircraft and obstacles, and adjusting procedures over time in response to new development or operational requirements.

**Airport operators**, such as Toronto Port Authority, work collaboratively with Transport Canada and NAV CANADA to ensure that development in proximity to airports does not compromise aviation safety or operational efficiency.