

Billy Bishop Toronto City Airport Expansion Proposal

Special Board Meeting
December 2, 2013



Review Key Timelines

Review Council Direction to Staff

Review Waterfront Toronto areas of concern

Summary of key findings from City's review and staff report

Management Recommendation

Key Timelines

- **Dec 3rd**
 - **Toronto East York Community Council (TEYCC)-Airport Sub-Cttee Mtg**
 - **Public Consultation**
 - **Waterfront Toronto presence requested**
 - **Staff Report made public Nov 28**
- **Dec 5th**
 - **Executive Committee**
 - **Waterfront Toronto deputation**
- **Dec 8th**
 - **Board of Health Assessment Report**
- **Dec 16th**
 - **City Council**

Porter Airlines:

- **City agree to amendments to 1983 Tripartite Agreement to permit jets at BBTCA**

Council:

- **Approval process required to amend Agreement**
- **Implementation of jet exclusion while maintaining noise limitations**
- **Potential economic impact/opportunity associated with amendment**
- **Impact of (anticipated) changes to runway lengths**
- **Noise, environmental, traffic/congestion impact**
- **Impact on City's waterfront work**
- **Other factors for Council consideration**

Consultants:

- **Economic Impact Considerations (HLT Advisory and N. Barry Lyon)**
- **Land Use Evaluation (Urban Strategies)**
- **Costal Processes and Environment (CH2MHill – TRCA)**
- **Technical review of Porter Airlines Proposal (AIRBIZ)**
- **Health Impact Assessment (Golder Associates)**
- **Transportation Impacts (BA Group Transportation Consultants)**
- **Internal City Working Group**

Public Consultations:

- **Number of City consultation meetings**
- **Two TEYCC sub-committee meetings also open to the public**

Porter

- **Porter provides service valued by Torontonians**
- **Porter is a Canadian company providing economic value; distinct niche; unique brand**
- **WT revitalization efforts have co-existed with current airport operations**

Expansion Concerns

- **Development**
- **Transportation**
- **Recreation**
- **Safety and Security**
- **Legal**
- **Overall SCALE**

Waterfront Toronto areas of concerns provided to City

Development:

- **Developer perspective re: expansion**
- **Market impact**
- **Height restrictions**
- **Jet flight path/glide requirements; potential built form restrictions**
- **Impact on Lower Don Lands development and future Port Lands development**

Transportation:

- **Queens Quay**
- **Road network with increased passengers**
- **Increased service vehicle traffic (food, fuel etc.)**
- **Increased transit requirements**
- **Increased automobile traffic**
- **Bathurst/Lakeshore intersection and impact on Gardiner**
- **Associated parking requirements at Bathurst Quay**

Waterfront Toronto areas of concern provided to City

Recreation:

- **Little Norway Park**
- **Extended runway impact on recreational boating in Inner Harbour, wildlife in Spit and on Island**
- **Attractiveness of waterfront public realm as tourism draw**
- **Precedent cases of impact on tourism of lands adjacent to airport**
- **Sensory impact on enjoyment of waterfront promenades for visitors/retail**

- **Official Plan and Tri-Partite Agreement – no adverse effect test to assess impact**

- **Emissions and air quality**
- **Confirmation that total approved jet movements will be conducted within current movement envelope**
- **Overall noise load as opposed to noise per aircraft**
- **Run up and reverse thrust noise and duration**

Waterfront Toronto areas of concern provided to City

Safety and Security:

- **Introduction of new hazardous materials and handling**
- **Bird collisions**
- **Security and emergency escape route requirements**
- **Impact on insurance rates for nearby buildings**

Legal:

- **Does jet approval de facto mean all similar requests from other airlines must be allowed?**
- **Is there a larger or secondary expansion that flows from initial request?**

Scale and Balance:

- **Waterfront Toronto's revitalization approach: careful balance; no one element dominates**
 - residences, employment, retail, recreation, land and waterside, parks, tourism, cultural spaces
 - mixed use development and accompanying built form
- **Planning approach: best practices and Central Waterfront Secondary Plan:**
 - transit and active transportation over car use
 - completion of trail systems
 - reserving water's edge for public use
 - new public spaces along dock wall
- **Overall effect is balance between neighbourhoods and public spaces**
- **Expanded airport not envisaged**

Waterfront Toronto areas of concern provided to City

Scale and Balance – Completing the Waterfront

- **Revitalization efforts have co-existed with current airport operations**
- **Next 10 years, completion of waterfront mandate**
- **Deliverables:**
 - **14,000 new residential units; 28,000 new residents**
 - **2 new community centres**
 - **3 new schools**
 - **7,500 new employees**
 - **312,000 sq ft of new retail**

 - **Revitalized Queens Quay – tourist destination**
 - **N/S connections: Spadina, Rees, York, Bay and Yonge**
 - **Public art, improved streetscaping, pedestrian**
 - **Two destination, regional parks: Promontory Park and Lake Ontario Park**
 - **Ontario Place Park - new 7.25 acre urban park**

WT areas of concern provided to City

BBTCA Operations

- **Between 2006 and 2012 passenger volumes grown from 26,000 to 2.3M pa**
- **202 commercial movements daily or 73,000 flights pa (noise compliance); 650 passengers per hour, each way**
- **9th busiest airport in Canada**
- **Operations can grow to 3.8M now without additional permissions**
- **With introduction of jets, passenger volumes can double to 4.8M or 1,240 passengers per hour, each way – approx 50% increase (Ottawa Airport equivalent)**
- **Slots can also increase with an adjustment between general aviation and commercial aviation uses**

Assessing Impact on Revitalization Efforts

- **Generational issue**
- **At what point does BBTCA stop being an airport in a thriving revitalized waterfront and become an airport overwhelming the waterfront?**
- **Important to assess quantifiable and less quantifiable impact on waterfront neighbourhoods:**
 - **sensory and experiential environment created by expanded airport**
 - **at what point are scale and balance dominated by expanded airport?**

Economic Impact Findings

- **9th busiest airport in Canada; 2.3M passengers p.a.**
- **BBTCA growth over last 5 years (06-11) - same period of strong waterfront revitalization work (Waterfront Toronto Economic Impact Study referenced)**
- **East Bayfront developers generally favourable (commercial leasing support)**
- **Private sector Port Lands developers concerned about flight paths, height restrictions**
- **Businesses near waterfront are somewhat neutral**
- **Businesses under flight path concerned about noise (film studios)**
- **Airport executives want to enhance access to transit to reduce current congestion – no other info**
- **Comparator airports (Edmonton, London, Houston, Belfast) – different responses to noise and congestion issues**

City preliminary findings

Land Use Impact Study

- Preliminary tool only at this point
- BBTCA unique globally - proximity to urban core planned developments
- City and Waterfront Toronto planning documents do not foresee expanded airport
- Disconnect between plans and expanded airport
- Study does not take into account:
 - Waterfront Toronto 2.0 build out
 - 44 new and planned developments
 - Rebuild of Queens Quay
- Study notes:
 - Limited parking
 - Height issue, Lower Yonge Precinct developments (impact unclear)
 - Port Lands and future development not included
 - Airport precedent examples – no uniform approach - some have expanded; others rejected expansion option; stringent caps and operating guidelines

City preliminary findings

Technical Review of Porter Proposal Findings

- **Capacity Assessment:**
 - **low passenger forecast 4.3M passengers p.a**
 - **Medium and high forecast 4.6 - 4.8M passengers p.a.**
 - **Peak hour passenger movements expected to be 1,240 each way - 50% increase from current volumes**
 - **202 movements assumed to remain though it can be modified by the fleet mix**
- **Several urban airports allowing jets were benchmarked (Bromma, London City, Belfast City)**
- **These operate under strict operational constraints including hours of operation and limits on aircraft movements**
- **Airspace/flight path considerations – unclear**
- **Serious transportation issues caused by current operations require resolution**

City preliminary findings

Transportation Assessment

- Existing traffic and congestion are a negative impact in the area
- Introduction of jets requires substantial traffic changes to mitigate increased passenger flow
- Public realm impacts of traffic solutions significant – given Official Plan goal to build exemplary public realm
- Recommendation of caps on airport growth represents reasonable approach

Health Impact Assessment Report due December 8

- Central waterfront population already exposed to elevated health risks from air pollution, noise, traffic originating from many sources
- Additional health impacts of expanding airport including jets mixed overall

Aquatic Habitat and Wildlife Findings

- There are advantages and disadvantages

City preliminary findings

Waterfront Toronto Context

- **Revitalization efforts to date have co-existed with current airport operations**
- **Mandated by three governments to be steward of waterfront revitalization, Waterfront Toronto is responsible for implementing the vision and completing revitalization**
- **Public expectation that Waterfront Toronto will take a position on what is a generational issue**

Summary and Management Recommendations

Management Recommendation

- **Debate should not be primarily about technology**
- **Issue is scale and balance**
- **Central question:**

At what point does BBTCA cease to be compatible with a thriving waterfront and becomes, instead, a presence that overwhelms the waterfront? What is the tipping point? Decision required.

- **Problematic transportation and traffic created by current operations needs resolution**
- **Expansion proposal has potential to create significant risk for waterfront revitalization**
- **No decision on expansion should proceed without the information required to make a generational decision**
- **This supports City staff recommendation that decision is premature and more information is required**

Summary and Management Recommendation

Motion

ON MOTION, duly made, seconded and carried, be it RESOLVED that:

- **the Board accepts the recommendations of Management;**
- **supports and adopts the draft letter to Toronto City Council Executive Committee as the position of the Corporation on this matter; and**
- **authorizes the execution and the delivery of the draft letter by the Chair and CEO.**