

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf. 47-98-0031
Your File/V/Réf.

DATE 30 July 1998

TO/DEST. Co-ordinator,
 Planning and Environment Committee

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **PROPOSED OTTAWA MACDONALD-CARTIER
INTERNATIONAL AIRPORT MASTER PLAN**

DEPARTMENTAL RECOMMENDATION

That the Planning and Environment Committee recommend that Council endorse the letter dated 30 July 98 attached as Annex A, as its position on the Ottawa Airport Master Plan.

PURPOSE

The Ottawa Macdonald-Cartier International Airport Authority (OMCIAA) has been engaged in the process of developing a new Master Plan for the Airport since the Fall 1997. This process has included consultation with various agencies, many stakeholders and the general public. The development of the Master Plan has now been completed and the Proposed Master Plan Document was provided to staff of the Planning and Development Approvals Department on 10 July 98 for review and final comments.

Given the timing of the consultation period, with comments to be received by the Airport's consultant by 31 July 1998, it was not possible to bring a report before the deadline for submissions to the Planning and Environment Committee and Council, therefore staff have prepared and forwarded a letter, attached as Annex A, as a staff position on the proposed Airport Master Plan.

As indicated in Annex A only comments received by 31 July 98 will be considered prior to the presentation of the Master Plan to the OMCIAA Board of Directors for final approval during August. The Airport Authority and their consultant will give an information presentation on the proposed Master Plan to the Planning and Environment Committee at the meeting of 11 Aug 98. This will provide Committee with the opportunity to hear first-hand the reasons behind and the components of the proposed Master Plan for the Ottawa International Airport.

BACKGROUND

The proposed Airport Master Plan has been prepared to resolve current operational issues and guide the development and evolution of the airport over the period until 2020. The key components of the Plan are the identification of the expansion and renovation of the air terminal building and secondary support systems; the confirmation of the need for and timing of an additional runway; and the depiction of the pattern of use for all Airport lands. A number of factors were taken into account in the preparation of the Master Plan including technological improvements; environmental, social and economic considerations; surrounding land uses and stakeholders, external systems and services such as intra-modal transportation and infrastructure and the cost implications of each long term development option.

It is important to note that this is the first time that there is an Airport Master Plan whose planning horizon coincides with that of the Regional Official Plan.

While staff have offered technical comments on a number of sections of the proposed plan it is important to highlight a few of the more important issues to Committee and Council.

Airport Parkway Twinning

The Master Plan projects that the development of Airport lands and expected passenger growth (doubling within the planning period) will generate transportation demands that fully utilize the existing capacity of the Airport Parkway within the Master Plan time frame, even with the increased use of public transit. The transportation analysis also confirmed the transportation provisions of the RMOC Official Plan, including the need for a four lane Airport Parkway, if the Parkway is to continue to accommodate non-Airport related traffic, as is currently the case.

While the twinning of the airport parkway (from two lanes to four lanes) is identified as part of the Regional Development Strategy of the adopted Regional Official Plan (1997), Regional Council has directed that an amendment to the Regional Official Plan be initiated to remove this project from the Regional Official Plan. The public process associated with this proposed official plan amendment will be initiated this fall. The letter at Annex A asks that this aspect of the Master Plan not be finalized until Council has taken a position on the official plan amendment.

New Road Link to Central Area

The Master Plan recommends that the Region should investigate a new link providing a connection from the north end of the Airport Parkway to the central core of the City of Ottawa. There is no indication of how this might be accomplished. This roadway concept is not included in the new Regional Official Plan / Transportation Master Plan because of the potential impact on the community, the cost and the acceptance of a lower level of service in the central area in the Regional Official Plan and Transportation Master Plan. The letter at Annex A asks that this proposal be removed from the Master Plan.

Public Transit

A conceptual corridor has been provided for light rail however it does not go to the terminal only to the parking garage. This is not acceptable and should be shown directly integrated with the terminal building.

As well, bus transit must be improved in the short term. There is a need to better accommodate bus operations at the airport terminal for both passenger off loading and boarding in terms of both reduced congestion and increased visibility, plus enhanced passenger amenities and signage. Some of these changes could be introduced before the construction / expansion of the new terminal.

CONSULTATION

The Ottawa Airport Authority is conducting the consultation program.

FINANCIAL IMPLICATIONS

There are no immediate financial implications.

*Approved by
N. Tunnacliffe, MCIP, RPP*

JJP/

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ANNEX A

30 July 1998
Our File: 47-98-0031

MAXGROUP Associates
2283 St. Laurent Blvd.
Suite 110
Ottawa, ON K1G 5A2
Fax: (613) 739-5504

Sent by Fax and Mail

Dear Sir:

Re: Proposed Ottawa Macdonald-Cartier International Airport (OMCIA) Master Plan

I have reviewed the proposed OMCIA Master Plan and have the following comments.

Given the timing of the consultation period, with comments to be received by the MAXGROUP by 31 July 1998, it is not possible to bring a report to our Planning and Environment Committee therefore this letter is a staff position of the Region of Ottawa-Carleton, Planning and Development Approvals Department. I intend to bring a report forward to the 11 Aug 98 meeting of our Planning and Environment Committee. I understand that the Airport Authority/MAXGROUP has agreed to give a presentation on the proposed Master Plan to the Planning and Environment Committee at the same meeting. This presentation will be of great assistance to the Committee and allow them to hear first-hand the reasons behind and the components of expansion plans of the Ottawa International airport as presented in the proposed Master Plan.

As you know the Master Plan for the OMCIA covers virtually the same planning horizon as that employed in the new Regional Official Plan (up to the year 2020 in the Master Plan vs. 2021 in the Regional Plan) and in the Transportation Master Plan and Water and Wastewater Master Plan. Therefore I have made comments in the context of these adopted plans and in the order in which they appear in the Master Plan.

Airport Master Plan Components

Section 2.1 Socio-economic Profiles

Staff support the objective of looking for opportunities to improve the development potential of airport lands through the introduction of non-aviation and specialized commercial or industrial development as this would be in keeping with the Regional Official Plan (ROP) policies on economic development in general and in particular employment inside the greenbelt; and the policies for employment at the OMCIA as described in Section 4.5, Employment in Other Areas.

Section 2.3 Airfield

Staff support the provision of and protection for an additional runway even though this is currently beyond the planning horizon of the Master Plan. The additional runway would be located parallel to the existing primary runway 07/25.

Staff support the retention of the current runway reserve location, centred on Leitrim Road as proposed in the Master Plan. It is mentioned in the Master Plan that the runway could potentially be located much closer to the existing runway 07/25. As you may know the newly developed “Ottawa Airport Operating Influence Zone (OAOIZ)” was introduced by modification into the Regional Official Plan (1997) and approved by the Ontario Municipal Board on 13 July 98. This zone is generally based on the NEF 30 contours from the Noise Exposure Forecast (NEF 1994) and the NEP 30 contours from the newly released Noise Exposure Projection (NEP 2014) aircraft noise contours, the latter being directly associated with the proposed new 07/25 runway being located approximately at Leitrim Road. It is important to note that the boundaries of the OAOIZ and the associated development policies were developed and accepted as a result of a great deal of work on the part of the Ottawa Airport Authority, Ottawa-Carleton Home Builders’ Association, the Region and the Cities of Ottawa, Gloucester and Nepean. The zone and the associated policies implement the *Provincial Policy Statement* regarding aircraft noise and land use compatibility.

It should be noted that the previous NEP (2000) mapping was also based on the Leitrim Road location for the new runway. This NEP was used as part of the environmental constraints policies of the 1988 Regional Official Plan. These contours were used in part to determine the location of noise sensitive developments (primarily residential development) in the developing urban areas of south Gloucester and south Nepean.

It is stated in the Master Plan that the need for the runway will be regularly re-examined and the timing and location of the runway reconfirmed. If a closer separation remains the preferred technical option, then staff would support the Master Plan proposal that new Noise Exposure Projections be developed, as long as they are prepared and accepted by Transport Canada since these contours would be tied directly to the new OAOIZ in the Regional Official Plan and to the *Provincial Policy Statement* on aircraft noise. A decision to move the location of the proposed runway however must take into account the impact on existing and planned communities.

The Master Plan proposes to keep the north field runway (04/22) operational to keep slow aircraft (predominantly single engine aircraft) off the main runway system. The Master Plan estimates that if the north field runway were closed to general aviation itinerant operations, that this closure could advance the need for the new parallel runway by as much as five years unless this component of the general aviation traffic were directed to the Carp or Gatineau airports.

A study of the region’s general aviation airport facilities is currently underway and is expected to be completed by September. The purpose of the study is to optimize the region’s facilities and to ensure that any decisions on particular airports are made in the context of the overall community’s airport

resources. It is requested that a decision on the role of the north field runway be established only after this study is completed.

2.4 Airport Terminal Building Plans

The Master Plan identifies three phases of expansion / development to the air terminal building: Phase I which is the Pre-Year 2005 Plan; Phase II which is the 2005 Plan and the final phase which is referred to as the 2020 Plan.

Pre-2005 Airport Terminal Building Plan

In this Phase, the Master Plan calls for the Airport to operate out of the existing terminal building. This initial phase does envisage the relocation of all domestic passenger operations from the existing terminal into a new terminal processing facility located to the north of the existing terminal by the year 2003.

There is a need in this phase to better accommodate OC Transpo bus operations at the airport terminal for both passenger off loading (departures area) and boarding (arrivals area) in terms of both reduced congestion and increased visibility, plus enhanced passenger amenities and signage. Some of these changes could be introduced before the construction / expansion of the new terminal.

2005 Airport Terminal Building Plan

This phase of the Master Plan will add a large amount of new terminal processing building space. The Plan also calls for the use of a new terminal entrance roadway off the existing Airport Parkway alignment to a new parking garage and incorporates a conceptual corridor for a light rail transit system in the event a connection is made to the Airport by the RMOC.

The Master Plan notes that while the projected passenger demand by the year 2005 does not require a two-level curb front system, a two-level terminal and roadway system have been recommended for the 2005 Phase. This will better accommodate curb frontage demands by different transportation modes and provide more flexibility.

Staff support the recommendations for a two-level terminal and roadway system for the 2005 Phase of the air terminal expansion. These changes would hopefully better accommodate curb frontage demands by different transportation modes which would include public transit as provided by OC Transpo.

It is noted in the text of the Master Plan that the 2005 Phase of the terminal building plan also includes “a conceptual corridor for a light-rail transit system in the event a connection is made to the Airport by the RMOC”, though the 2005 Plan map associated with this phase does not indicate an alignment.

It is important that the new terminal be designed so that Light Rail Transit can be integrated into the building to complement existing bus transit to other parts of the region.

2020 Airport Terminal Building Plan

The final phase of the Master Plan would envisage the completion of the expansion to the new terminal and the demolition of the existing air terminal. The Plan also calls for the construction of a new northern terminal access roadway system north of the NRC property boundary and additional structured parking.

The 2020 Airfield Plan shows a possible light rail route that services the terminal building via the parking structure which is located in front of the terminal. While we appreciate that the details of this alignment are conceptual, any alignment should bring users as close to the terminal entrances as possible preferably closer than that provided for auto and taxi users. A change should be made to the 2020 Plan showing the loop going to the terminal.

2.5 Ground Transportation

Public Transit

The Master Plan notes that public transit access is expected to improve through both operational and capital improvements such as improved frontage provisions for transit at the air terminal building; the provision of auto parking tied to transit modal split; the provision of a light rail pilot project including airport access; improved connections between the South Keys transit station and the airport; and improved transit frequencies.

Public transit to the airport is very important. Staff support the focus of attention in the short term being directed towards enhancements to the existing “Express” bus services to downtown that use the Southeast Transitway and the Airport Parkway and on introducing various improvements to the frontage provisions for transit at the air terminal building.

It is expected that some near rapid transit service would be introduced before the horizon year of the Master Plan, in the form of bus priority measures primarily on the Airport Parkway (that is, shoulder lanes) from the end of the Southeast Transitway at South Keys to the airport.

As you know the RMOC is planning to develop a Pilot Light Rail Transit on an existing rail line to be implemented within the next two years. The results of this trial will be used in determining the stops and timing of future light rail transit in Ottawa-Carleton. The St. Lawrence and Hudson line adjacent to the airport is a leading candidate and the Airport would be a strategic anchor for such a service and an extension to the Airport is being studied.

If the Pilot Light Rail Transit is successful and goes ahead then an extension to the rail system to the airport terminal may be appropriate. In the event that the Pilot Rail project does not go ahead or is not extended into the airport terminal further work would be required to determine how bus transit could be enhanced and incorporated into the airport terminal in the longer term.

One option that could be considered is an extension in the form of a spur line from the Southeast Transitway to the air terminal. As you may know, the Regional Official Plan designates a future rapid transit corridor from the existing terminus of the Southeast Transitway at South Keys adjacent to the airport southerly to the River Ridge community in Gloucester. It is logical to assume that this facility would be integrated in some way with the airport terminal, which would require further work. A second option that could be considered would be the use of the proposed bus shoulder lanes on the Airport Parkway from the South Keys Transitway station to the airport terminal as a near rapid transit solution.

The idea of tying the provision of auto parking to transit modal split is interesting and we would like to discuss with you how this measure could be implemented. However, we would like to see commitments to improvements to the transit mode in the Master Plan.

Our comments regarding improved frontage provisions for transit at the air terminal are noted in the previous section.

Airport Parkway Twinning

The Master Plan projects that the development of Airport lands and expected passenger growth will generate transportation demands that fully utilize the existing capacity of the Airport Parkway within the Master Plan time frame, even with the increased use of public transit.

In the Executive Summary of Master Plan it states that the transportation analysis also confirmed the transportation provisions of the RMOC Official Plan, including the need for a four lane Airport Parkway, if the Parkway is to continue to accommodate non-Airport related traffic, as is currently the case.

While the twinning of the airport parkway (from two lanes to four lanes) is shown as part of the infrastructure requirements for Phase 1 Developments (inside the Greenbelt and Gloucester South Urban Centre and Leitrim), approximately for the period 2001-2006, in the Regional Development Strategy of the adopted Regional Official Plan (1997), Regional Council has directed that an amendment to the Regional Official Plan be initiated to remove this project from the Regional Official Plan. The public process associated with this proposed Official Plan amendment will be initiated this fall. We would therefore request that this aspect of the Master Plan not be finalized but be deferred until Regional Council has taken a position on the proposed amendment to the Regional Official Plan.

Airport Parkway weaving and merging problems

The Master Plan recommends that a functional design should be prepared as soon as possible to address the potential weaving and merging problems at the Airport Parkway (outbound). It is recommended that the design should also address site access for the existing and future developments

abutting the re-aligned Airport Parkway including ramps at existing Uplands/Alert Interchange. It is not clear from the Master Plan whether this is a RMOC or Airport Authority responsibility. It is my understanding that if the problems are located on lands controlled by the Airport Authority then it is their responsibility, if it is outside then it is our responsibility. Staff from the Region will consult with airport staff if any changes or modifications to regional facilities are being proposed.

New Road Link to Central Area

The Master Plan recommends that the Region should investigate a new link providing a connection from the north end of the Airport Parkway to the central core of the City of Ottawa.

There is no indication of how this might be accomplished. This roadway concept is not included in the new Regional Official Plan / Transportation Master Plan because of the potential impact on the community, the cost and the acceptance of a lower level of service in the central area in the Regional Official Plan and Transportation Master Plan. We would therefore request that this reference be removed from the Master Plan.

Other Transportation Improvements

It is noted that a number of internal improvements are required in stages which would be supported by traffic plans. The Master Plan identifies improvements to the Royal Route and a new signalized intersection at the Airport future access road (inbound) with the Royal Route. It is not clear if any of these changes would impact on the regional roads system. It is our position that any modifications such as intersection improvements / new signalized intersections with regional transportation infrastructure would be the financial responsibility of the Airport Authority.

The Master Plan process it is noted, confirmed the Regional Official Plan analyses (as contained within the Transportation Master Plan), which identify other improvements to the existing arterial road network which will be required within the Master Plan time frame as a result of current and planned regional growth.

These improvements include:

- a four lane Riverside Drive / River Road between Hunt Club Road and Limebank Road;
- six lane Hunt Club Road between Uplands Drive and Riverside Drive;
- a four lane Leitrim Road between Limebank Road and the Bowesville Road extension.

While the improvements to Hunt Club, Riverside Drive / River Road and the Bowesville Road extension to the Airport Parkway have been identified in the Regional Official Plan and Transportation Master Plan, the widening (from two to four lanes) and the re-alignment of Leitrim Road to potentially accommodate a new runway have not been identified.

2.7 Airport Operational Support Services

The Master Plan mentions that sanitary drainage for development of the Airport lands south of Runway 07/25 would require an outlet to the RMOC West Rideau Collector through the South Urban

Community development in the City of Gloucester. Further discussions would be required with municipal authorities to confirm the opportunity for a southerly connection.

I would advise that no airport lands were included as part of the sewer shed associated with the Gloucester part of the South Urban Community. However, to accommodate the southern expansion of the airport we would be prepared to explore other servicing options in conjunction with the City of Gloucester.

The Master Plan refers to storm drainage. Stormwater issues will have to be considered in the context of the Regional Official Plan policies on sub-watershed plans and site management plans.

2.8 Airport Environment and Environmental Impact

The Master Plan recognizes the designations of the Regional Official Plan regarding natural corridors and environmental areas in the Greenbelt and supports the possible commercial extraction of resource aggregate on the lands south of Leitrim Road which is in keeping with the Official Plan policy/designation on Sand and Gravel Resource Areas.

2.9 Noise Management Plan

Land Use Compatibility

As was mentioned in my comments on Section 2.3, we support the introduction of the Ottawa Airport Operating Influence Zone and associated development policies. Regional Council has agreed to include them in the new Regional Official Plan. These aircraft noise policies were recently approved by the Ontario Municipal Board.

Noise Management Program

Though not a direct land use issue staff support the existing noise management program which includes RMOC representation on a formal Noise Management Committee along with our counter-parts from the Cities of Ottawa, Gloucester and Nepean. In addition, staff support and are participating on an OMCIAA/Regional/Municipal Liaison Committee, at which land use compatibility issues are discussed. Both of these measures are useful methods to deal with aircraft noise issues.

2.10 Land Use / Ultimate Land Use Plan

The Ultimate Land Use Plan and Land Use Section are generally consistent with the designations and policies of the Regional Official Plan, except where noted above in our comments on other sections of the Master Plan.

Thank you for providing an opportunity to provide comments on this important initiative.

We look forward to working with you to make this proposed expansion plan a reality.

Yours sincerely,

Nick Tunnacliffe, MCIP, RPP
Commissioner of Planning and Development Approvals

JJP/

cc: Regional Chair
CAO, Region
Paul Benoit, President and CEO, OMCIAA,
Ian Stacey, P. Eng, General Manager, OC Transpo