

Our File/N/Réf. 11-96-0212
Your File/V/Réf.

DATE 11 February 1997

TO/DEST. The Chair and Members of Regional Council

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **NEW PROVINCIAL POLICY ON LAND USES AND
DEVELOPMENT NEAR AIRPORTS**

The following memorandum is for the information of the Chair and Regional Councillors.

The Province late last year requested comments on possible provincial land use policy options to protect the long-term economic viability of Ontario's major airports.

Planning and Environment Committee considered a staff report on this matter on 14 Jan 97 and recommended that Council approve an amended version of the Planning and Environment Committee recommendation.

Council considered the recommendations of the Planning and Environment Committee on 22 Jan 97, on the "Provincial Airport Policy Review-Policy Options", and referred the matter back to the Planning and Environment Committee for further discussion.

On 1 Feb. 97 the Province published in the Ontario Gazette, an Order-in-Council (102-97) which introduces an amendment to Policy 1.1.3. g) of the *Provincial Policy Statement*, under the *Planning Act*, to deal specifically with land use compatibility and aircraft noise (Annex A refers).

The Province's decision to proceed with a new policy on development near airports followed a 30-day consultation with the key stakeholders from the air transportation industry, the municipal sector, the development industry and the general public.

The Province plans to protect the economic interests of Ontario's major airports and the communities they serve by preventing new residential development and other sensitive land uses near certain airport lands.

Information Previously Distributed

To be listed on Planning and Environment
Committee Agenda of 25 February 1997

This new provincial policy took effect on 1 Feb. 97 and would apply to the Ottawa-Macdonald-Cartier International airport and the Carp airport in the Ottawa-Carleton region. Staff will investigate the impact of the new policy on land in Ottawa-Carleton and report to Council through the Planning and Environment Committee.

*Approved by
N. Tunnacliffe, MCIP, RPP*

Attach. (1)

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January 29, 1997

Dear Colleague:

I am pleased to announce this government has established a clear, concise policy on land uses and development near airports.

Effective February 1, 1997, the provincial policy is that new residential development and other noise-sensitive land uses will not be permitted in areas near airports above the 30 NEF/NEP noise contour. I have enclosed a copy of the revised Provincial Policy Statement (PPS), which includes the new policy, for your information.

In recognizing the importance of airports as economic generators to the province as well as the communities they serve, the government last fall initiated a review of the Province's existing land use planning policies on development near airports. Comments were received from over 110 stakeholders across Ontario representing the air transportation industry, municipalities, land developers and the public.

The government has listened. We are taking a balanced approach by strengthening the PPS and establishing 30 NEF/NEP as the new standard for the development of new residential and sensitive land uses near Ontario's 23 airports with approved noise mapping (see attached list). The new policy is not retroactive. It applies to land use planning and development applications under the Planning Act on lands near airports with noise maps.

For more information or additional copies of the revised Provincial Policy Statement, please contact:

Barbara Konyi, Manager, Planning Policy Branch
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Sincerely,

Al Leach
Minister

Enclosure

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2. Development other than resource activity and resource-based recreational activity will be restricted in the area adjacent to and surrounding municipalities unless:
 - the area forms part of a planning area; and
 - it has been determined, as part of a comprehensive planning exercise, that the impacts of growth will not place an undue strain on the *public service facilities* and *infrastructure* of the adjacent municipality.

1.1.2 Land requirements and land use patterns will be based on:

- a) the provision of sufficient land for industrial, commercial, residential, recreational, open space and institutional uses to promote employment opportunities, and for an appropriate range and mix of housing, to accommodate growth projected for a time horizon of up to 20 years. (However, where a longer time period has been established for specific areas of the Province as a result of a comprehensive provincial planning exercise, such as that coordinated by the Province in the Greater Toronto Area, that time frame may be used for upper and lower tier municipalities within the area);
- b) densities which:
 1. efficiently use land, resources, *infrastructure* and *public service facilities*;
 2. avoid the need for unnecessary and/or uneconomical expansion of *infrastructure*;
 3. support the use of public transit, in areas where it exists or is to be developed;
 4. are appropriate to the type of *sewage and water systems* which are planned or available; and
 5. take into account the applicable policies of Section 2: Resources, and Section 3: Public Health and Safety;
- c) the provision of a range of uses in areas which have existing or planned *infrastructure* to accommodate them;
- d) development standards which are cost effective and which will minimize land consumption and reduce servicing costs; and
- e) providing opportunities for redevelopment, intensification and revitalization in areas that have sufficient existing or planned *infrastructure*.

1.1.3 Long term economic prosperity will be supported by:

- a) making provisions such that *infrastructure* and *public service facilities* will be available to accommodate projected growth;
- b) providing a supply of land to meet long term requirements, in accordance with policy 1.1.2;
- c) providing for an efficient, cost-effective, reliable, *multi-modal transportation system* that is integrated with adjacent systems and those of other jurisdictions and is appropriate to address expected growth;
- d) conserving energy and water by providing for energy and water efficiency;
- e) maintaining the well-being of downtowns and mainstreets;
- f) optimizing the long-term availability and the use of agricultural and other resources; and
- g) planning so that major facilities (such as airports, transportation corridors, sewage treatment

facilities, waste management systems, industries and aggregate activities) and *sensitive land uses* are appropriately designed, buffered and/or separated from each other to prevent *adverse effects* from odour, noise and other contaminants.

To protect *airports* from incompatible development:

Added By
OIC 102-97

1. New residential *development* and other sensitive land uses will not be permitted in areas near *airports* above 30 NEF/NEP, as set out on maps (as revised from time to time) approved by Transport Canada: but
2. Redevelopment of existing residential uses and other sensitive land uses or infilling of residential and other sensitive land uses may be considered above 30 NEF/NEP if it has been demonstrated that there will be no negative impacts on the long-term function of the *airport*.

1.2 Housing

1.2.1 Provision will be made in all planning jurisdictions for a full range of housing types and densities to meet projected demographic and market requirements of current and future residents of the *housing market area* by:

- a) maintaining at all times at least a 10-year supply of land *designated and available* for new residential development and *residential intensification*;
- b) maintaining at all times, where new development is to occur, at least a 3-year supply of residential units with servicing capacity in draft approved or registered plans;
- c) encouraging housing forms and densities designed to be affordable to moderate and lower income households;
- d) encouraging all forms of *residential intensification* in parts of built-up areas that have sufficient existing or planned *infrastructure* to create a potential supply of new housing units available from *residential intensification*; and
- e) establishing cost-effective development standards for new residential development and redevelopment to reduce the cost of housing.

1.3 Infrastructure

1.3.1 SEWAGE AND WATER SYSTEMS

1.3.1.1 Planning for *sewage and water systems* will recognize that:

- a) *full municipal sewage and water services* are the preferred form of servicing for urban areas and rural settlement areas. In areas serviced by *full municipal sewage and water services*, lot creation will be permitted only if sufficient *reserve water and sewage plant capacity* will be available to accommodate it;
- b) *communal services* are the preferred means of servicing multiple lots/units in areas where *full municipal sewage and water services* are not or cannot be provided, where site conditions are suitable over the long term; and

DEFINITIONS

Adjacent lands:

means those lands, contiguous to a specific natural heritage feature or area, where it is likely that *development* or *site alteration* would have a *negative impact* on the feature or area. The extent of the adjacent lands may be recommended by the Province or based on municipal approaches which achieve the same objectives.

Adverse effects:

as defined in the Environmental Protection Act, means one or more of:

- impairment of the quality of the natural environment for any use that can be made of it;
- injury or damage to property or plant and animal life;
- harm or material discomfort to any person;
- an adverse effect on the health of any person;
- impairment of the safety of any person;
- rendering any property or plant or animal life unfit for use by humans;
- loss of enjoyment of normal use of property; and
- interference with normal conduct of business.

Agricultural uses:

means the growing of crops, including nursery and horticultural crops; raising of livestock and other animals for food, or fur, including poultry and fish; aquaculture; agro-forestry; maple syrup production; and associated on-farm buildings and structures.

Agriculture-related uses:

means those farm related commercial and farm-related industrial uses that are small scale and directly related to the farm operation and are required in close proximity to the farm operation.

Airports:

Added By
OIC 102-97

means all Ontario airports, including designated lands for future airports, with Noise Exposure Forecast (NEF)/Noise Exposure Projection (NEP) mapping.

Areas of archaeological potential:

means areas with medium or high potential for the discovery of archaeological resources. This potential is based on the presence of a wide range of geographic and historical features which influenced past settlement. Archaeological potential is confirmed through archaeological assessment.

Areas of mineral potential:

means areas favourable to the discovery of mineral deposits due to geology, the presence of known mineral deposits or other technical evidence. Areas of mineral potential are identified using accepted scientific methodology.

Areas of natural and scientific interest (ANSI):

means areas of land and water containing natural landscapes or features that have been identified as having life science or earth science values related to protection, scientific study, or education.

Built heritage resources:

means one or more buildings, structures, monuments, installations, or remains associated with architectural, cultural, social, political, economic, or military history, and identified as being important to a community.

Cultural heritage landscape:

means a defined geographical area of heritage significance which has been modified by human activities. Such an area is valued by a community, and is of significance to the understanding of the history of a people or place.

Defined portions of a dynamic beach:

means those portions of the dynamic beach which are highly unstable and/or critical to the natural protection and maintenance of the first main dune feature and/or beach profile, where any *development* or *site alteration* would create or aggravate *flooding* or *erosion hazards*, cause updrift and/or downdrift impacts and/or cause adverse environmental impacts.

Defined portions of the one hundred year flood level along connecting channels:

means those areas which are critical to the conveyance of the flows associated with the *one hundred year flood level* along the St. Mary's, St. Clair, Detroit, Niagara and St. Lawrence Rivers, where *development* or *site alteration* will create *flooding hazards*, cause updrift and/or downdrift impacts and/or cause adverse environmental impacts.

Deposits of mineral aggregates:

means an area of identified *mineral aggregates* that has a sufficient quantity and quality to warrant present or future extraction.

Designated and available:

means, for the purposes of Policy 1.2.1a), designated in the official plan for urban residential use. For municipalities where more detailed official plan policies (eg. secondary plans) are required before development applications can be considered for approval, only lands that have at least begun the more detailed planning process are considered to be designated for the purposes of this definition.

Development:

means the creation of a new lot, a change in land use, or the construction of buildings and structures, requiring approval under the Planning Act; but does not include activities that create or maintain *infrastructure* authorized under an environmental assessment process; or works subject to the Drainage Act.

Background Information:

List of Airports with NEF/NEP Maps

February 3, 1997

NEF MAPS

NEP MAPS

Brantford
Buttonville
Carp
Hamilton
Kingston
London
Maple
North Bay
Ottawa
Pembroke
Pickering
Sarnia
Sault Ste. Marie
Sioux Lookout
Sudbury
Thunder Bay
Toronto (Pearson)
Toronto Island (City Centre)
C.F.B. Trenton
Waterloo-Guelph
Warton
Windsor

Oshawa
Ottawa
Toronto (Pearson)
Markham

Background Information:

How is Noise Measured?

February 3, 1997

Two different methods can be used to assess the effect of airport noise on a community. The first method calculates the total accumulation of noise during a representative day, where results are displayed by a set of contours drawn on a map of the community. The second method assesses the noise created by the flight of a single aircraft. The first method is used to assess long term annoyance due to aircraft noise. The second method provides assessment of noise from a specific aircraft type only.

Noise Exposure Forecast System (NEF)

Transport Canada uses the Noise Exposure Forecast System to produce contour maps. Noise contours are calculated using data such as the noise emitted by various types of aircraft, the number and time of day of flights, flight paths and aircraft operating procedures, and the distance from the aircraft.

Noise contour maps provide a guideline for land use and a general indication of the anticipated level of aircraft noise. Specific conditions on a given day or created by a particular flight can produce a different noise pattern. For example, hot humid weather, wind, aircraft mix and flight path violations can contribute to daily variations from the established contours. It should also be noted that noise is a relative term and specific noise levels do not disturb all people to the same degree.

Three types of noise contours are produced. The NEF contours are based on forecasts five to ten years in the future. The Noise Exposure Projection (NEP) contours consider projections up to twenty years. NEF and NEP contour maps are used to encourage compatible land-use planning in the vicinity of airports. They are revised only when changes to the forecast assumptions or operational procedures are considered to be long-lasting. Planning contours are produced to investigate the impact of additional runways, changes in the types of aircraft or changes in flight paths.

The 1996 Pearson NEP (prepared in 1984) and the 2000 Pearson NEF (prepared in 1994) are contours currently used by area municipalities for land-use planning.

Maps produced by Transport Canada illustrate contours for five noise levels: 40, 35, 30, 28 and 25 NEF. Industrial and commercial activities are feasible in most of these zones.

Source: Transport Canada

Ottawa-Macdonald-Cartier International Airport Economic and Employment Impact 1995

Here are the annual economic impacts of Ottawa-Macdonald-Cartier International Airport as of December 1995.

<u>Type of Impact</u>	<u>Economic Output</u>	<u>GDP</u>	<u>Jobs</u>
Direct	\$240 M	\$121 M	2,852
Indirect	\$195 M	\$ 81 M	1,781
Induced	\$270 M	\$105 M	1,826
Total	\$705 M	\$307 M	6,459

- The airport accounts for 2,852 direct jobs in the local economy. The direct economic impact of this employment base is \$121 million in GDP and \$240 million in economic output.

- Since 1990 the airport's employment has grown by 20% in terms of jobs despite a nation-wide decrease in annual domestic passengers and aircraft movements.

- Virtually all of the employment at the airport is permanent rather than seasonal.

Source: Transport Canada