9. Land Use Constraints Amendment and Leitrim Road Realignment; Elevation of Annex 10 within the Official Plan

Modification des restrictions d'utilisation du sol et modification du tracé du chemin Leitrim; intégration de l'appendice 10 dans le Plan officiel

Committee Recommendations

That Council:

- 1. amend Annex 10 in the Official Plan as illustrated in Document 1;
- 2. amend the Official Plan as detailed in Document 2 to:
 - a) make Annex 10 part of the Plan;
 - b) replace references to 'Schedule K with a reference to Annex 10 in in the City's policies dealing with Airport noise;
 - c) remove the Airport Vicinity Development and Airport
 Operating Influence Zones from Schedule K Environmental
 Constraints.
- 3. approve amendments to the Comprehensive Zoning By-law Schedule 6 to revise the Airport Operating Influence Zone as detailed in Document 3;
- 4. approve amendments to the Environmental Noise Control Guidelines as detailed in Document 4 to replace or remove references to 'Schedule K' with 'Annex 10' as appropriate.

Recommandations du Comité

Que le Conseil :

- modifie l'appendice 10 du Plan officiel, comme l'illustre le document
 1;
- 2. modifie le Plan officiel, comme l'expose en détail le document 2, de la manière suivante :
 - a) en intégrant l'appendice 10 au Plan;

- b) en remplaçant les références à l'« annexe K » par une référence à l'appendice 10 dans les politiques de la Ville relatives au bruit des aéroports;
- c) en supprimant la Zone d'aménagement dans le voisinage de l'aéroport et la Zone d'influence d'exploitation de l'aéroport de l'annexe K Contraintes écologiques.
- 3. approuve des modifications à l'annexe 6 du Règlement de zonage général, de manière à réviser la Zone d'influence d'exploitation de l'aéroport, comme l'expose en détail le document 3;
- 4. approuve des modifications aux Lignes directrices sur la lutte contre le bruit environnemental, comme l'expose en détail le document 4, de manière à remplacer ou à supprimer, selon le cas, les références à l' « annexe K » par une référence à l'appendice 10.

<u>Documentation / Documentation</u>

- Director's report, Economic Development and Long Range Planning, Planning, Infrastructure and Economic Development Department, dated June 11, 2019 (ACS2019-PIE-EPD-0030)
 - Rapport de la directrice, Services du développement économique et planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 11 juin 2019 (ACS2019-PIE-EPD-0030)
- 2. Summary of Written and Oral Submissions to be issued separately with the Council agenda for its meeting of August 28, 2019, in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the *Planning Act* 'Explanation Requirements' at the City Council meeting of July 10, 2019".

Résumé des observations écrites et orales à distribuer séparément avec l'ordre du jour de la réunion du 28 août 2019 du Conseil, dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire* à la réunion du Conseil municipal prévue le 10 juillet 2019 ».

Report to Rapport au:

Planning Committee Comité de l'urbanisme 27 June 2019 / 27 juin 2019

and Council et au Conseil 10 July 2019 / 10 juillet 2019

Submitted on 11 June 2019 Soumis le 11 juin 2019

Submitted by
Soumis par:
Don Herweyer,
Director / Directeur

Economic Development and Long Range Planning / Services du développement économique et planification

Planning, Infrastructure and Economic Development Department / Direction générale de la planification, de l'infrastructure et du développement économique

Contact Person

Personne ressource:

Robin van de Lande, Planner / Urbaniste, Community Planning / Politiques de la planification

613-580-2424, 43011, robin.vandelande@ottawa.ca

Ward: CITY WIDE / À L'ÉCHELLE DE LA File Number: ACS2019-PIE-EDP-0030

VILLE

SUBJECT: Land Use Constraints Amendment and Leitrim Road Realignment; Elevation of Annex 10 within the Official Plan

OBJET: Modification des restrictions d'utilisation du sol et modification du tracé du chemin Leitrim; intégration de l'appendice 10 dans le Plan officiel

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council:
 - 1. Amend Annex 10 in the Official Plan as illustrated in Document 1;
 - 2. Amend the Official Plan as detailed in Document 2 to:
 - a) make Annex 10 part of the Plan;
 - b) replace references to 'Schedule K with a reference to Annex 10 in in the City's policies dealing with Airport noise;
 - c) Remove the Airport Vicinity Development and Airport
 Operating Influence Zones from Schedule K Environmental
 Constraints.
 - 3. Approve amendments to the Comprehensive Zoning By-law Schedule 6 to revise the Airport Operating Influence Zone as detailed in Document 3:
 - 4. Approve amendments to the Environmental Noise Control Guidelines as detailed in Document 4 to replace or remove references to 'Schedule K' with 'Annex 10' as appropriate.
- 2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the *Planning Act* 'Explanation Requirements' at the City Council Meeting of 10 July 2019," subject to submissions received between the publication of this report and the time of Council's decision

RECOMMANDATIONS DU RAPPORT

- 1. Que le Comité de l'urbanisme recommande au Conseil :
 - 1. de modifier l'appendice 10 du Plan officiel, comme l'illustre le document 1;
 - 2. de modifier le Plan officiel, comme l'expose en détail le document 2, de la manière suivante :
 - a) en intégrant l'appendice 10 au Plan;
 - b) en remplaçant les références à l'« annexe K » par une référence à l'appendice 10 dans les politiques de la Ville relatives au bruit des aéroports;
 - c) en supprimant la Zone d'aménagement dans le voisinage de l'aéroport et la Zone d'influence d'exploitation de l'aéroport de l'annexe K Contraintes écologiques.
 - 3. d'approuver des modifications à l'annexe 6 du Règlement de zonage général, de manière à réviser la Zone d'influence d'exploitation de l'aéroport, comme l'expose en détail le document 3;
 - 4. d'approuver des modifications aux Lignes directrices sur la lutte contre le bruit environnemental, comme l'expose en détail le document 4, de manière à remplacer ou à supprimer, selon le cas, les références à l' « annexe K » par une référence à l'appendice 10.
- 2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et de l'avocat général et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la Loi sur l'aménagement du territoire, à la réunion du Conseil municipal prévue le 10 juillet 2019 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

EXECUTIVE SUMMARY

This report recommends the City update the Airport Operating Influence Zone and the 25-composite line mapping in the Official Plan and Comprehensive Zoning By-law around the Macdonald-Cartier International Airport. This change is based on the recently approved future alignment of Leitrim Road (see Transportation Committee Report ACS2018-TSD-PLN-0003). The report also recommends amendments to the Plan to make Annex 10 the sole illustration of land use constraints due to aviation. This requires the elevation of Annex 10 to form part of the Official Plan, the removal of the noise constraint contours from Schedule K and changes the policy references in the Official Plan, Zoning By-law and Environmental Noise Control Guidelines.

Assumption and Analysis

The changes to the composite lines on Annex 10 in the Official Plan and Schedule 6 of the Comprehensive Zoning By-law have already been implemented by the Macdonald-Cartier International Airport Authority and are based on the results of the approved environmental assessment for the realignment of Leitrim Road (ACS2018-TSD-PLN-0003).

Public Consultation/Input

Consultation on proposed amendments was completed in accordance with the City's Public Consultation Guidelines. Proposed direction was posted on the Development Applications ("devapps") web page in May 2019 following standard newspaper advertising. Circulation was also completed to all community associations, development industry associations and individual landowners who would have their lands newly delineated within the Airport Operating Influence Zone.

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The changes to the composite lines on Annex 10 in the Official Plan and Schedule 6 of the Comprehensive Zoning By-law have already been implemented by the Macdonald-Cartier International Airport Authority and are based on the results of the approved Environmental Assessment for the realignment of Leitrim Road (ACS2018-TSD-PLN-0003).

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RÉSUMÉ

Le présent rapport recommande que la Ville mette à jour la Zone d'influence d'exploitation de l'aéroport et la courbe de bruit en composite 25 du Plan officiel et du Règlement de zonage général autour de l'aéroport international Macdonald-Cartier. Cette modification est fondée sur le futur tracé du chemin Leitrim, récemment approuvé (rapport ACS2018-TSD-PLN-0003 du Comité des transports). Le rapport recommande également des modifications au Plan officiel, de manière à faire de l'appendice 10 la seule illustration des restrictions d'utilisation du sol attribuables à l'aviation. Il faut pour cela intégrer l'appendice 10 au Plan officiel, supprimer les courbes de restrictions relatives au bruit de l'annexe K, et modifier les références de politiques du Plan officiel, du Règlement de zonage et des Lignes directrices sur la lutte contre le bruit environnemental.

Hypothèse et analyse

Les modifications aux courbes de bruit en composite de l'appendice 10 du Plan officiel et de l'annexe 6 du Règlement de zonage général sont déjà appliquées par l'Administration de l'aéroport international Macdonald-Cartier. Elles sont fondées sur les résultats de l'évaluation environnementale qui a été approuvée pour la modification du tracé du chemin Leitrim (ACS2018-TSD-PLN-0003).

Consultation publique et commentaires

La consultation relative aux modifications proposées a été effectuée conformément aux directives de la Ville sur la consultation publique. L'orientation proposée a été affichée sur la page Web des demandes d'aménagement (« demdam ») en mai 2019, après la période habituelle d'annonce dans les journaux. Une diffusion de cette information a également été effectuée auprès de toutes les *associations* communautaires et du secteur de l'aménagement, des propriétaires dont le bien-fonds a fait l'objet d'une nouvelle délimitation dans la Zone d'influence d'exploitation de l'aéroport.

BACKGROUND

The Ottawa Macdonald-Cartier International Airport is a vital economic generator for the National Capital Region and is also an important contributor to both the provincial and national economies. The international airport, which operates 24 hours a day, every day of the year, links Ottawa to major Canadian and American cities and international destinations. More than 4.5 million passengers use the airport each year and the annual economic impact of the Macdonald-Cartier International Airport is greater than a \$1 billion and growing (ACS2012-CMR-OCM-0005).

The city also has two smaller airports without control towers (known as aerodromes in federal legislation) that allow for growth in civil aviation. They are the Carp Airport and the Rockcliffe Airport at the Canadian Aviation and Space Museum. These airports, as well as the smaller general aviation runways at Macdonald-Cartier, have active civil aviation clubs and flight schools where the next generation of professional pilots are trained.

Guided by federal and provincial legislation, policies and regulations the long-term viability of airports and aviation noise policies are addressed with provisions in the City's Official Plan, the Zoning By-law, and the Environmental Noise Control Guidelines. Application of these provisions relies on up-to-date mapping of areas within the city that are affected by aviation activities and noise.

Airport Noise Mapping in the Official Plan and Zoning By-law is derived from mapping prepared by the Macdonald-Cartier International Airport Authority and approved by NavCanada. This mapping was last updated in 2016 (see report ACS2017-PIE-EDP-0018).

Although certain noise control areas are illustrated at a small scale on Schedule K of the Official Plan and at a larger scale on Schedule 6 of the Zoning By-law the most detailed mapping in the Official Plan is found on Annex 10. There are four concentric noise contour areas around the Macdonald-Cartier Airport illustrated on Annex 10. From outermost to innermost they are:

- The Airport Vicinity Development Zone (AVDZ);
- The 25 Line;
- The Airport Operating Influence Zone (AOIZ); and
- The 35 Line.

Based on the relative distance from the airport and beneath flight paths, each of the successive composite contour areas has fewer restrictions to building and development because of the diminished noise levels further from aircraft movements. Each of the four lines, are currently shown as 'composite' lines on Annex 10. Composite lines are derived from the modeled noise contour where the line has been adjusted based on the most restrictive of the Noise Exposure Projection (NEP) and Noise Exposure Forecast (NEF) and with recognition of existing natural and built features, historical and current land tenure and property boundaries*. Practice has shown that composite lines have very practical application in land use planning because the boundaries are readily interpreted and applied by the City, agencies, the Airport, the development industry and the public. They have also been shown to allow for better success in long-term land use decision making.

The primary purpose of this report is to update the AOIZ and 25 composite lines around the airport as they are illustrated in the Official Plan and Zoning By-law based on recently approved changes to the future alignment of Leitrim Road. This update also necessitates an update to the Airport Noise Mapping provided in the Environmental Noise Control Guidelines.

A secondary purpose of this report is to make changes to the Plan to make Annex 10 the sole illustration of land use constraints due to aviation.

^{*} The AVDZ is slightly different as it is a composite line that incorporates the take-off, approach, strip, outer and transitional surfaces as well as the bird hazard zone as it is defined in the Federal Ottawa Macdonald-Cartier International Airport Zoning Regulations (2010).

DISCUSSION

This report recommends an update the AOIZ and 25 composite lines around the airport as they are illustrated in the Official Plan and Zoning By-law. This update is based on the recently approved future alignment of Leitrim Road (see Transportation Committee Report ACS2018-TSD-PLN-0003). A secondary purpose of this report is to make changes to the Plan to make Annex 10 the sole illustration of land use constraints due to aviation. Finally, these changes will result in some changes to text references in the Official Plan, Zoning By-law and Environmental Noise Control Guidelines.

Amendments to Official Plan Annex 10 and Schedule 6 Composite Lines

Recently approved changes to the future alignment of Leitrim Road through the Environmental Assessment process lead the City, in association with the Macdonald-Cartier Airport Authority, to recommend changes to the Composite Noise Mapping of Land Use Constraints due to Aircraft in the Official Plan, Comprehensive Zoning By-law and Environmental Noise Control Guidelines. The proposed changes are illustrated in Document 1 and Document 3.

The proposed changes will adjust the AOIZ composite line to match the future alignment of Leitrim Road. This change primarily affects two landowners. The first landowner is the City. The City will have lands (which are designated employment) brought into the AOIZ area. The adjustment of the line will not have any effect on the permitted land uses and is neutral in impact.

The second landowner is Tartan Homes. The mapping changes will place Tartan's lands outside the new AOIZ line. Tartan's land remains affected by traffic noise from the realigned Leitrim [arterial] Road. Also, Tartan's land will be subject to an updated NEP/NEF 25 composite line will require warning clauses, that the lands are impacted by aviation noise, to be added on title and notification during purchase / sale agreements.

City staff, as well as representatives from Tartan homes and the Macdonald-Cartier International Airport Authority have agreed that the amendments to Annex 10 are consistent with the most current NEP/NEP mapping, the recommendations of the Leitrim Road Realignment Class Environmental Assessment Also the parties agree that the changes are consistent with policies in the Provincial Policy Statement and the Official Plan.

The amendments to Annex 10 would also add the mapping of the Rockcliffe and Carp Airports in two inset maps (see Document 2). The two airports are currently illustrated on the city-wide Schedule K but at a less informative scale. The addition of two inset maps of the airports on Annex 10 will provide more detailed mapping of lands affected by aviation noise and allow for an associated amendment to elevate Annex 10 to be part of the Official Plan document and to remove the less useful mapping from Schedule K.

Repeal of Land use Constraints Due to Aircraft Mapping from Schedule K

Aircraft Noise Mapping in the Official Plan is currently illustrated on both Schedule K and Annex 10. Annex 10 illustrates all four of the noise composite lines (and following this amendment insets of the Rockcliffe and Carp Airports). With the provision of more detail on Annex 10, staff is recommending that the Land use Constraints Due to Aircraft Mapping be removed from Schedule K. This would make the clearer mapping of Annex 10 the sole illustration of Land Use Constraints from Aviation Noise in the Official Plan.

Amendments to the Text of the Plan

The mapping changes recommended above necessitate two types of amendment to the text of the Official Plan.

The first is a specific amendment to Policy 5.4.2 to add Annex 10 as a component part of the Official Plan. This amendment is necessary in order elevate the status of Annex 10 under the Plan. The change has no effect over the existing planning framework but will help to ensure that there is greater clarity regarding applicable Aviation Noise Mapping under the Plan.

The second s a general text amendment to various sections of the Official Plan to correct or substitute existing references to noise contours on Schedule K for references to Annex 10.

Amendments to the Comprehensive Zoning By-law Schedule 6

Schedule 6 in the Zoning By-law illustrates the location of the Airport Operating Influence Zone and Airport Vicinity Development zone near the Macdonald-Cartier International Airport for zoning purposes. The proposed amendment in Document 3 will amend Schedule 6 of the Zoning By-law to be consistent with changes to Annex 10 in the Official Plan.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

RURAL IMPLICATIONS

Amendments to the Official Plan recommended in this report do not impact rural residents.

CONSULTATION

Consultation on proposed amendments was completed in accordance with the City's Public Consultation Guidelines. Proposed direction was posted on the Development Applications ("devapps") web page in May 2019 following standard newspaper advertising. Circulation was also completed to all community associations, development industry associations and, where recommended by Councillors, individual landowners.

COMMENTS BY THE WARD COUNCILLORS

This is a city-wide report – not applicable.

LEGAL IMPLICATIONS

There are no legal impediments to the adoption of the recommendations in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications of this report

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

ENVIRONMENTAL IMPLICATIONS

This report updates Aviation Noise Mapping under the Plan. This mapping will improve interpretation of land use constraints and therefore protection of residents from the potential health impacts of aviation noise.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Economic Prosperity;
- Healthy and Caring Communities;
- and Planning and Decision-Making

APPLICATION PROCESS TIMELINE STATUS

The application is City sponsored and therefore not subject to the application process timelines applicable to private amendments.

SUPPORTING DOCUMENTATION

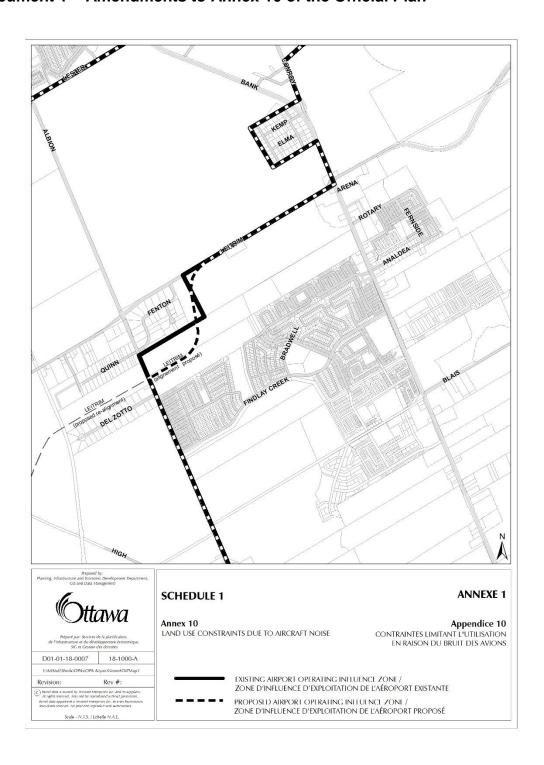
- Document 1 Amendments to Annex 10 of the Official Plan
- Document 2 Amendments to the Official Plan
- Document 3 Amendments to Schedule 6 of the Comprehensive Zoning By-law
- Document 4 Updates to the Environmental Noise Control Guidelines

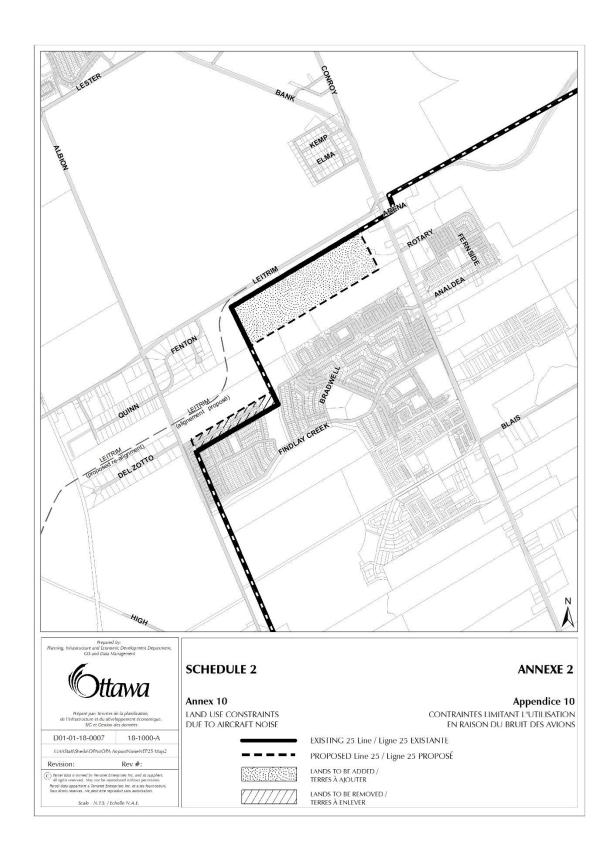
DISPOSITION

Planning, Infrastructure and Economic Development Department to prepare the implementing by-law, forward to Legal Services and undertake the statutory notification.

Legal Services to forward the implementing by-law to City Council.

Document 1 – Amendments to Annex 10 of the Official Plan





Document 2 – Official Plan Amendment XX to the Official Plan for the City of Ottawa

INDEX

THE STATEMENT OF COMPONENTS

PART A – THE PREAMBLE

PURPOSE

LOCATION

BASIS

PART B - THE AMENDMENT

INTRODUCTION

DETAILS OF THE AMENDMENT

IMPLEMENTATION AND INTERPRETATION

SCHEDULE OF AMENDMENT XX – OFFICIAL PLAN FOR THE CITY OF OTTAWA

PART A - THE PREAMBLE

PART A – THE PREAMBLE introduces the actual amendment but does not constitute part of Amendment No. XX to the Official Plan for the City of Ottawa.

PART B – THE AMENDMENT constitutes Amendment XX to the Official Plan for the City of Ottawa.

Purpose

The purpose of these amendments is to:

- Recognize Annex 10 as being part of the Official Plan document;
- Remove "Land Use Constraints from Aircraft Noise" from Schedule K of the Official Plan;
- Amend the text of the Official Plan, dealing with airport noise contours, to replace references to Schedule K with references to Annex 10.

Location

The Official Plan Amendment (file number D01-01-18-0007) affects new development and redevelopment in proximity to the Macdonald-Cartier International Airport as well as the Rockcliffe and Carp Airports. Airport areas are currently shown on Schedule K and Annex 10 of the Official Plan and on Schedule 6 of the Comprehensive Zoning By-law.

Basis

The basis for this amendment is the need to apply Mapping of Aviation Noise in the Official Plan. Recent changes to the mapping of the Airport Operating Influence Zone and 25 composite lines as they are illustrated in in the Official Plan are based on recently approved changes to the future alignment of Leitrim Road.

This report will also make changes to the Plan to make Annex 10 the sole illustration of land use constraints due to aviation. This will simplify Schedule K and provide for greater clarity as to what policies apply in relation to development around the airports in the city.

Background

Guided by federal and provincial legislation, policies and regulations the long-term viability of airports and aviation noise policies are addressed with provisions in the City's Official Plan, the Zoning By-law, and the Environmental Noise Control Guidelines. Application of these provisions relies on up-to-date mapping of areas within the city that are affected by aviation activities and noise. This mapping is derived from mapping prepared by the Macdonald Cartier International Airport Authority and approved by NavCanada. This mapping was last updated in 2016 (see report ACS2017-PIE-EDP-0018).

Although certain noise control areas are illustrated at a small scale on Schedule K of the Official Plan and at a larger scale on Schedule 6 of the Zoning By-law the most detailed mapping in the Official Plan is found on Annex 10. There are four concentric noise contour areas around the Macdonald-Cartier Airport illustrated on Annex 10. From outermost to innermost they are:

- The Airport Vicinity Development Zone (AVDZ);
- The 25 Line;
- The Airport Operating Influence Zone (AOIZ); and
- The 35 Line.

Practice has shown that composite lines have a very practical application in land use planning because the boundaries are readily interpreted and applied by the City, agencies, the airport, the development industry and the public. They have also been shown to allow for better success in long-term land use decision making.

Rationale

Recently approved changes to the future alignment of Leitrim Road through the Environmental Assessment lead by the City, in association with the Macdonald Cartier Airport Authority, to recommend changes to the composite Noise Mapping of Land Use Constraints Due to Aircraft in the Official Plan, Comprehensive Zoning By-law.

Aircraft Noise Mapping in the Official Plan is currently illustrated on both Schedule K and Annex 10. Annex 10 illustrates all four of the noise composite lines (and following this amendment insets of the Rockcliffe and Carp Airports). With the provision of more

Planning Committee Report 10 July 10, 2019 255

Comité de l'urbanisme Rapport 10 le 10 juillet 2019

detail in Annex 10 it recommended that the Land use Constraints Due to Aircraft Mapping be removed from Schedule K. This would make the detailed and complete mapping of Annex 10, the sole illustration of Land Use Constraints from aviation noise in the Official Plan.

PART B – THE AMENDMENT

1. Introduction

All of this part of this document entitled Part B – The Amendment consisting of the following text constitutes Amendment No. XX to the Official Plan for the City of Ottawa.

2. Details

The following changes are hereby made to the Official Plan for the City of Ottawa:

- 2.1 In Section 5.4 Interpretation of the Official Plan, Policy 2, add the words "Annex 10," following the words "Annexes 8A to 8D";
- 2.2 On Schedule K Environmental Constraints remove illustration and legend references to Land Use Constraints from Aircraft including the Airport Vicinity Development Zone, Ottawa Airport Operating Influence Zone and Carp and Rockcliffe airports;
- 2.3 Section 4.8 Protection of Health and Safety. Amend the table with additional text (underlined) and removing text (strikeout) as shown below:

Section 4.8.6	Noise control feasibility	Ottawa Airport Operating
	study; Noise control	Influence Zone and Ottawa
	detailed study; Airport	Airport Vicinity
	zoning requirements	Development Zone
		designated on Schedule K
		Annex 10

- 2.4 Section 4.8.6 Land-Use Constraints Due to Airport and Aircraft Operations:
 - a. Replace all references to Schedule K in the preamble, Policy 1 and Policy 11 with a reference to Annex 10.

3. Implementation and Interpretation:

Implementation and interpretation of this Amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.

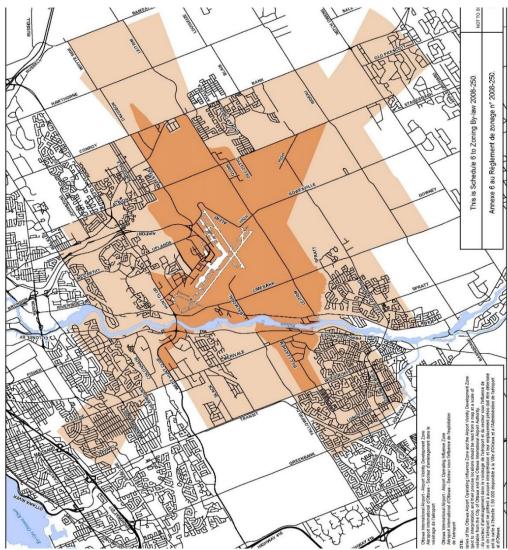
Report 10

July 10, 2019

Document 3 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for lands in proximity to the Macdonald-Cartier International Airport, Rockcliffe Airport and Carp Airport as shown on Annex 10 of the Official Plan:

1. Replace Schedule 6 of the Comprehensive Zoning By-law with the revised Schedule 6 below:



Document 4 - Proposed Amendments to the Environmental Noise Control **Guidelines**

Details

The following changes are hereby made to the City's Environmental Noise Control Guidelines (2016).

a) In the Environmental Noise Control Guidelines replace reference to "Schedule K" in the Official Plan with "Annex 10" as necessary.