



Report to: Development Services Committee

Meeting Date: September 16, 2025

SUBJECT: Recommendation Report, CF/OT Buttonville Properties Inc., Applications for Official Plan and Zoning By-law Amendment, and Draft Plan of Subdivision to permit employment uses on the lands located at 2833 16th Avenue (Ward 2), File PLAN 23 128636

PREPARED BY: Rick Cefaratti, MCIP, RPP, Acting Manager, West District, Extension 3675

REVIEWED BY: Stephen Lue, MCIP, RPP, Senior Development Manager, Extension 2620

RECOMMENDATION:

1. THAT the September 16, 2025, report titled, "RECOMMENDATION REPORT, CF/OT Buttonville Properties Inc., Applications for Official Plan and Zoning By-law Amendment, and Draft Plan of Subdivision to permit employment uses on the lands located at 2833 16th Avenue (Ward 2), File PLAN 23 128636, be received;
2. THAT the Official Plan Amendment application submitted by CF/OT Buttonville Properties Inc., be approved and that the draft Official Plan Amendments, attached hereto as Appendix 'A' and 'B', be finalized and brought forward to a future Council meeting to be adopted without further notice;
3. THAT the Zoning By-law Amendment application submitted by CF/OT Buttonville Properties Inc., be approved and that the draft Zoning By-law Amendment, attached hereto as Appendix 'C', be finalized, and brought forward to a future Council meeting to be enacted without further notice;
4. THAT Draft Plan of Subdivision 19TM-23006 submitted by CF/OT Buttonville Properties Inc., be approved, in principle, subject to the conditions set out in Appendix 'D';
5. THAT the Director of Planning and Urban Design or designate, be the delegated authority to issue Draft Plan Approval, subject to the conditions set out in Appendix 'D', as may be amended by the Director of Planning and Urban Design or designate;
6. THAT Draft Plan Approval for Draft Plan of Subdivision 19TM-23006 will lapse after a period of three years from the date of Council approval in the event that a Subdivision Agreement is not executed within that period;
7. AND THAT Staff be authorized and directed to do all things necessary to give effect to this resolution.

EXECUTIVE SUMMARY:

This report recommends approval of the applications for Official Plan and Zoning By-law Amendment and a Draft Plan of Subdivision (the "Applications") submitted by CF/OT Buttonville Properties Inc. (the "Owner"), to permit the phased redevelopment of the former Buttonville Airport property for employment uses (the "Proposed Development") on the south side of 16th Avenue, between Highway 404 and Renfrew Drive, and the north side of Valleywood Drive (the "Subject Lands"). Staff consider the lands appropriate for employment uses. The Owner has demonstrated

that the proposed amendments to the Official Plan and Zoning By-law are consistent with the intent of provincial policy, the York Region Official Plan, and the Markham Official Plan 2014.

PURPOSE:

This report recommends approval of the Applications submitted by the Owner to permit employment uses on the Subject Lands.

PROCESS TO DATE:

- June 30, 2023: Staff deemed the Applications complete
- October 10, 2023: Statutory Public Meeting held

The 120-day period set out in the Planning Act before the Owner can appeal the Applications to the Ontario Land Tribunal (“OLT”) for a non-decision ended on October 28, 2023. Accordingly, the Owner can appeal the Applications to the OLT.

If the DSC supports the Applications, the planning process will include the following steps:

- Approval and adoption of the Official Plan and Zoning By-law Amendment instruments at a future Council Meeting
- Issuance of Draft Plan of Subdivision Approval by Staff
- Clearing the Draft Plan of Subdivision conditions (see Appendix ‘C’) by the Owner
- Execution of a Subdivision Agreement(s) with the City, followed by Draft Plan registration
- Submission and approval of a future Site Plan application for Phase 1

BACKGROUND:

Figure 2 shows the 68.34 ha (168.87 ac) Subject Lands, which are municipally known as 2833 16th Avenue and 330 Allstate Parkway. The Subject Lands have approximately 570 m of direct frontage along 16th Avenue and previously occupied by the Buttonville Municipal Airport, as shown on Figures 1 to 3. The Subject Lands are currently vacant.

Proposed Amendments to the 2014 Markham Official Plan (the “2014 MOP”)

The Owner has an outstanding appeal on the 2014 MOP which means the policies on the site are not currently in force. That said, the Owner proposes to amend the Official Plan to permit the Proposed Development without a new Secondary Plan, which the 2014 MOP requires to determine future land uses. The Owner intends to redevelop the Subject Lands in accordance with the “Business Park Employment” designation of the 2014 MOP and redesignate a portion of the Subject Lands along the eastern property boundary from “Business Park Employment” to “Greenway”, along the Rouge River valley.

Required Amendment to the 1987 Markham Official Plan (the “1987 MOP”)

Staff note that since the Owner appealed the above noted 2014 MOP policies to the Ontario Municipal Board (now the Ontario Land Tribunal), an amendment to the 1987 MOP is also required to remove specific policies relating to the decommissioned Buttonville Airport.

The Owner proposes to rezone a portion of the Subject Lands adjacent to 16th Avenue from “Transportation” under By-law 304-87 to “Business Park” under By-law 177-96, as amended

The purpose of the proposed amendment to the Zoning By-law is to permit “Employment” uses on the area of Block 1 on the Draft Plan of Subdivision, in accordance with the Business Park

Employment policies of the 2014 MOP. The remaining area of the Subject Lands were already rezoned for “Employment” uses when the City’s Comprehensive Zoning By-law 2024-19 (the “CZBL”) was approved as shown on Figure 2, Staff note that since the Owner has an outstanding site specific appeal to the CZBL for Block 1, this portion of the Subject Lands is proposed to be rezoned in the interim to a Business Park (Employment) zone under By-law 177-96, as amended. Once the above noted appeal to the CZBL is either settled or withdrawn, Block 1 can be rezoned to an Employment, Business Park Zone under By-law 2024-19 to be consistent with the remaining portions of the Subject Lands.

To advance the Proposed Development a Draft Plan of Subdivision is required

The Owner submitted a Draft Plan of Subdivision to establish two development blocks, a stormwater management block, the Highway 404 widening, and a network of public and private roads, including the proposed extension of Allstate Parkway north through the Subject Lands to 16th Avenue, and the westerly extension of Renfrew Drive (see Figure 5).

The Owner proposes to develop the Subject Lands in two phases, as shown in Figure 4 (Proposed Development Concept Plan) and Figure 5 (Proposed Draft Plan of Subdivision)

The Proposed Development includes the following:

Phase 1:

- Area (Block 1 on the Draft Plan): ~11.2 ha (27 ac)
- Proposed number of buildings: 2
- Proposed Gross Floor Area (“GFA”): 57,028 m² (613,857 ft²)

Phase 2:

- Area (Block 2 on the Draft Plan): ~ 57 ha (141 ac)
- Proposed number of buildings: 9
- Proposed GFA: 212,498 m² (2,287,317 ft²)

The Proposed Development is consistent with the Provincial Planning Statement, 2024 (the “2024 PPS”)

The 2024 PPS provides a framework for land use planning that supports economic development and the creation of complete communities, with a focus on protecting employment areas and ensuring their long-term viability. The Proposed Development will provide an opportunity to expand employment to support the economic development in the City. The Subject Lands are located adjacent to an existing business park and other employment areas that are also identified as part of the provincially significant employment zone network under the 2024 PPS that would further strengthen their viability. The Subject Lands are also separated from sensitive land uses by roads and other uses, thereby limiting any issues of land use compatibility.

The Proposed Development conforms to the 2022 York Region Official Plan (the “2022 ROP”)

On June 6, 2024, Bill 185 (Cutting Red Tape to Build More Homes Act, 2024) (“Bill 185”) received Royal Assent, which includes amendments to the Planning Act. Through Bill 185, York Region became a Region without planning responsibilities, effective July 1, 2024. Pursuant to subsection 70.13(2) of the Planning Act, the 2022 ROP is deemed to constitute an official plan of the City in

respect of any area in the City to which it applies and will remain in effect until the City revokes or amends it.

The 2022 ROP designates the Subject Lands 'Urban Area' on Map 1 - Regional Structure, which permits employment uses. The Subject Lands are further designated 'Employment Areas' within the Highway 404 and Highway 407 Employment Area Zone, which is a large employment area extending from Steeles Avenue in the south to Major Mackenzie Drive in the north along both sides of Highway 404. The proposed amendments to the Official Plan and Zoning By-law would provide core employment uses to develop on the Subject Lands including manufacturing, warehousing, industrial, and office uses, at an appropriate location.

The Proposed Development conforms to the underlying land use policies in the 2014 MOP

The Proposed Development would implement the underlying Business Park Employment land use designation in the 2014 MOP and proposes uses that are already permitted as of-right in this designation. The Subject Lands are strategically located for large scale, industrial and office development in a business park setting. The Subject Lands benefits from high visibility and excellent access to Highway 404 and 16th Avenue.

DISCUSSION:

The following identifies how the matters raised, including those raised at the statutory Public Meeting by the public and the DSC members, have been resolved or considered.

1. Concerns raised that the Proposed Development conflicts with pick-up and drop-off from the schools located in the area and causes traffic issues on Renfrew Drive

Transportation Planning Staff concur with findings of the Owner's Transportation Study that indicated Renfrew Drive would not be a primary route for trucks to access the employment uses on the Subject Lands. Instead, Allstate Parkway offers a more direct and efficient connection to Highway 404, 16th Avenue, and Woodbine Avenue via Valleywood Drive. Consequently, Staff also concur with the Transportation Consultant's recommendation that restricting truck traffic along Renfrew Drive is unnecessary.

As part of future development and phases on blocks across the two existing private schools, Staff will require that Traffic Management Plan(s) be submitted to further assess proposed driveway accesses taking into consideration potential impacts on the existing school. This will ensure that truck traffic generated by the employment uses do not compromise the safety and operations of nearby educational facilities.

2. Consideration of traffic alternative that eliminates a future extension to Renfrew Drive

Staff opine that an alternative road pattern/block plan that eliminates all new traffic along Renfrew Drive and its future westerly extension cannot be supported. Restricting employment land use from using available public infrastructure (Renfrew Drive and any new roads within the Subject Lands) for employment-related vehicle traffic within this area, does not align with the 2014 MOP. The 2014 MOP permits and aims to support employment uses. Accordingly, truck traffic restrictions on Renfrew Drive would have the opposite impact intended in the 2014 MOP as it would significantly and negatively impact the viability of these uses.

Staff further note that the adjacent private schools located on Renfrew Drive (J Addison and Peoples' Christian Academy) have already taken steps to provide on-site pick-up and drop-off facilities to mitigate their impacts on the surrounding street network, which should seek to offset any potential future issues.

Staff opine that prohibiting truck use does not align with the intent of the City's OP policies for employment areas that require truck traffic to be viable.

3. Consideration of requiring parkland/open space on the west side of Renfrew Drive

The City would not be requiring parkland/open space on the west side of Renfrew Drive opposite J Addison school. The City does not typically plan for parks/open spaces adjacent to employment/future employment areas. Should the Draft Plan of Subdivision application be approved, Staff will be requiring a cash-in-lieu of parkland dedication payment as a condition of approval and pursuant to the Planning Act.

4. Concerns raised about not requiring a Secondary Plan for the Subject Lands

Staff opine that as the overall development concept reverted to employment uses under one ownership, Planning Staff deemed that a secondary plan process is unnecessary at this time and that land use matters can be appropriately addressed through site-specific OPA and Draft Plan of Subdivision.

In addition, the 2014 MOP policies and the (former) Regional OP policies relating to Buttonville both refer to a Secondary Plan being needed for a "future land use" other than Employment uses on the Subject Lands. Specifically, the Regional OP notes that "When airport operations at the Buttonville Airport cease, the significant majority of the subject lands shall be retained for business park use, and the balance for a mix of urban uses". Since a mix of urban uses is no longer contemplated, the Owner is proceeding with the underlying Business Park Employment designation of the 2014 MOP.

The Subject Lands have been identified for employment uses to accommodate employment growth in the City

The Proposed Development would be surrounded by a built-up area and is easily accessible from the adjacent road network including 16th Avenue and Highway 404. With this locational advantage, the Proposed development would be afforded easy access to and from major goods movement corridors, other businesses, and the improved road network with the continuation of Allstate Parkway through the Subject Lands. Therefore, the Subject Lands are an appropriate location for employment growth and development.

Proposed Draft Plan of Subdivision is Appropriate

The proposed Draft Plan of Subdivision has regard for matters of provincial interest and the criteria within Section 51(24) of the Planning Act, including its conformity to the official plan. The proposed Draft Plan is adjacent to other existing industrial and office development allowing for the natural and logical continuation of the road network and complementary land uses. The Draft Plan conforms to the Employment Area policies of the City and Regional Official plans regarding industrial uses adjacent to major 400 series Highways and arterial roads. The proposed employment uses are located on lands designated for such uses, as established by the City and Regional official plans and supported by technical studies submitted with the Applications.

Road Widening of 16th Avenue, Daylight Triangle Required

Prior to registration of the Draft Plan of Subdivision, York Region will require the conveyance of a road widening across the full frontage of the Subject Lands where it abuts 16th Avenue of sufficient width to provide a minimum of 21.5 m from the centreline of construction of 16th Avenue.

CONCLUSION:

Staff opine that the Applications are appropriate and represent good planning. The Proposed Development is compatible with the surrounding area and context. The Proposed Development would support the achievement of complete communities, create new opportunities for jobs and economic growth within the City, and supports job generation in an area with access to major 400 series Highways (Highway 404) and arterial roads (16th Avenue).

FINANCIAL CONSIDERATIONS

Not Applicable.

HUMAN RESOURCES CONSIDERATIONS

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The Applications align with the City's strategic priorities in the context of growth management and municipal services to ensure safe and sustainable communities.

BUSINESS UNITS CONSULTED AND AFFECTED:

The Applications were circulated to various departments and external agencies and the City and external agency requirements are reflected in the implementing OPA and ZBA (refer to Appendices 'A', 'B', 'C' and 'D').

RECOMMENDED BY:

Giulio Cescato , MCIP, RPP
Director of Planning and Urban Design

Trinela Cane
Interim Commissioner of Development Services

FIGURES AND APPENDICES:

Figure 1: Location Map
Figure 2: Aerial Photo Figure 3: Area Context/Zoning
Figure 4: Proposed Development Concept Plan
Figure 5: Proposed Draft Plan of Subdivision
Figure 6: East and West Elevations
Appendix 'A': Draft Official Plan Amendment , 2014 MOP
Appendix 'B': Draft Official Plan Amendment 1987 MOP
Appendix 'C': Draft Zoning By-law Amendment
Appendix 'D': Draft Plan of Subdivision Conditions (draft)