



Report to: Development Services Committee

Report Date: May 7, 2013

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**SUBJECT:** MASTER PLAN AND STATUS UPDATE REPORT  
Application by CF/OT Buttonville Properties LP for Official Plan  
Amendment & New Secondary Plan for the Buttonville Airport lands  
2833 16<sup>th</sup> Avenue, Markham  
CONC 3 PT LOTS 13-15  
File OP 11 115381

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**RECOMMENDATION:**

1. That the report dated May 7, 2013, entitled “MASTER PLAN AND STATUS UPDATE REPORT”; Application by CF/OT Buttonville Properties LP for Official Plan Amendment & New Secondary Plan for the Buttonville Airport lands, 2833 16<sup>th</sup> Avenue, Markham, CONC 3 PT LOTS 13-15, File OP 11 115381” be received;
2. That the Record of the Public Meeting held on January 28, 2013, with respect to the application by CF/OT Buttonville Properties LP for an Official Plan Amendment & New Secondary Plan for the Buttonville Airport Redevelopment Area, and to consult stakeholders on the planning and design of the proposed Allstate Parkway and Renfrew Drive extensions north to 16th Avenue under the Municipal Class Environmental Assessment, 2011 be received;
3. That Council approve in principle, the vision and master plan for the Buttonville Airport Redevelopment Area;
4. That City Staff, in consultation with the Region of York, prepare the draft Official Plan Amendment and new Secondary Plan for the Buttonville Airport lands, upon the acceptance of the Traffic Impact Study (TIS) to the satisfaction of the Director of Engineering, Region of York and the Ministry of Transportation of Ontario;
5. That staff negotiate the execution of a Linkage Agreement between the City and the Owner in conjunction with the finalization of the Secondary Plan to ensure that an approximate job to residential population ratio of 3:1 is maintained, and that the residential component of the plan does not outpace the non residential component at any phase of the development;
6. That Staff report back to Development Services Committee on the Official Plan Amendment and Secondary Plan, including development phasing provisions in relation to land uses and required transportation capacity improvements; and,
7. That Staff be authorized and directed to do all things necessary to give effect to this resolution.

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**EXECUTIVE SUMMARY:**

The purpose of this report is to recommend approval in principle of the vision and master plan for the Buttonville Airport Redevelopment Area. The report directs Staff, in consultation with the Region of York, to prepare the draft Official Plan Amendment and new Secondary Plan pursuant to the new Business Park and Mixed Use High Rise designations in the City's draft Official Plan once the Traffic Impact Study has been approved by all transportation agencies. Based on the transportation analysis currently underway, the Secondary Plan is to identify required transportation capacity improvements and development phasing provisions.

The proposed Official Plan Amendment and new Secondary Plan will re-designate a portion of the lands from "Industrial – Business Park" to "Mixed Use High Rise", while re-designating a significant majority of the lands from "Industrial – Business Park" to "Employment – Business Park". These re-designations will implement the vision of the Buttonville Master Plan.

The proposed redevelopment of Buttonville Airport comprises an employment and high density mixed use district. The ultimate vision is to create a Secondary Plan area that provides for an animated environment containing prestige employment, office, retail and residential uses that are pedestrian, cyclist and transit oriented and which will offer a wide range of uses and amenities. The overall master plan organizes the site around a mixed use core located in the centre of the development with employment uses located primarily to the south and along the periphery of the site. A 5.3 ha (13 ac.) water feature and private open space amenity areas are proposed along the western edge of the development. An area of 6.4 ha (13.5 ac) of contiguous public parkland is proposed along the eastern edge of the lands.

In order to ensure that the residential component of the plan does not outpace the non residential component of the plan and to ensure a job to residential population ratio of approximately 3:1 is maintained, a Linkage Agreement between the City and the Owner should be negotiated in conjunction with the finalization of the Secondary Plan.

Due to the scale of the project and infrastructure constraints, the area will be developed in phases with approximately one third of the total Secondary Plan area to be developed in Phase 1. At full build-out the Master Plan provides for approximately 10 million ft<sup>2</sup> (927,000m<sup>2</sup>) of gross floor area, ultimately generating approximately 19,700 jobs and 6,200 residents. The total office component comprises approximately 4.5 million ft<sup>2</sup> (418,000 m<sup>2</sup>) and the retail component, 1.1 million ft<sup>2</sup> (102,000 m<sup>2</sup>). The master plan proposes to accommodate approximately 3,200 dwelling units within an area of approximately 3.8 million ft<sup>2</sup> (353,000 m<sup>2</sup>).

A series of working group meetings have been held among the applicant and their agents, City, Regional, TRCA and MTO Staff. The purpose of these meetings was to work through matters such as: Transportation; Phasing; Parks and Open Space; the Master Plan; and, Secondary Plan Designations and Permitted Uses.

A non statutory community meeting was held on December 13, 2012, and a statutory Public Meeting was held on January 28, 2013. Following the Public Meeting the draft Official Plan Amendment and the new Secondary Plan were referred to Staff to respond to comments and

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questions raised at the Public Meeting and through ongoing review of the application by City Staff and external agencies.

Several matters remain to be resolved prior to the consideration of the amending documents. These include density, employment/residential mix and the phasing of development and the associated infrastructure. The conclusions of the Traffic Impact Study (TIS) will play a central role in identifying interim development phases and infrastructure requirements but the TIS is not anticipated to be completed until later in the spring of 2013. Once the full TIS submission is received, the transportation agencies will be in a position to fully evaluate the applicant's proposed phasing strategy and the corresponding transportation infrastructure improvements needed. Once the TIS is finalized, the interim development levels and associated infrastructure to support anticipated interim phases will be identified in the Secondary Plan policies.

**PURPOSE:**

This report recommends that the vision and master plan for the Buttonville Airport Redevelopment Area be approved in principle. This report directs Staff, in consultation with the Region of York, to prepare the draft Official Plan Amendment and new Secondary Plan once the TIS has been finalized, and to report back to Development Services Committee. Following City Council adoption, the Official Plan amendment and new Secondary Plan will be forwarded to York Region for final approval.

The draft Official Plan amendment will create a new Planning District, the Buttonville Airport Redevelopment Area (Planning District No. 45), for lands generally located on the south side of 16<sup>th</sup> Avenue between Highway 404, Renfrew Drive and north of Valleywood Drive.

The Secondary Plan will provide a detailed land use plan and policies for the regulation of land use and development in accordance with the land use designations proposed to be established in the Official Plan Amendment. It will also address required transportation capacity improvements and development phasing.

**BACKGROUND:****Subject property and area context**

- Lands are generally bounded by 16<sup>th</sup> Avenue to the north, Highway 404 to the west, the Rouge Valley and Renfrew Drive to the east and Valleywood Drive to the south (figure 1);
- Lands are presently designated 'Airport', 'Transportation and Utilities' and 'Business Park Area' in the City's Official Plan (figure 4);
- Lands consist of approximately 71 hectares (175 acres);
- Surrounding land uses include (see Figures 2 & 3):
  - low density employment uses to the south;
  - employment and residential uses to the east;
  - valleylands and employment/commercial uses to the north; and,

- Highway 404 to the west;
- Employment uses are located immediately west of Highway 404, in the neighbouring municipality, being the Town of Richmond Hill; and,
- Current uses on the site – storage and maintenance hangers, runways, terminal buildings and employment uses.

**Application submission and context**

The subject application was submitted to the City on October 17, 2011 and deemed complete on November 1, 2011. A memorandum of agreement (MOA) was executed by the City and the applicant in the spring of 2012. The agreement outlines among other things, a list of required studies and reports to be submitted by the applicant. To date, all of the required reports and studies, with the exception of the TIS, have been submitted and are presently under review by City Staff and external agencies.

To date, three (3) information reports have been submitted to the Development Services Committee, a community meeting was held on December 13, 2012 and a statutory Public Meeting held on January 28, 2013. Staff have worked collaboratively with the applicant to further refine the proposal and we are of the opinion that the vision and master plan are sufficiently advanced such that they can be brought forward at this time.

**Official Plan and Zoning**

The subject property is designated “INDUSTRIAL – Business Park Area” in the current approved Markham Official Plan and is zoned “Transportation Zone” in By-law 304-87, as amended and “MC” (Industrial with Limited Commercial) by By-law 165-80, as amended (figure 2).

The current City of Markham Official Plan policies contemplate future redevelopment of the Buttonville Airport lands for industrial-commercial uses. Specifically, the Official Plan anticipates redevelopment of the Airport lands for “uses consistent with the Business Park Area category and that the uses on the lands will reflect an extension of the existing pattern of land use in the Browns Corners Planning District to the south.”

The new Region of York Official Plan policies contemplate the redevelopment of the Buttonville Airport lands and provide that *“the significant majority of the subject lands shall be retained for business park use and the balance for a mix of urban uses.”* Furthermore, Region of York policies intend that re-use of the Airport site will generate a range of quality employment opportunities and expand upon the number of jobs planned for the site. The Region of York Official Plan also states that specific details regarding the future use of these lands will be determined through an implementing Secondary Plan process by the City of Markham, in consultation with the Region of York.

It should be noted that in 1991, a transportation study was undertaken by Proctor & Redfern Limited (P&R) in support of an OMB appeal made by the 404/Woodbine Business Park landowners group to the Woodbine North Secondary Plan area (OPA 43). The 404/Woodbine

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Business Park landowners group, the Town of Markham and the Regional Municipality of York authorized the study. The study was carried out in support of OPA 43 to the Official Plan of Markham. According to the P&R study, the Toronto Airways lands were assumed to have a future employment density of 40 employees/acre for a developable area of 131.2 acres, providing the opportunity for 5,247 industrial employment jobs. The study assumed the following transit modal split:

- 20% transit usage for trips to/from Toronto and South York Region
- 5% transit usage for trips to/from Rest of York Region
- 2% transit usage for trips to/from Durham

This results in approximately 1,700 vehicular trips for the peak hour. The 1991 study concluded the following network improvements would be required for projected 2011 traffic volumes:

- 6 basic lanes on 16<sup>th</sup> Avenue between Woodbine Avenue and Highway 404
- 6 basic lanes on Major Mackenzie Drive East between Woodbine Avenue and Highway 404
- 6 basic lanes on Woodbine Avenue between Major Mackenzie Drive East and 16<sup>th</sup> Avenue and south of Hooper Road
- 4 basic lanes on Woodbine Avenue from 16<sup>th</sup> Avenue to Hooper Road

While this OMB decision approving OPA 43 remains in effect, the required road network improvements needed to support the 5,247 industrial employment jobs on the Buttonville Airport site have yet to be fully implemented. Therefore, it is the opinion of Staff that redevelopment of the Buttonville site is dependent on transportation capacity improvements to be confirmed through the Transportation Impact Study analysis.

### **Proposal**

The site is proposed to be designated “Industrial – Business Park” in the City’s draft Official Plan. The proposed Official Plan Amendment and new Secondary Plan would re-designate a portion of the area from “Industrial – Business Park” to “Mixed Use High Rise”, while re-designating a significant majority of the lands from “Industrial – Business Park” to “Employment – Business Park” (figure 5). The effect of these re-designations would be to implement the vision of the Buttonville Master Plan (figures 6 & 7). Both the proposed Official Plan amendment and proposed new Secondary Plan will require Region of York approval.

The proposed redevelopment of Buttonville Airport comprises employment and high density mixed use office, retail and residential districts (figures 5 & 6). The ultimate vision is to create a Secondary Plan area that provides for an animated environment containing prestige employment, office, retail, residential and various community facilities that are pedestrian, cyclist and transit oriented and which will offer a wide range of uses and amenities.

Generally, the overall master plan organizes the site around a mixed use office, retail and residential core area, located in the centre of the development. An iconic residential point tower (conceptually shown up to 60 storeys) is being proposed in this area. Employment uses are

proposed primarily to the south and along the periphery of the site. A 5.3 ha water feature and private open space amenity areas are proposed on the west side next to Highway 404. An area of 6.4 ha (13.5 ac) is set aside for public parkland on the east side of the development (See Figure 5) in proximity to residential and business park areas. At its north end the parkland is strategically positioned adjacent to the Rouge valley and it can accommodate a wide range of active and passive recreational uses. Privately owned and maintained, but publicly accessible urban squares, a waterfront promenade, parkettes and pedestrian lanes will provide places of shared uses, community interactions and outdoor programs. Together with the public parkland, the overall open space system is interconnected to set up a framework for pathways and trails that promote walking and cycling as the main mode of travel.

Specific uses and their associated floor areas are outlined in the Summary Table 1 as follows:

**Summary Table 1**

*Numbers rounded off*

| Use                               | Ultimate Master Plan   | Phase 1 floor areas   | % of total phase 1 ICI | % of Ultimate Master Plan proposed for Phase 1 | Jobs/Population                                 |  |
|-----------------------------------|--|---|------------------------|--|---|--|
|                                   |  |   |                        |  | Ultimate  | Phase 1                                    |
| Office/<br>Major<br>Institutional | 418,000 m <sup>2</sup><br>(4,500,000 ft <sup>2</sup> )       | 140,000m <sup>2</sup><br>(1,500,000 ft <sup>2</sup> )       | 63.2%                  | 33%  | 16,700  | 5,600                                      |
| Retail                            | 102,000m <sup>2</sup><br>(1,100,000 ft <sup>2</sup> )        | 56,000m <sup>2</sup><br>(600,000 ft <sup>2</sup> )          | 25.2%                  | 55%  | 2,300   | 1,300                                      |
| Hotel                             | 46,000m <sup>2</sup><br>(500,000 ft <sup>2</sup> )           | 19,000m <sup>2</sup><br>(200,000 ft <sup>2</sup> )          | 8.4%                   | 40%  | 580   | 230  |
| Convention<br>Centre              | 7,000 m <sup>2</sup><br>(75,000 ft <sup>2</sup> )            | 7,000 m <sup>2</sup><br>(75,000 ft <sup>2</sup> )           | 3.2%                   | 100%   | 100   | 100  |
| <b>TOTAL ICI</b>                  | <b>574,000 m<sup>2</sup><br/>(6,175,000 ft<sup>2</sup>)</b>  | <b>221,000 m<sup>2</sup><br/>(2,375,000 ft<sup>2</sup>)</b> | <b>100%</b>            | <b>38%</b>                                     | <b>19,680<br/>Jobs</b>                          | <b>7,230 Jobs</b>                          |
| Residential                       | 353,000m <sup>2</sup><br>(3,800,000 ft <sup>2</sup> )        | 93,000 m <sup>2</sup><br>(1,000,000 ft <sup>2</sup> )       |                        | 26%  | 6,200 pop.<br>3,225 units                       | 2,170 pop.<br>1,112 units                  |
| <b>TOTAL</b>                      | <b>927,000 m<sup>2</sup><br/>(9, 975,000 ft<sup>2</sup>)</b> | <b>314,000m<sup>2</sup><br/>(3,375,000 ft<sup>2</sup>)</b>  |                        | <b>34%</b>                                     | <b>19,680<br/>Jobs<br/>6,200<br/>Population</b> | <b>7,230 Jobs<br/>2,170<br/>Population</b> |

ICI = Industrial/Commercial/Institutional

Residential unit count based on 900ft<sup>2</sup> per apartment unit

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*Note: The jobs and population projections identified in the summary table are based on the Region of York and the City Of Markham's projections of persons per unit (ppu) and approximate floor areas per employee by type in order to determine population and employment projections over a 15 year horizon (2016-2031). These statistics can be found in Appendix 'A' to this report.*

As submitted, the ultimate build-out master plan provides for approximately 10M ft<sup>2</sup> (927,000m<sup>2</sup>) of gross floor area, ultimately generating approximately 19,700 jobs and housing 6,200 residents, resulting in an ultimate ratio of approximately 3.2 jobs per resident and a density of approximately 350 people and jobs per hectare. The jobs to be generated are expected to significantly exceed the number anticipated in 1991 by the P&R Study and in current Regional forecasts for the area, and will provide a ratio of jobs per resident that is higher than any of the designated Urban Growth Centres (UGC) in the York Region. As a result, Buttonville is not structured like, nor will function as a UGC as its residential areas will be complimentary, but secondary to, the primary employment, office and retail uses making up the proposed Secondary Plan area.

The office component would comprise some 4.5 million ft<sup>2</sup> (418,000 m<sup>2</sup>); the retail component some 1.1 million ft<sup>2</sup> (102,000 m<sup>2</sup>); and the residential component approximately 3,200 dwelling units within an area of approximately 3.8 million ft<sup>2</sup> (353,000 m<sup>2</sup>). As submitted, approximately one third of the total proposed floor area is proposed to be developed in Phase 1 (figure 8). Subject to the adoption of the Secondary Plan by the City and the Region, construction of Phase 1 is anticipated to commence in late 2015 and will include approximately 35-40% of the Industrial/Commercial/Institutional (ICI) component anticipated at full build-out and 25-30% of the total residential component. Over 60% of the total commercial/employment floor area in Phase 1 will be in the form of office uses, 25% in the form of retail uses and the balance occupied by hotel and convention centre uses. However, as discussed later in this report, the actual amount of development in Phase 1 remains to be confirmed, subject to the findings of the Traffic Impact Study (TIS).

In order to ensure that the residential component of the plan does not outpace the non residential component of the plan and to ensure the job to residential population ratio of approximately 3:1 is maintained, a Linkage Agreement between the City and the Owner should be negotiated in conjunction with the finalization of the Secondary Plan.

#### **Cross departmental and jurisdictional working groups created**

A series of working group meetings were held between the applicant and their agents, City Staff, Regional Staff, the Toronto and Region Conservation Authority Staff and the Ministry of Transportation Staff over the course of this application. Matters discussed include:

- Transportation;
- Phasing;
- Parks and Open Space;
- Master Plan; and,
- Secondary Plan Designations / Permitted Uses

Stemming from these meetings, the master plan, phasing plan, road network and parks and open space considerations have evolved substantially over the course of this application, with at least eight significant iterations and modifications being submitted to the City since October 2011.

The most recent master plan, submitted late February 2013, contains the following refinements:

- Further re-configuration of the proposed water feature located adjacent to the Highway 404 Transportation Corridor;
- Re-alignment of the Allstate Parkway extension to 16<sup>th</sup> Avenue;
- Extension and alignment of Renfrew Drive to 16<sup>th</sup> Avenue;
- A two phased 6.4 ha programmable public parkland system. The phase 1 component is approximately 4 hectares in area and partially abuts the Rouge Valley. Beyond phase 1, the open space system will contain a linear park area that generally aligns with the existing north-west to south-east airport runway;
- Additional office space with stand alone office buildings proposed south of the water feature and along 16<sup>th</sup> Avenue;
- 75,000 ft<sup>2</sup> Convention Centre proposed for phase 1;
- A 200,000 ft<sup>2</sup> Hotel proposed for phase 1; and,
- Provision for multipurpose and flexible 2,000 – 5,000 ft<sup>2</sup> community space to be located among the phase 1 retail uses in the mixed use core;

## **DISCUSSION:**

### **Community Meeting held on December 13, 2012 and Statutory Public Meeting held on January 28, 2013**

At the request of the local Ward Councillor, a non statutory community meeting was held on December 13, 2012, to provide an overview of the Official Plan Amendment and new Secondary Plan for the Buttonville Airport lands and to obtain input from the public in an informal setting. On January 28, 2013, a statutory Public Meeting was held to obtain input on the application. Approximately 50 members of the community attended each meeting.

Generally, the proposal was well received by the public with the majority of the comments revolving around the following:

- Traffic matters;
- Concerns over Markham losing its ‘small town’ appeal;
- Excessive surface parking areas shown on the concept plan;
- Massing of the conceptual 60 storey building;
- Lack of green space within the area;
- General support for the plan with many attendees indicating that they like what is being proposed. Further, a development of this type will reduce the need to convert farmland for future development in Markham;
- Observations that a development of this nature would provide residents of the City and commuters with options to work, dine, shop and be entertained without the need to travel to downtown Toronto;
- Questions about residential unit sizes;



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- Questions relating to the construction timing of the development;
  - Consideration for community amenities;
  - Ensuring that accessibility initiatives are implemented;
  - Consideration for an underground pneumatic waste management system;
  - Discussion regarding the presence of barn swallows within the site;
  - Timing and whether there will be any correlation between the closing of the Buttonville Airport and the opening of a Pickering Airport;
  - Concerns over massing and whether this development will adhere to the principles of sustainable urbanism; and,
  - Discussion on whether additional schools will be required.

The applicant and City Staff responded to the questions and comments raised at both meetings. Highlights of the responses from Staff and the applicants were as follows:

- That the complex transportation modeling work is underway by the MMM Group and must be finalized to the satisfaction of the City, Region and MTO;
- That the majority of parking will be underground or in structures hidden behind buildings;
- That a revised public and private open space system is being proposed (but details were not available at the time of the meetings).
- Staff noted that the City's Sustainability Office will be consulted in preparation of the Secondary Plan which will contain accessibility provisions.
- Staff advised that the Secondary Plan will contain wording that will encourage the use of technologies and best practices in sustainable buildings and open space designs with an emphasis on air and water quality, water and energy efficiency and conservation, and efficient waste management practices;
- Staff noted that the proposed Secondary Plan for this site will not preclude a tall, iconic building. However, height restrictions will be dealt with through future detailed planning and zoning amendment applications and required shadow studies to accompany any future site plan applications.
- Staff advised that the applicant will have to obtain any necessary approvals from the Ministry of Natural Resources if any threatened species are identified on the site.
- The applicant's agent advised that it is difficult to determine whether the closing of the Buttonville Airport will initiate the opening of a Pickering Airport.
- The applicant's agent advised that they have contacted the York Region Public and Catholic School Boards and that no new schools would be required.
- The applicant has agreed to provide a significant community space at a central location within the development.

### **Urban Design vision for the Secondary Plan area**

The vision for the Buttonville high density mixed use core area (shown in red on figure 5), is to provide for a complete, compact, vibrant and integrated community that contains a mix of land uses including employment, retail, residential, and open space. The proposed concept plan also introduces an urban waterfront experience unique in Markham, with a pedestrian friendly focus that would support active lifestyle oriented uses.

The public and private open space system is expected to play a key role in the future success of the development, providing passive and active places for recreation and in the case of the public system, offer views to the Rouge Valley. In order to achieve this vision, the Secondary Plan will incorporate urban design principles, to guide future block plans and site plans, as follows:

Integration: Development should have an outward focus with active edges along 16<sup>th</sup> Avenue, the water feature and the southern boundary of the site.

Surveillance: Streets and pedestrian accessible areas should be lively and defined with developments that provide day and night surveillance.

Walkability: Distribution of uses should promote walkability, live-work opportunities and reduce auto dependency. Development should be designed to support active transportation and public transit use. A publicly accessible path system, designated bike rack areas and sheltered transit stops will assist in this objective.

Sustainability: Building heights, massing and outdoor amenity spaces should respond to the microclimate and be designed and sited to maximize comfort and reduce energy use.

Liveliness: Buildings should contribute in animating the public realm, creating gateways, landmarks, vistas, view corridors, settings for public art and providing an active interface with public streets.

Authentic & Unique: Buildings and the public realm should be designed to provide an authentic urban experience with unique settings in districts to stimulate creativity and innovation.

Consistency & High Quality: Buildings, the public realm, parking areas, access points and infrastructure should be designed to minimize negative impacts to the urban environment.

Sociability & Multiuse: Outdoor amenity areas, parks and open spaces should be designed to promote social interaction and to accommodate a variety of uses throughout the year.

Adaptability & Efficiency: Development should be compact and designed to allow for transformation over time, maximize land efficiency, and minimize disturbance to the natural environment. Buildings should be served by underground or structured parking to maximize land efficiency.

Legacy & History: Community Design should be world-class and celebrate the legacy of the site as a former airport and recognize the City's aviation history.

### **Urban Design Master Plan Peer Review**

In the Spring of 2012, the master plan was peer-reviewed by the Jerde Partnership (engaged by Markham) to validate the viability of the employment and mixed-use environment and to provide specific design recommendations. The peer review report confirmed that the employment and

mixed-use environment is a strong urban model and the scale of development has the potential to be attractive to businesses and residents alike.

Staff have worked collaboratively with the applicant to advance the master plan to address the peer review recommendations and to establish core urban design principles. The current master plan represents refinements that are consistent with the policies in the new draft Official Plan and will be incorporated into the Secondary Plan. The City may continue to engage Jerde Partnership to peer review the refined master plan, comprehensive Block Plan(s) and Urban Design and Streetscape Guidelines (identified below) which will assist in the creation of future site plans, zoning regulations and conditions of subdivision.

**Transportation matters**

The Owner retained the MMM Group and Arup to prepare a transportation vision and plan to support the OPA and Secondary Plan. The MMM Group published its first Transportation Vision report entitled “Buttonville Airport Development Transportation Strategy” in October 2011, which highlighted the broad vision of the potential development of this site. City Staff provided comments on that high level document in January 2012, and comments were also provided by Regional and Ministry of Transportation Staff. In order to develop the terms of reference to complete the comprehensive transportation study, a technical committee with representation from the Ministry of Transportation, York Region and the City was formed in mid 2012 to guide the transportation study and to provide phased review of the work being done. The technical committee has met regularly and City Staff also met with the MMM Group and the applicant in addition to the regular meetings when necessary. The terms of reference for the transportation study were agreed upon in October 2012.

The transportation review will include the analysis of two horizon years: 2016 to represent Phase 1 base network conditions and 2031 to represent full build-out. For each of the horizon years, the transportation consultants are to examine 3 critical time periods: Weekday AM Peak Hour, Weekday PM Peak Hour and Saturday Peak Hour (to assess the impact of retail trips.) In January 2013, the consultant submitted the 2016 A.M. Peak Hour analysis. The other horizon year and scenarios (2016 Weekday PM Peak Hour and Saturday Peak Hour, 2031 Weekday AM Peak Hour, PM Peak Hour and 2031 Saturday Peak Hour) have not been submitted to date. Preliminary comments on the 2016 AM Peak Hour analysis have been provided to the consultant.

City and Regional Staff are of the opinion that since the road network in the vicinity of Highway 404 is approaching or is at capacity, the travel demand forecasting model analysis by MMM has not adequately addressed to date, the full impact of the significant additional number of vehicles that this redevelopment would add to the network. City Staff believe that the full impact of the additional vehicular trips from Buttonville development will not be apparent by simply comparing the existing and future traffic volume on the arterial roads in the vicinity of the site. Additional analysis will be required to understand the full impact on the broader regional transportation network, and necessary capacity improvements.

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2016 (Phase 1) AM Peak Hour Analysis

Staff have the following preliminary comments on the 2016 AM Peak Hour analysis:

- Staff is in general agreement with the consultant's assessment that as submitted, the Phase 1 development will generate approximately 2,000 inbound vehicular trips and 800 outbound vehicular trips in the A.M. Peak Hour.
- Staff do not support the study conclusion that the redevelopment of Buttonville Airport will have negligible impact to the transportation conditions on the arterial roads.
- Staff is of the opinion that the impacts of congestion over a longer period of time (peak hour spreading), and the dispersion of traffic and potential infiltration onto local streets as the road network reaches capacity, were not fully examined. The TIS should identify and address these impacts more fully, including development phasing in relation to network capacity improvements.
- The Phase 1 analysis is based on certain Highway 404 ramp improvements that have not been agreed to by the MTO. The MMM Group has recently been exploring different road network and interchange ramp configuration improvements which have the potential to improve traffic operations along the Regional roads. Staff await the findings from these analyses.
- The Region has also requested the consultant to examine the implication of the proposed Valleywood flyover as part of Phase 1.
- In order to provide additional north-south capacity, the extension of Allstate Parkway (designated as a Major Collector in the new Official Plan) and Renfrew Drive (designated as a Minor Collector Road) to 16<sup>th</sup> Avenue is important. The current Renfrew Drive terminates about 400 metres south of 16<sup>th</sup> Avenue and is partially located in the Rouge Valley. Staff and the Toronto & Region Conservation Authority (TRCA) require that the extension of Renfrew Drive be located outside of the Rouge valley and to provide a minimum 10 metre wide buffer from the Long Term Stable Top of Bank (LTSTB). The owner is required to provide an appropriate alignment for the Renfrew Drive extension to the satisfaction of the City and the TRCA.

The MMM Group is also now evaluating the early implementation of an improved Highway 404 interchange at 16<sup>th</sup> Avenue, which should improve the traffic operations on 16<sup>th</sup> Avenue. While Regional and City Staff have provided preliminary comments on the Phase 1 AM Peak hour analysis, additional work by MMM is required. The final recommendation for Phase 1 still requires the completion of the PM Peak hour analysis which will have a greater impact on the transportation network as the PM Peak has the addition of retail trips. Prior to acceptance of the proposed level of development for Phase 1, all transportation jurisdictions (the MTO, York Region and the City) will need to agree to the level of transportation improvements, road, transit and transportation demand management (TDM) strategies proposed for Phase 1.

Staff have also provided comments on the internal street network of the Buttonville master plan. The need for interconnectivity and permeability between the various parts of the plan is critical to ensure all road users including pedestrians, cyclists, service vehicles, etc. can penetrate the site from different directions and not rely on a few access points.

#### Ultimate Build-out Analysis

MMM has indicated the types of transportation improvements that will be required to support the ultimate built-out of this plan, e.g. Valleywood Drive Flyover, special express bus service on Highway 404 with a special interchange for transit and high occupancy vehicles (HOVs), aggressive TDM strategies and active transportation. However, detailed analyses of the built-out scenarios (AM Peak Hour, PM Peak Hour and Saturday Peak Hour) and the specific relationship to development phasing remain to be completed.

Staff anticipate that acceptable levels of development for the ultimate build-out as well as interim phases will also be dependent on on-going future transportation monitoring which will demonstrate the success of trip reduction through live-work relationship, transit, TDM strategies, etc. Staff recommend that Hold provisions be imposed on future phases until satisfactory demonstration that the ultimate levels of development that are contemplated can be supported by the proposed transportation system.

Prior to the approval of the Secondary Plan, all transportation analyses (2016 and 2031 horizon years) must be completed and the required transportation improvements identified and approved. A development phasing plan is recommended to ensure development does not proceed prior to the necessary transportation improvements being implemented.

#### Funding of Transportation Capital Work

Based on transportation analysis completed to date, Staff have prepared a draft list of transportation infrastructure required to accommodate Phase 1 (2016) and ultimate (2031) development (see Figures 9 & 10). Staff is reviewing the draft list with the applicant, York Region and the MTO to finalize transportation requirements for both phases and particularly, ownership and funding of the projects.

#### **Comprehensive Block Plans will be required prior to approval of Plans of Subdivision**

As the Secondary Plan will create two distinct areas (the Business Park Employment Area and the Mixed Use High Rise Area), approval of development within both of these areas will be conditional on the submission of comprehensive Block Plans, reports, and studies acceptable to the City. The comprehensive Block Plans will address such matters as:

- The location, configuration and phasing of development blocks;
- building heights and massing;
- building front, side and rear setbacks;
- pedestrian entry points and locations;
- parking, loading, circulation and access;
- conceptual building design;
- maximum floorplate for high-rise buildings;

- tower placement; and,
- streetscape plans.

The purpose of the Block Plans will be to establish a framework and context for future individual Site Plan Applications.

**Plans of Subdivision**

Staff have advised the applicant that in order to assist in achieving the vision for the Secondary Plan Area, Buttonville shall be organized through the Plan of Subdivision process. This process ensures that the employment and mixed use areas, streets, parks, and open space areas are all created and located in a logical and organized manner, and that zoning and conditions for (H) Hold removal can correspond to blocks on a plan subdivision.

**Multiple Phases of development are to be tied to benchmarks and triggers**

The Secondary Plan will establish an integrated program of planning approvals, agreements and infrastructure commitments to ensure that development is linked to the delivery of a mix of land uses (e.g. space for community facilities, employment, retail and residential), as well as transportation and servicing infrastructure during all phases of development. It is anticipated that the multiple phases will be constructed over many years, and that full build out will extend up to, if not beyond, the 2031 time horizon of the City's Growth Management strategy and new Official Plan and the new Regional Official Plan. A mix of employment, office, retail and residential uses, at each phase is important to create a healthy live-work balance and reduce the need to travel outside the community. As indicated earlier in this report, a Linkage Agreement should be negotiated between the City and the Owner to ensure that the residential component of the plan does not outpace the non-residential component of the plan and the job to residential population ratio of approximately 3:1 is maintained. In addition, appropriate transportation and servicing infrastructure will be needed to support each development phase.

**Parkland Dedication**

Approximately 10% (6.4 hectares) of the lands, located on the east side of the site, generally on the east side of the proposed Mixed Use area and centrally located within the southern Mixed Use area (See Figure 5), are to be dedicated as public parkland. As submitted, this represents slightly more than 50% of the total parkland requirement in 'real' land. The Secondary Plan anticipates that the parkland dedication requirements for the Buttonville area will be consistent with the policies in the new draft Official Plan. The obligation to meet this requirement will be addressed through a combination of land dedication (6.4 hectares) and the remainder in cash-in-lieu of parkland.

**Section 37 contribution will be required as a condition of future development approval**

In October 2010, the City adopted new Section 37 (density bonusing) Official Plan policies. The Official Plan enables the City to authorize, through a Zoning By-law, increases in height and density in return for the provision of community benefits that would not otherwise be secured through the planning process or development charges and which may be of particular benefit to a specific area or the City at large.

In Staff's opinion, Section 37 bonusing provisions provide an effective tool to ensure that this development contributes appropriate community benefits to the City, and should be applied to the residential units being sought by the applicant as part of this mixed-use development.

Typically, the City requires applicants to provide a financial and/or in-kind Section 37 contribution for all high-density residential development above what is currently permitted by the zoning by-law. As part of the applicant's Section 37 contribution, the City's Community Services Commission are considering a multipurpose and flexible space between  $\pm 200 - 450\text{m}^2$  (2,000 – 5,000 $\text{ft}^2$ ), located on the ground floor among the retail uses in the core area of the Secondary Plan. This 100% accessible space would provide the opportunity to hold cultural and community meetings and events as well as a gathering place for all members of the community. This space may be applied (credited) towards the required Section 37 contribution for the community. The Section 37 contribution will be secured through a "Section 37 Agreement" between the City and the owner at the zoning stage.

In order to implement these Section 37 bonusing requirements, Staff will provide for a Holding Zone provision in the Secondary Plan, and future Zoning By-law amendments will contain a condition whereby the Hold provision is not lifted until the owner has entered into a Section 37 agreement with the City and has made the required financial contribution and/or has provided in-kind facilities to the satisfaction of the City.

#### **Zoning By-law Holding Provision**

A policy regarding Zoning By-law Holding provisions will also be added to the Secondary Plan to clarify that Council, when adopting an implementing Zoning By-law, can include, amongst other provisions, a condition that limits development until such time as the required infrastructure improvements (transportation or otherwise) and other requirements of authorized agencies have been provided for.

#### **Updated Studies**

The following studies have been submitted to the City and external agencies over the course of this application:

- Noise Study
- Planning Justification Report
- Regional Retail Impact Analysis
- Transportation Study
- Economic/Fiscal Impact Analysis
- Comprehensive Development Phasing Strategy
- Comprehensive Parks and Open Space Strategy
- Environmental Site Assessment: Phase 1&2
- Environmental Impact Study
- Community Amenity Infrastructure Strategy
- Class EA for the construction/extension of Allstate Parkway and Renfrew Drive

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- Functional Servicing Report

Several of these studies are required to be updated to reflect modifications to the plan that have occurred since their submission. A policy regarding required studies and updates to the studies noted above will be added to the Secondary Plan.

### Comments from the Town of Richmond Hill

The Town of Richmond Hill has commented on the proposed Official Plan amendment application. A copy of their comments can be found in Appendix 'B'. One of the most notable of these comments concerns *"the level of density and the proposed mix of land uses, including residential, in this location along the Highway 404 employment corridor and as it relates to the Region's urban structure."* Richmond Hill Staff also identified concerns over the timing and feasibility of the proposed transportation infrastructure improvements required to support the development of Buttonville.

As indicated earlier in this report, the current master plan provides for a Secondary Plan area consisting of approximately 71 hectares (175 acres) and a full build out of approximately 10 million square feet (927,000 m<sup>2</sup>) in floor area. Approximately 19,700 jobs will be generated and a residential population of 6,200, created. This represents a ratio of approximately 3.2 jobs per resident.

Richmond Hill staff comment that Buttonville is of a size and scale that is comparable to several Urban Growth Centres (UGC's) in the Region, and that Buttonville was not contemplated by the Province as an UGC in the Growth Plan. The Town of Richmond Hill identified Markham Centre, Richmond Hill & LangStaff Gateway, Newmarket Centre, and the Vaughan Metropolitan Centre as comparable developments:

| Urban Growth Centre                           | Area in ha | Residents <sup>***</sup> | Jobs <sup>***</sup> | Jobs/resident <sup>****</sup> |
|---|------------|--------------------------|---------------------|-------------------------------|
| Markham Centre*                               | 410        | 41,000                   | 39,000              | 0.95                          |
| Richmond Hill Centre                          | 70         | 16,000                   | 16,000              | 1.00                          |
| LangStaff Gateway*                            | 47         | 32,000                   | 15,000              | 0.47                          |
| <b>Richmond Hill &amp; LangStaff Gateway*</b> | <b>117</b> | <b>48,000</b>            | <b>31,000</b>       | <b>0.65</b>                   |
| Newmarket Centre                              | 45         | 24,500                   | 24,200              | 1.00                          |
| Vaughan Metropolitan Centre*                  | 119        | 25,000                   | 11,500              | 0.46                          |
| <b>Buttonville**</b>                          | <b>71</b>  | <b>6,200</b>             | <b>19,700</b>       | <b>3.17</b>                   |

SOURCE: Report No. 2 of the Planning and Economic Development Committee – Regional Council Meeting of February 21, 2013

\*\* The jobs and population projections identified above for Buttonville are based on the Region of York and the City Of Markham's projections of people per unit (ppu) and approximate floor areas per profession in order to determine population and employment projections over a 15 year horizon (2016-2031). These statistics can be found in Appendix 'A' to this report.

\*\*\* Numbers Rounded

\*\*\*\* Shaded column and row added by Markham Staff (not part of original table).

City Staff have reviewed these comparables and provide the following comments:



- 
- The Buttonville Plan is smaller in terms of land area and overall scale and has fewer residents compared to the more significant Urban Growth Centres.
  - Buttonville provides a ratio of jobs per resident that is higher than any of the UGC's identified. Buttonville is not structured like, nor will it function as an UGC. Unlike the UGC's identified above, the residential areas within the district are complimentary and accessory to the primary uses, within the predominately employment, office, and retail Secondary Plan area.
  - Staff is of the opinion that Buttonville is not of the scale of nor does it have the characteristics of an UGC, It remains primarily an employment area.
  - As identified earlier in this report, prior to the approval of the Secondary Plan, all transportation analyses (2016 and 2031 horizon years) must be completed and the required transportation improvements identified and approved.

**Letter of concern received regarding employment policies**

In the weeks leading up to the January 28<sup>th</sup> statutory Public Meeting, the City received correspondence from residents, local businesses and interested parties.

Of particular note, was a letter (see Appendix 'C'), by Thompson Rogers, a law firm representing Colebay Investments Inc., Highcove Investments Inc., Firwood Holdings Inc., Major McCowan Developments Limited and Sumerlane Realty Corp. ("CHFMS"). CHFMS owns land in north Markham located in the concession bordered by Major MacKenzie Drive, Elgin Mills Road East, McCowan Road and Highway 48.

The letter indicates that as proposed, the development of the Buttonville lands is a conversion from an employment area designation to non-employment and does not meet the current City and Regional Official Plan policies, the Provincial Policy Statement (PPS) and the Growth Plan of the Greater Golden Horseshoe, due to the mix of uses (including non-employment uses) proposed.

The letter was reviewed by the City and forwarded to the applicant. On March 20, 2013, the applicant's lawyer, Fraser Milner Casgrain, prepared a response (see Appendix 'D'). The letter expands on the Region's policy as it relates to Buttonville and the significant majority policy contained in Section 7.2.88 (recently renumbered to 7.2.89) that provides for employment and mixed use development on the site. Further, the letter identifies that the Province, the City and landowners were involved in the preparation of the Buttonville policy prior to the adoption of the York Region Official Plan 2010. Although portions of the Region of York's Official Plan remain before the Ontario Municipal board, the policy that relates to Buttonville is in full force and effect.

Staff concur with the opinions provided in Fraser Milner Casgrain letter. In its entirety, policy 7.2.89 of the Region of York Official Plan states:

*"That the Toronto Buttonville Municipal Airport lands are designated for business park use, in the City of Markham Official Plan, including permission to operate an airport. When airport operations at the Buttonville Airport cease, the significant majority of the subject lands shall be retained for business park use."*

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*and the balance for a mix of urban uses. The City of Markham, in consultation with the Region, will determine the details of the future use of these lands through an implementing secondary plan process.*

*The re-use of the Airport site is intended to generate a range of quality employment opportunities and expand upon the number of jobs planned for the site."*

Based on the boundaries shown on Figure 5, approximately 57% of the geographic land area of the Buttonville Secondary Plan area is designated exclusively for employment uses, 33%, a mix of urban uses and 10% as dedicated public parkland. Although the Region of York has indicated that the "significant majority" policy relates to land area and not floor area of uses, it should be noted that as submitted, office employment uses are also contemplated within the mixed use core area which will support the overall employment numbers (jobs) and land area proposed in the Secondary Plan area. Also, the number of jobs proposed will significantly exceed Regional forecasts.

#### **Recommendation to approve in principle, the vision and master plan for the Buttonville Airport lands**

As indicated in this report, Staff have worked collaboratively with the applicant and their agents over the course of the application. With valuable input from numerous internal departments, external agencies and the applicant's planning, legal, transportation and architectural firms, the overall vision and master plan has evolved substantially. The Secondary Plan area provides an opportunity to create a vibrant, sustainable employment and mixed use district offering a unique economic opportunity for the City of Markham. The redevelopment of the airport lands challenges the conventional suburban business park model that is historically based on single use buildings and auto-dependency. The vision would create an employment and mixed use area that has the potential to be more attractive to higher order businesses and more competitive with comparable office space locations in Toronto's downtown core. The redevelopment vision emphasizes vibrant, walkable streets with retail and service amenities, transit and multi-modal access; a diversity of jobs and employers, high quality public spaces, cultural amenities and sustainable building design and infrastructure.

Staff have been advised by the applicant that a full comprehensive transportation analysis will be completed in the spring of 2013, which will form the basis of transportation and phasing requirements in the preparation of the Secondary Plan.

Staff are of the opinion that it is warranted for Council to signal its endorsement and approval the vision and master plan in principle as a first step in the approval process. It is noted that the approval process for this project is multi-step and multi-jurisdictional. Subsequent approval stages include the Official Plan Amendment, Secondary Plan, Block Plans and Urban Design Guidelines, Plan of Subdivision, Zoning with (H) Hold provisions, Site Plans and the required permits from agencies and the City.

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**FINANCIAL CONSIDERATIONS AND TEMPLATE**

There are no direct financial impacts associated with this report.

**HUMAN RESOURCES CONSIDERATIONS**

Not applicable.


**ALIGNMENT WITH STRATEGIC PRIORITIES**

The development proposed and contemplated in the Buttonville Airport Redevelopment Area, will align with Council's six areas of strategic focus. (Growth Management; Transportation/Transit; Environment; Parks, Recreation, Culture and Library Master Plan, Public Safety; Municipal Services; and Diversity.)

**BUSINESS UNITS CONSULTED AND AFFECTED**

Internal Departments, the Region of York, external agencies, adjoining municipalities, school boards, and other stakeholders have participated in the Master Plan, Official Plan and Secondary Plan process. York Regional Police have also indicated requirements for a helipad and precinct station within the Buttonville redevelopment area.

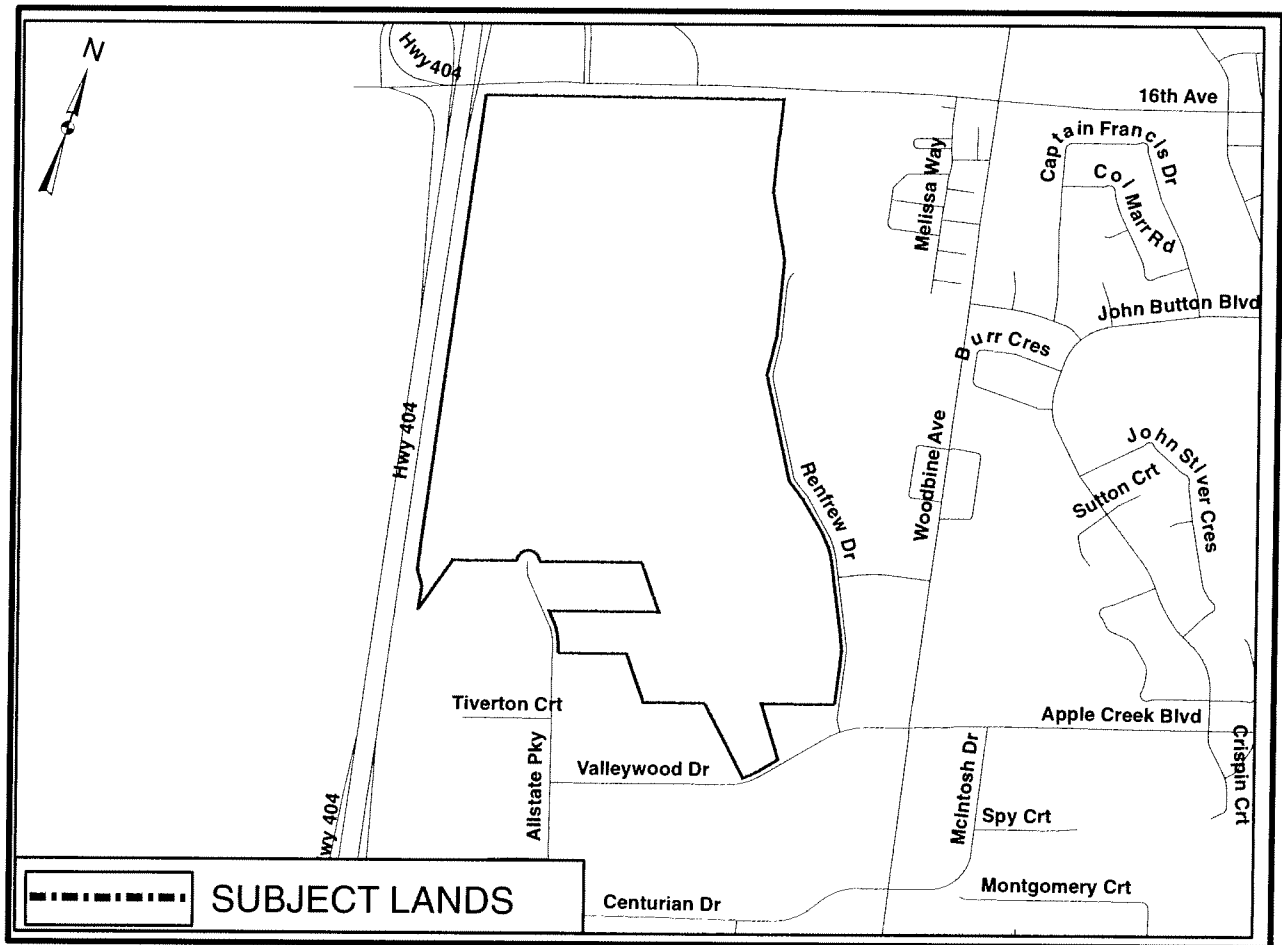
**RECOMMENDED BY:**

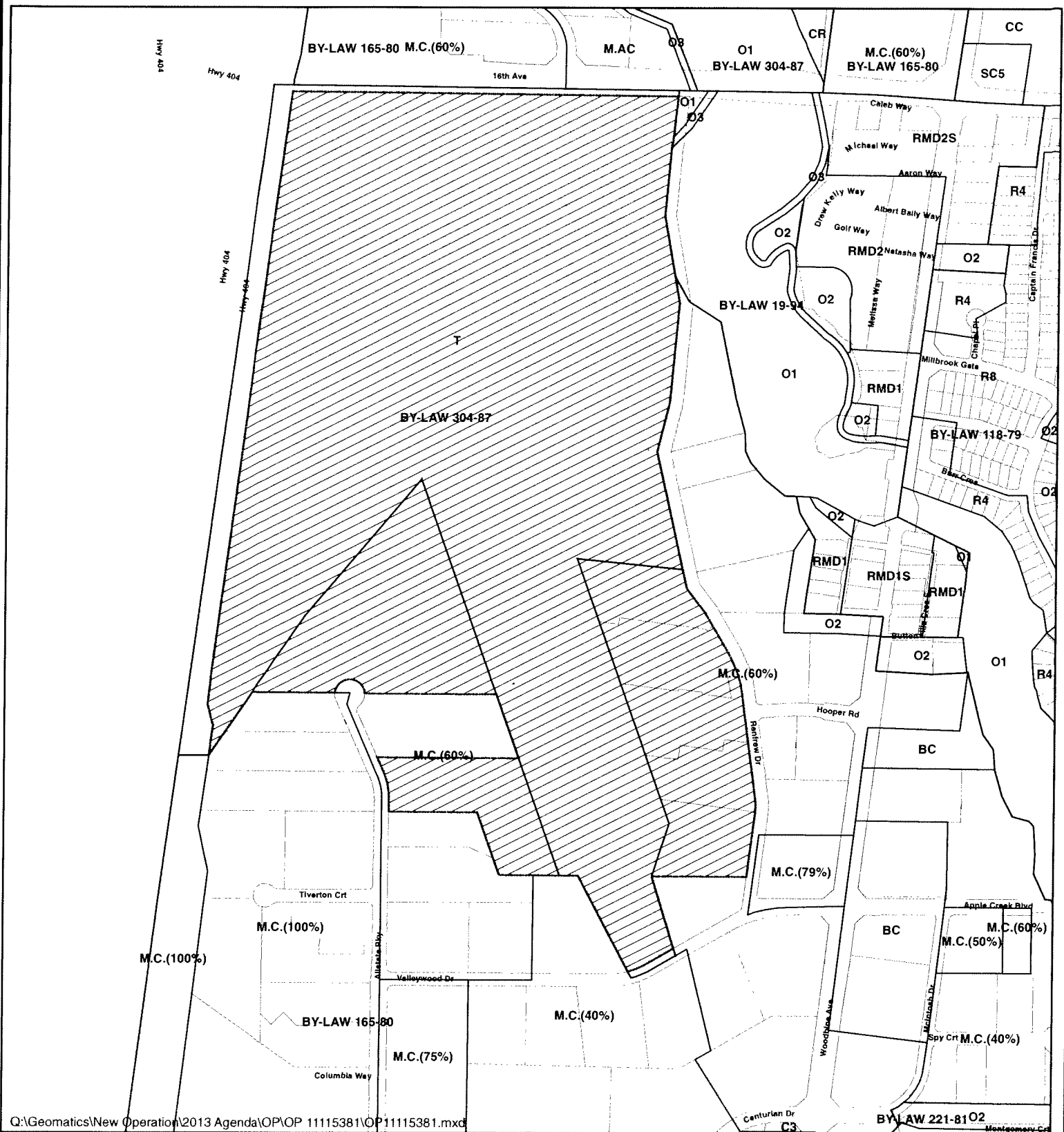
  
Rino Mostacci, M.C.I.P., R.P.P.  
Director of Planning and Urban Design

  
Jim Baird, M.C.I.P., R.P.P.  
Commissioner of Development Services

**ATTACHMENTS:**

|              |  |
|--------------|--|
| Figure 1     | Location   |
| Figure 2     | Area Context / Zoning  |
| Figure 3     | Aerial Photo   |
| Figure 4     | Present Official Plan Designations                             |
| Figure 5     | Proposed Secondary Plan Designations                           |
| Figure 6     | Proposed Buttonville Master Plan – Ground Floor Areas          |
| Figure 7     | Proposed Buttonville Master Plan – Upper Floor Areas           |
| Figure 8     | Proposed Phase 1 Plan  |
| Figure 9     | Draft Buttonville Transportation Infrastructure Proposed (map) |
| Figure 10    | Draft Buttonville Transportation Infrastructure Cost Estimate  |
| Appendix 'A' | Population and Job Projections                                 |
| Appendix 'B' | Comments from the Town of Richmond Hill                        |
| Appendix 'C' | Letter from Thompson Rogers                                    |
| Appendix 'D' | Letter from Fraser Milner Casgrain                             |





# AREA CONTEXT / ZONING

APPLICANT: CF/OT BUTTONVILLE PROPERTIES LP  
 2833 16th. AVENUE  
 FILE No.OP11115381(GD)



DEVELOPMENT SERVICES COMMISSION

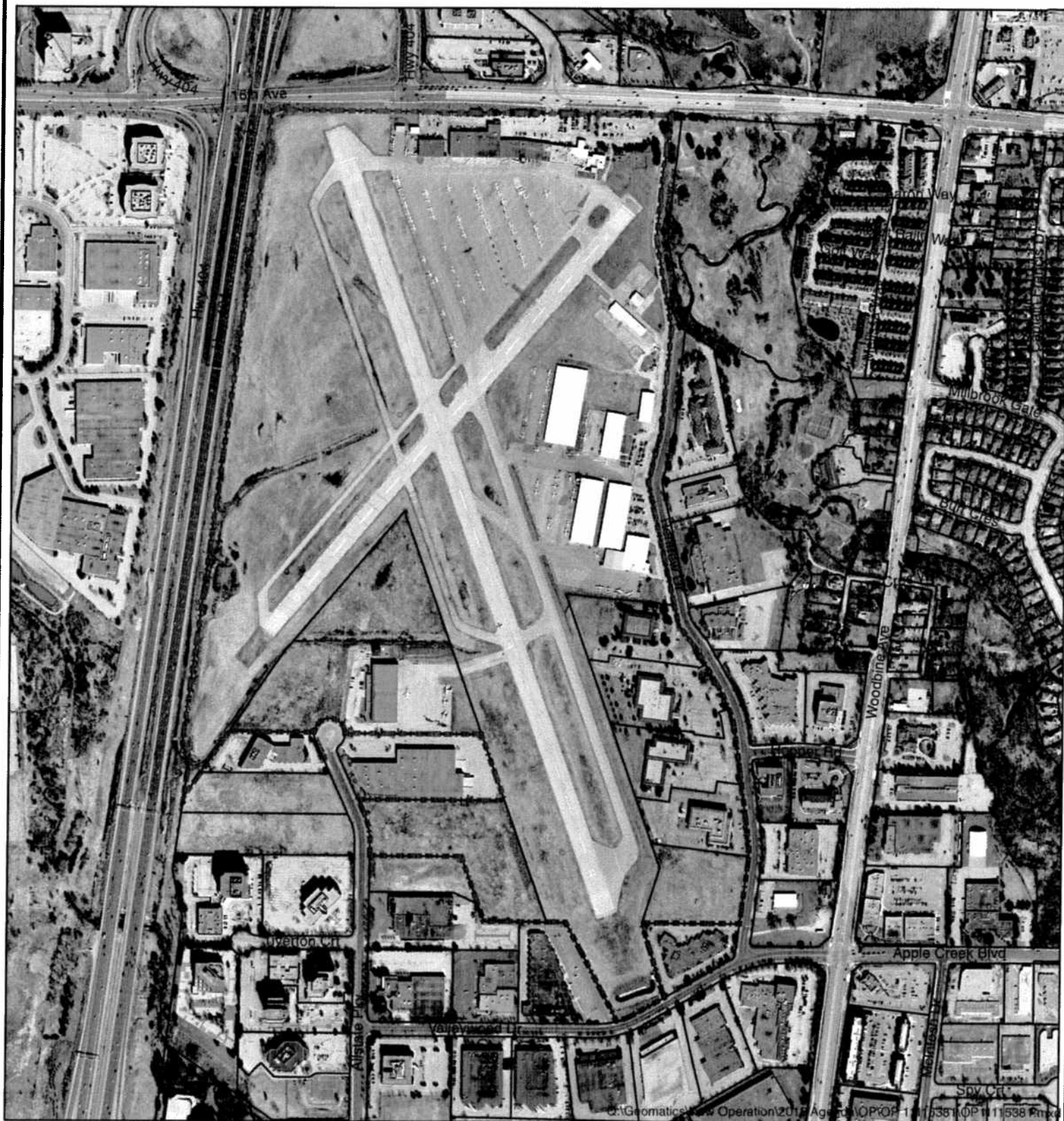
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DATE: 05/14/12

FIGURE No. 2





# AIR PHOTO 2011

APPLICANT: MALONE GIVEN PARSONS

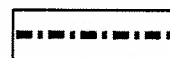
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DEVELOPMENT SERVICES COMMISSION

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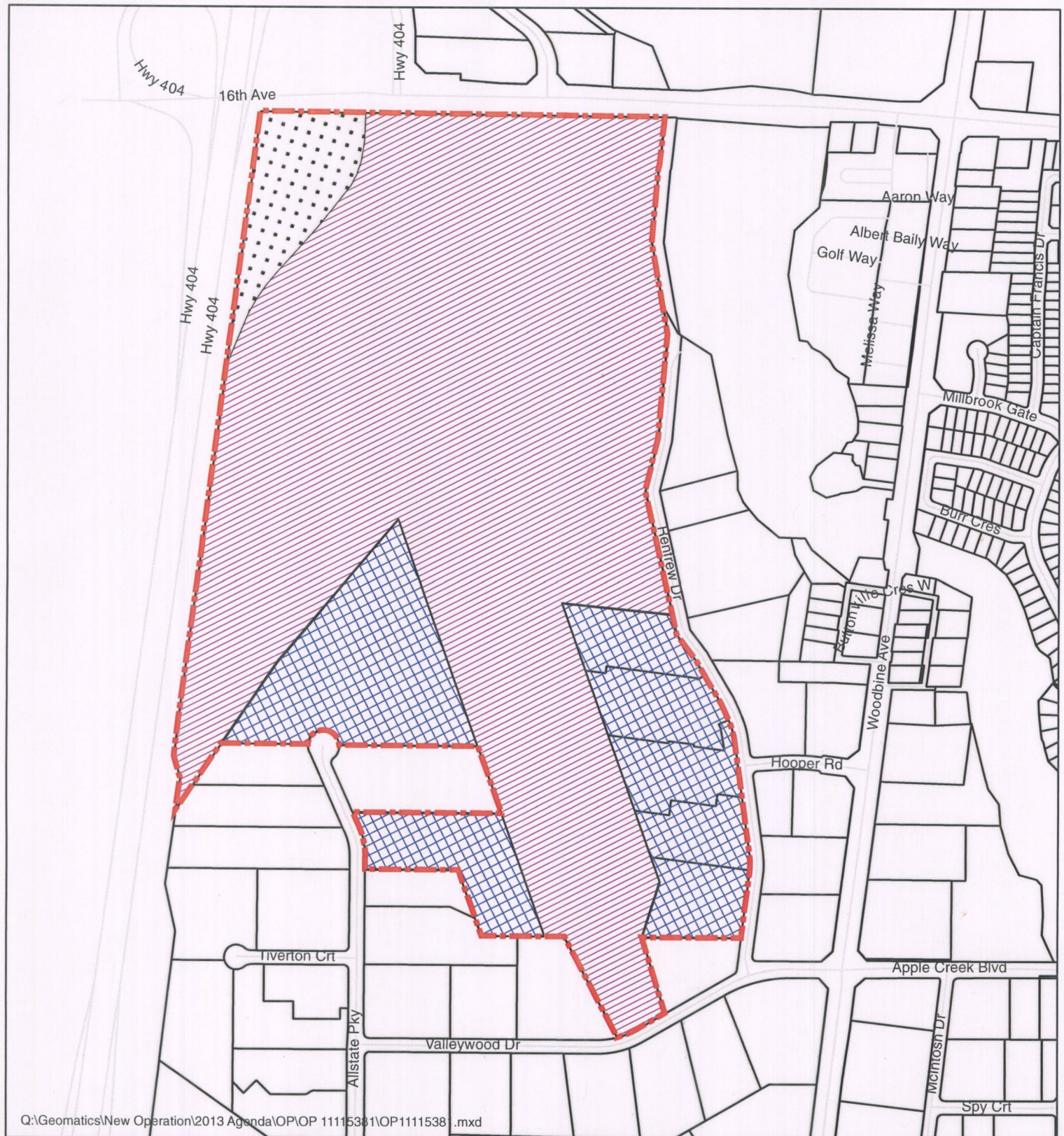
SUBJECT LANDS



DATE: 05/14/12





FIGURE No. 3





# EXCERPT OFFICIAL PLAN

APPLICANT: CF/OT BUTTONVILLE PROPERTIES LP  
2833 16th. AVENUE  
FILE No.OP11115381(GD)

-  SUBJECT LANDS
-  LANDS DESIGNATED AIRPORT IN CITY'S OP
-  LANDS DESIGNATED TRANSPORTATION/UTILITIES IN CITY'S OP
-  LANDS DESIGNATED BUSINESS PARK AREA IN CITY'S OP



DEVELOPMENT SERVICES COMMISSION

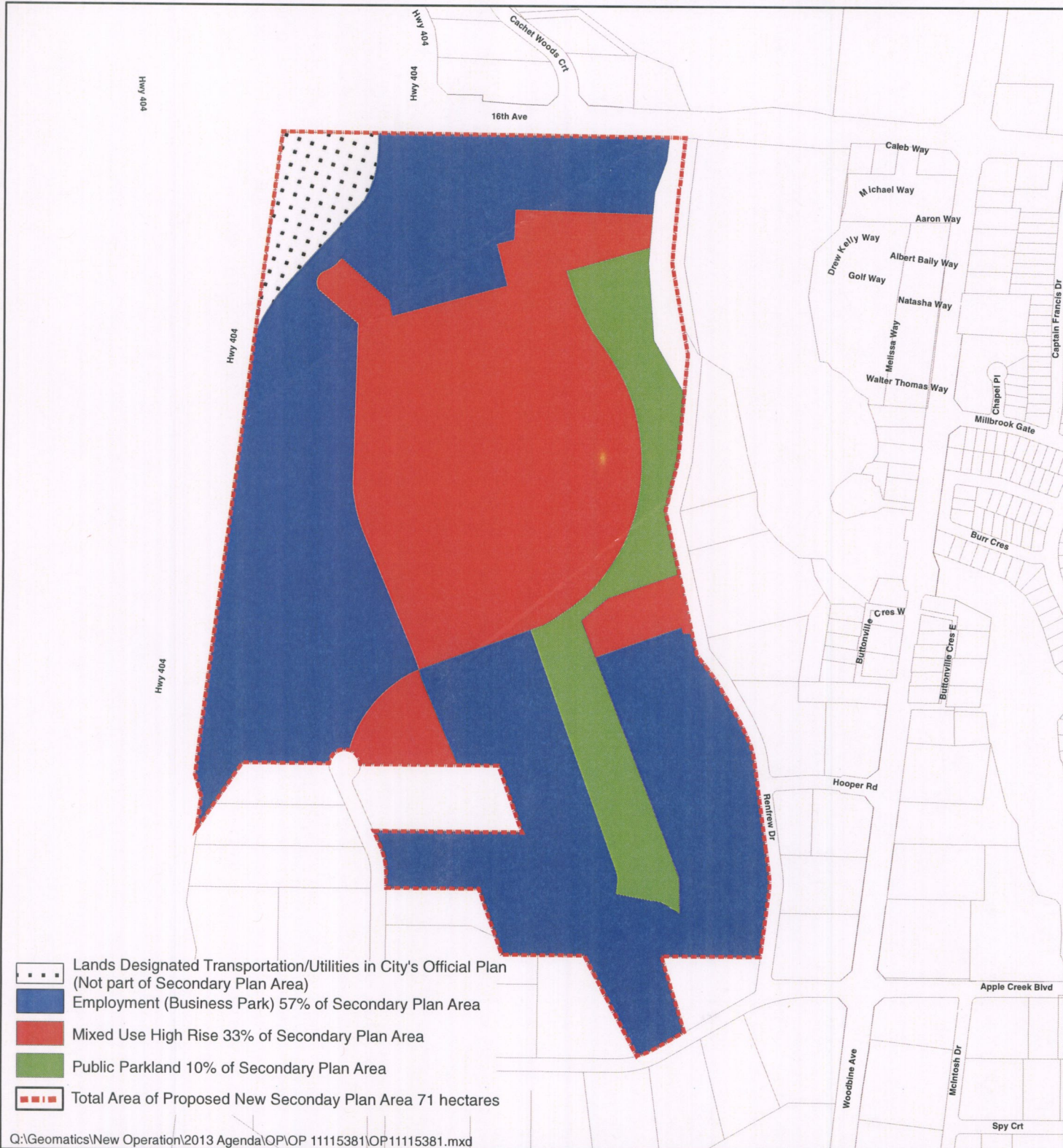
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FIGURE No. 4





# PROPOSED NEW SECONDARY PLAN DESIGNATIONS & ASSOCIATED LAND AREA PERCENTAGES

APPLICANT: CF/OT BUTTONVILLE PROPERTIES LP

2833 16th. AVENUE

FILE No.OP11115381(GD)



DEVELOPMENT SERVICES COMMISSION

Drawn By:DD

Checked By:GD

DATE: 05/14/12

FIGURE No. 5







- RETAIL
- RESIDENTIAL
- OFFICE
- CINEMA
- CONV. CENTRE
- PARKADE
- PUBLIC PARKLAND

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## BUTTONVILLE MASTER PLAN-GROUND FLOOR AREAS

APPLICANT: CF/OT BUTTONVILLE PROPERTIES LP  
2833 16th. AVENUE

FILE No.OP11115381(GD)



DEVELOPMENT SERVICES COMMISSION

Drawn By:DD

Checked By:GD

DATE: 05/14/12

FIGURE No. 6







- RETAIL
- RESIDENTIAL
- OFFICE
- CINEMA
- CONV. CENTRE
- PARKADE

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## BUTTONVILLE MASTER PLAN-UPPER FLOOR AREAS

APPLICANT: CF/OT BUTTONVILLE PROPERTIES LP  
2833 16th. AVENUE

FILE No.OP11115381(GD)



DEVELOPMENT SERVICES COMMISSION

Drawn By:DD

Checked By:GD

DATE: 05/14/12

FIGURE No. 7





- RETAIL
- RESIDENTIAL
- OFFICE
- CINEMA
- CONV. CENTRE
- PARKADE
- PUBLIC PARKLAND

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# PROPOSED PHASE 1 AREA

APPLICANT: CF/OT BUTTONVILLE PROPERTIES LP  
2833 16th. AVENUE

FILE No.OP11115381(GD)



DEVELOPMENT SERVICES COMMISSION

Drawn By:DD

Checked By:GD

DATE: 05/14/12

FIGURE No. 8





**Figure 9**

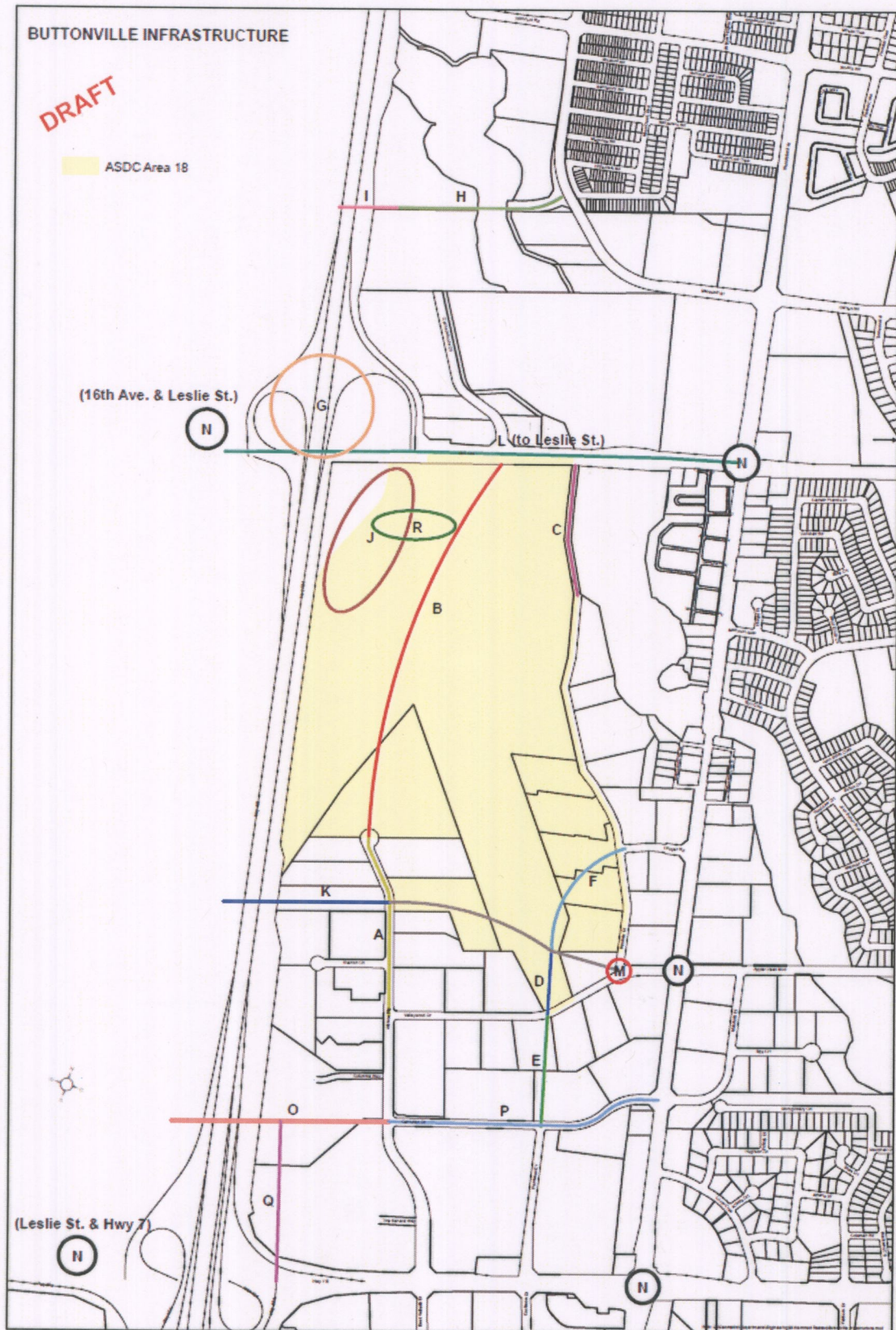


Figure 10

Buttontown Infrastructure

DRAFT

April 22nd, 2013

| A) Roads  | Map ID | Total         | CWH          | ASDC (CF)    | Local (CF)  | Other        | Comments                                       | Phase |
|---|--------|---------------|--------------|--------------|-------------|--------------|--|-------|
| Valleywood Drive to Buttontown south property line  | A      | \$500,000     | \$250,000    | \$250,000    | \$0         | \$0          |  | 1     |
| Albion Parkway                                      | B      | \$3,400,000   | \$476,000    | \$0          | \$2,924,000 | \$0          |  | 1     |
| Albion Parkway (Property)                           | C      | \$300,000     | \$42,000     | \$0          | \$258,000   | \$0          | Based on DC rate                               | 1     |
| Renfrew Drive                                       | D      | \$2,400,000   | \$0          | \$2,400,000  | \$0         | \$0          |  | 1     |
| Frontenac Drive                                     | E      | \$700,000     | \$0          | \$0          | \$700,000   | \$0          | Further review is required                     | TBF   |
| Frontenac Drive (Property)                          | F      | \$1,400,000   | \$0          | \$1,400,000  | \$0         | \$0          | Further review is required                     | TBF   |
| Frontenac Drive (Property)                          | G      | \$15,300,000  | \$0          | \$15,300,000 | \$0         | \$0          | Further review is required                     | TBF   |
| Hooper Road Extension                               | H      | \$2,400,000   | \$0          | \$2,400,000  | \$0         | \$0          |  | TBF   |
| 404 Ramp Improvements (N.E)                         | I      | TBD           | \$0          | \$0          | \$0         | \$0          | Clarify if MTO requires ROW modification       | TBF   |
| Markland Bridge over Rouge River                    | J      | \$8,000,000   | \$8,000,000  | \$0          | \$0         | \$0          |  | TBF   |
| 404 Mid-Block                                       | K      | \$24,000,000  | \$7,999,200  | \$0          | \$0         | \$16,000,800 | RH and ROY                                     | TBF   |
| 404 Mid-Block (Property)                            | L      | \$2,400,000   | \$799,920    | \$0          | \$0         | \$1,600,080  | RH and ROY                                     | TBF   |
| Hwy 404 / 16th Ave (SE) interchange ramp            | M      | \$5,400,000   | \$1,799,820  | \$1,799,820  | \$0         | \$1,800,360  | ROY (33%) and CF to be assessed RH Share (33%) | 1     |
| Hwy 404 / 16th Ave (SE) interchange ramp (Property) | N      | \$6,500,000   | \$0          | \$0          | \$0         | \$6,500,000  | MTO to fund property                           | 1     |
| 404 Mid-Block                                       | O      | \$20,000,000  | \$6,666,000  | \$6,666,000  | \$0         | \$6,666,000  | ROY (33%) and CF to be assessed RH Share (33%) | TBF   |
| 404 Mid-Block (Property)                            | P      | \$1,000,000   | \$333,300    | \$333,300    | \$0         | \$333,400    | ROY (33%) and CF to be assessed RH Share (33%) | TBF   |
| 16th Ave Improvements                               | Q      | TBD           |              |              |             | TBD          | Region 100%                                    | TBF   |
| Intersection Improvements                           | R      | \$500,000     | \$250,000    | \$250,000    | \$0         | \$0          |  | TBF   |
| Regional Intersection Improvements                  | S      | TBD           | \$0          | \$0          | \$0         | \$0          |  | TBF   |
| 404 Mid-Block                                       | T      | \$20,000,000  | \$6,666,000  | \$0          | \$0         | \$13,334,000 | ROY  | TBF   |
| 404 Mid-Block (Property)                            | U      | \$6,000,000   | \$1,999,800  | \$0          | \$0         | \$4,000,200  | RH and ROY                                     | 1     |
| Centurian Drive Widening                            | V      | \$1,600,000   | \$1,600,000  | \$0          | \$0         | \$0          | RH and ROY                                     | 1     |
| Hwy 7 Ramp Improvements                             | W      | \$10,000,000  | \$10,000,000 | \$0          | \$0         | \$0          |  | TBF   |
| Hwy 7 Ramp Improvements (Property)                  | X      | \$5,000,000   | \$5,000,000  | \$0          | \$0         | \$0          |  | TBF   |
| CF Direct Off Ramp                                  | Y      | TBD           | \$0          | TBD          | \$0         | \$0          |  | TBF   |
| Total   |        | \$136,800,000 | \$51,882,040 | \$30,799,120 | \$3,882,000 | \$50,216,840 |  |       |

| B) Transit             | Total | CWH | ASDC | Local | Other | Comments |
|------------------------|-------|-----|------|-------|-------|----------|
| a) Public - 100% ROY   | TBD   | \$0 | \$0  | \$0   | TBD   | ROY      |
| b) Private - 100% ASDC | TBD   | \$0 | TBD  | \$0   | \$0   | C.F.     |

| C) Servicing | Total       | CWH | ASDC        | Local | Other | Comments                     |
|--------------|-------------|-----|-------------|-------|-------|------------------------------|
| Sanitary     | \$1,810,094 | \$0 | \$1,810,094 | \$0   | \$0   | Need clarification from Cole |
| Watermain    | ?           | -   | -           | -     | -     |                              |
| Storm        | ?           | -   | -           | -     | -     |                              |

Notes:  
 Subject to Transportation and Servicing Studies  
 Subject to MTO/ROY Comments and Approvals  
 Subject to updated cost and property estimates

## **Appendix A**

### **Residential persons per unit (PPU) forecasts (2016, 2021, and 2031):**

- 2016 - 1.95 ppu
- 2021 - 1.92 ppu
- 2031 - 1.89 ppu

*Based on apartment units*

### **Floor areas per employee by type:**

- |                                   |  |
|-----------------------------------|--|
| • Office job                      | 25m <sup>2</sup> (269 ft <sup>2</sup> ) per employee |
| • Retail job                      | 40m <sup>2</sup> (469 ft <sup>2</sup> ) per employee |
| • Hotel and Convention Centre job | 80m <sup>2</sup> (861 ft <sup>2</sup> ) per employee |



## Appendix B

Agenda Item

5

### COMMITTEE OF THE WHOLE MEETING

January 24, 2012

SRPRS.12.011

Planning and Regulatory Services Departments  
Planning

**SUBJECT: Comments on an Application for Official Plan Amendment to the Town of Markham regarding the redevelopment of the Buttonville Municipal Airport (SRPRS.12.011)**

---

### PURPOSE:

This staff report provides comments on the proposed Official Plan Amendment application submitted to the Town of Markham for the redevelopment of the Buttonville Municipal Airport.

### RECOMMENDATION(S):

- a) That SRPRS.12.011 be received and that all comments be referred back to staff;
- b) That the Town Clerk be directed to send a copy of SRPRS.12.011 to the Clerk of the Town of Markham as a formal submission of comments from the Town of Richmond Hill regarding the proposed Official Plan Amendment application for the Buttonville Municipal Airport and that a copy of SRPRS.12.011 also be sent to York Region for consideration as part of the Region's review of the subject application; and
- c) That the Town of Richmond Hill request notification from the Town of Markham with respect to a decision by Council of the Town of Markham regarding the proposed Official Plan Amendment application.

Contact: Brian DeFreitas Planner II - Policy x2536  
Paul Freeman, Manager of Policy x2472

Submitted by:

Ana Bassios  
Commissioner of Planning and Regulatory Services

Approved by:

M. Joan Anderton  
Chief Administrative Officer



## **BACKGROUND:**

On November 1<sup>st</sup>, 2011, an application for an amendment to the Markham Official Plan was submitted by CF/OT Buttonville Properties LP to the Town of Markham for a proposal to redevelop the Buttonville Municipal Airport. The Buttonville Municipal Airport is located municipally at 2833 16<sup>th</sup> Avenue in the Town of Markham. The proposed Official Plan Amendment application seeks to redesignate the subject lands from Industrial (Airport) to Commercial (Community Area) in the Town of Markham Official Plan to allow for a mixed use employment precinct comprised of a range of office, commercial, retail, hotel, convention centre and residential uses totaling a proposed gross floor area of 7.2 to 9.9 million square feet (674,000 – 920,000 square metres).

In support of the proposed Official Plan Amendment application, the applicant submitted the following technical studies to the Town of Markham as part of the application. The executive summary of the Vision and Master Plan Report is appended to this staff report as Appendix 'A'. A copy of the proposed siteplan and transportation improvements are appended as Appendix 'B'.

- Vision and Master Plan Report;
- Sustainable Servicing Strategy Report;
- Transportation Strategy Report;
- Buttonville Airport Redevelopment SitePlan; and
- Draft Official Plan Amendment;
- Buttonville Airport OLS Survey

As a neighbouring municipality in proximity to the Buttonville Municipal Airport, the Town of Markham has circulated the proposed Official Plan Amendment application and supporting materials to Richmond Hill for review and comment. A circulation letter was forwarded by Markham staff requesting comments by November 29, 2011. Since that time, Richmond Hill staff has advised the Town of Markham that additional time would be needed to provide comments on the proposed application, and that comments on the application would follow Council's consideration of this staff report (SPRS.12.011).

The Buttonville Municipal Airport is approximately 170 acres in size (70 ha) and is currently operated privately by Toronto Airways Limited. It provides an array of general aviation services including flight training, pilot supplies, local and visiting pilot services and rentable airport space. The airport has been in operation since the early 1960's and in 2010 it was ranked 7<sup>th</sup> by NAV Canada as one of Canada's busiest airports in total aircraft movements. On October 7<sup>th</sup>, 2011, the airport was sold privately in a joint venture between Cadillac Fairview and the Sifton Family (Armada Co. Limited). The intent to redevelop the Buttonville Airport lands was officially announced on November 24, 2011. According to the documentation submitted with the application, the proposed timing of the redevelopment indicates that the airport could cease operations by 2013, with Phase 1 occupancy proposed by 2015 in time for the Pan Am Games.



## DISCUSSION:

### Purpose of this Report:

This report summarizes Richmond Hill staff's comments on the proposed Official Plan Amendment application that has been submitted to the Town of Markham to facilitate the redevelopment of the Buttonville Municipal Airport. The comments have been prepared on the basis of the reports/studies that have been circulated by the Town of Markham to Richmond Hill staff for review.

### Where is the Buttonville Municipal Airport:

The Buttonville Municipal Airport is located east of Highway 404 and south of 16<sup>th</sup> Avenue in the Town of Markham. It is municipally located at 2833 16<sup>th</sup> Avenue. The airport is located within the Allstate Employment Area which is generally bounded by Highway 404 in the west, 16<sup>th</sup> Avenue to the north, Woodbine Avenue to the east and Highway 7 to the south. A map of the Buttonville Municipal Airport and surrounding context is illustrated in Map 1 to this staff report.

**Map 1 – Location of Buttonville Municipal Airport**



**Employment Areas** Source: Town of Markham Official Plan, 1987 and Town of Richmond Hill Official Plan

**Buttonville Municipal Airport Lands**

The airport lands are surrounded by the Rouge River and residential uses (Cachet and Buttonville communities) to the east, employment land uses to the north and south and the Highway 404 transportation corridor to the west.

### Proposed Official Plan Amendment Application:

On November 1<sup>st</sup>, 2011, the Town of Markham received an application for an amendment to the Town of Markham Official Plan which seeks to redesignate the Buttonville Airport lands from Industrial (Airport) to Commercial (Community Area) in the Town of Markham Official Plan. Specifically, the application is intended to facilitate the redevelopment of the Buttonville Municipal Airport into a mixed use employment precinct comprised of a range of office, commercial, retail, hotel, convention centre and residential uses with a total proposed gross floor area ranging from 7.2 to 9.9 million square feet (674,000 – 920,000 square metres). Building heights proposed by the application range in height from 5 storeys to 60 storeys. Table 1 provides a breakdown of the proposed uses and gross floor area during the phases of development.

**Table 1. Proposed Development Yields for the Redevelopment of the Buttonville Municipal Airport**

| Use  | Entire Master Plan |                              |                          |                                 | Phase 1                      |                          |                              |
|--|--------------------|------------------------------|--------------------------|---------------------------------|------------------------------|--------------------------|------------------------------|
|  | Range              |                              |                          |                                 | Range                        |                          |                              |
|  | % of GFA*          | Square Feet                  | Square Metres            | Units/(Jobs)                    | Square Feet                  | Square Metres            | Units/(Jobs)                 |
| Retail, Services, Commercial, Restaurant and Entertainment | 12%                | 900,000 - 1,200,000          | 83,000 – 110,000         | (2,300 – 3,000)                 | 400,000 – 500,000            | 37,000 – 46,000          | (1,100 - 1,300)              |
| Office, Major Institutional                                | 44%                | 2,600,000 – 4,400,000        | 240,000 – 405,000        | (12,000 – 20,400)               | 450,000 – 850,000            | 42,000 – 79,000          | (2,100 – 4,000)              |
| Residential  | 36%                | 3,200,000 - 3,600,000        | 300,000 – 340,000        | 4,000                           | 600,000 – 750,000            | 56,000 – 70,000          | 1032                         |
| Hotel  | 6%                 | 450,000 - 600,000            | 42,000 – 56,000          | (560 – 750)                     | 130,000 – 160,000            | 12,000 – 15,000          | (160 – 200)                  |
| Convention   | 1%                 | 100,000                      | 9,300                    | (100 – 130)                     | –                            | –                        | –                            |
| <b>Grand Total</b>   | <b>100%</b>        | <b>7,200,000 – 9,900,000</b> | <b>674,000 – 920,000</b> | <b>4,000/ (15,000 - 24,000)</b> | <b>1,600,000 – 2,300,000</b> | <b>147,000 – 210,000</b> | <b>1032/ (3,400 – 5,500)</b> |

\* Percentage calculated using the maximum range of square feet proposed for each use as a ratio of the total GFA  
Source: Buttonville Airport Redevelopment Vision and Master Plan Report

The redevelopment of the Buttonville Municipal Airport at full build-out is expected to yield approximately 4,000 residential units (6,000 – 7,200 persons) and between 15,000 – 24,000 jobs. This equates to a ratio of 3 jobs for every 1 resident and a density ranging between 300 and 445 people and jobs per gross hectare. By comparison, the Growth Plan for the Greater Golden Horseshoe requires that Urban Growth Centres in the City of Toronto achieve an overall density target of 400 people and jobs per hectare by 2031. Urban Growth Centres in York Region, such as Markham Centre, the Richmond Hill/Langstaff Gateway, Newmarket Centre and the Vaughan Metropolitan Centre are required to achieve 200 people and jobs per hectare

by 2031. In its current form, the Buttonville Airport proposal is 1.5 to 2.0 times denser than what is planned for UGC's in the York Region Official Plan.

### **Comments on the Proposed Official Plan Amendment Application:**

The following section contains Richmond Hill staff's comments on the proposed Official Plan Amendment application based on the materials that have been provided in support of the application. It is recommended that a copy of this staff report be provided to the Town of Markham and York Region for consideration as part of their review of the application. For reference, the comments have been summarized and grouped as follows:

- General Comments;
- Employment Lands;
- Urban Structure, Height and Density; and
- Transportation

### **General Comments:**

1. The proposed development represents an ambitious intensification and redevelopment of the Buttonville Municipal Airport. The amount of residential units proposed is significant. The Buttonville Airport lands have not been identified provincially or regionally as an urban growth centre nor are they located on a Regional Corridor, yet the densities proposed are greater than those that are planned for urban growth centres under the Growth Plan. This level of intensification is best directed to urban growth centres or to the Regional Corridors where there is sufficient existing and planned public rapid transit to support such densities. Richmond Hill staff are concerned that by permitting such densities in a location away from designated growth centres and planned Regional rapid transit corridors, such development will detract from the investment needed to support rapid transit in the location where it is planned. In this regard, staff question whether such a proposal is consistent with the Growth Plan if it were to redirect development market share and transportation infrastructure away from planned urban growth centres and Regional corridors such as Yonge Street, Highway 7 and the Richmond Hill/Langstaff Gateway.
2. The protection of employment areas is a matter of provincial interest identified under the policies of the Provincial Policy Statement 2005. The Growth Plan for the Greater Golden Horseshoe builds on the policies of the PPS by requiring municipalities to plan for transit-supportive, compact, built-form when planning for employment uses in employment land areas. Compact, transit-supportive development can be achieved in employment land areas over the long term without the need for residential and other non-employment uses.

3. The reports/studies submitted in support of the proposed Official Plan Amendment application lack sufficient detail. For instance, the Transportation Strategy report does not provide a transportation network analysis which assesses the impacts of the proposed development on the boundary road network. This is of particular concern as the report recommends a mid-block flyover across Highway 404 into Richmond Hill that is intended to align with East Wilmot Street, in addition to the mid-block flyover approved for the extension of Centurian Drive. Additional technical analyses is required in order to properly assess the transportation impacts of this development on the boundary road network and the traffic impacts on Richmond Hill if such development were to be approved.
4. Arrangements with the Town of Richmond Hill would be required in order to accommodate the proposed development based on the infrastructure improvements recommended as part of this application. It remains unclear how and when this will be addressed through the development approvals process.
5. The circulation letter accompanying the proposed Official Plan Amendment application notes that further detailed technical documents and studies will follow as identified during the development review process. Richmond Hill staff kindly request that these materials be provided to Richmond Hill staff and that additional time be provided to review and comment on any supplementary materials that have been submitted by the applicant to Markham staff.

### **Employment Lands:**

6. Under the policies of the Growth Plan, municipalities are encouraged to designate and preserve lands within settlement areas in the vicinity of existing major highway interchanges, ports, rail yards and airports as areas for manufacturing, warehousing and associated retail, office, and ancillary facilities. The Buttonville Municipal Airport lands are located within an employment corridor along Highway 404 which is a major Provincial Highway. In the context of the airport lands, Highway 404 is flanked by employment lands on either side of the highway generally from Highway 407 in the south to Elgin Mills Road in the north. These employment lands represent an important corridor for long-term employment land uses in York Region.
7. The development of the employment lands on either side of Highway 404 are guided by provincial, regional and municipal land use policies. As a strategic corridor in York Region, the employment lands on either side of Highway 404 are symbiotic, and as a whole, staff feel they represent a corridor of strategic employment lands to be protected over the long term given their proximity to a major Provincial highway. On that basis, staff are concerned that the inclusion of non-employment uses within this employment area threatens the strategic character and stability of these employment lands and can have implications on the ability to preserve the employment lands along the corridor over the long-term.

8. In 2008, the Ministry of Municipal Affairs and Housing released a technical background paper on Planning for Employment in the Greater Golden Horseshoe. The background paper forms part of an assessment initiated by the Province of Ontario to generate discussion on planning for employment areas in the Greater Golden Horseshoe. The background paper lists proposed criteria that could be used for identifying provincially strategic employment areas. Proximity to major infrastructure including that of provincial highways is included in the list of proposed criteria. While these technical papers have no statutory status and do not form part of the Growth Plan, they do reflect a framework within which to recognize employment areas that may be of regional and provincial interest. It is staff's opinion that the employment lands on either side of Highway 404 represent a corridor of strategic employment lands. In that regard, the strategic employment lands along the Highway 404 corridor represent a regional and provincial interest and should be protected over the long term.
9. As part of a strategic employment area, staff feel that residential uses within designated employment areas do not implement the policies of the Growth Plan. Through its policies, the Growth Plan attempts to protect the valuable natural resources of land, including employment land areas, by promoting economic prosperity and by preserving employment lands for current and future uses. On that basis, staff does not agree that mixed use development which includes residential uses in an employment area is consistent with the policies of the Growth Plan.
10. The Vision and Master Plan report also indicates that business parks in the '905' area have traditionally been dominated by "single use" employment uses and are characterized by auto-dependency, increased traffic congestion, under-utilization of land, lack of amenities and lack of activity after hours. Staff note that the materials submitted in support of the Official Plan Amendment application reference a report released by the Canadian Urban Institute in March 2011, entitled *The New Geography of Office Location and the Consequences of Business as Usual in the GTA*. The CUI report recommends that employment areas be planned to include an expanded range of uses and functions to promote pedestrian activity and transit use. While the interpretation of "expanded range of uses and functions" remains somewhat unclear, we are concerned that through this application, this is being interpreted to include residential uses. This, in staff's opinion, is in direct conflict with provincial and regional policies. Furthermore, the report conducted by CUI has no statutory status and should not be used to guide land use planning decisions in employment land areas.
11. Despite the trend of employment uses in the 905 area business parks being "single-use" and auto-oriented, staff notes that the designated employment lands in these business parks along Highway 404 serve an important purpose over the long-term. Not only do these employment lands serve to provide for a diversified economic base, but they ensure that a range and choice of suitable sites for employment uses are provided to support a wide range of existing and future employment uses. This is particularly important for heavy industrial or warehouse uses that are often "single use" employment

uses which need large tracts of employment land to function. As such, municipalities designate employment lands for this purpose and include employment land protection policies to ensure that employment lands are protected from conversion over the long term.

12. With respect to auto-dependency, staff note that employment land areas do not have to be auto-oriented by default. Investments to public rapid transit should be made by upper-tier governments over the long term to connect strategic employment lands along provincial highways with mobility hubs or other rapid transit corridors across the GTHA, where there are significant investments in public rapid transit already planned. This would ensure public rapid transit serves strategic employment areas and would go a long way in reducing dependency on the private automobile in these areas. An example of this is the Leslie Street/Don Mills LRT which is listed among one of the top 15 priorities in the Regional Transportation Plan. The Leslie Street/Don Mills LRT is a planned public rapid transit service extending from the Bloor-Danforth Subway in Toronto, north to Highway 7 in Richmond Hill and Markham. There are significant nodes of employment along this transit corridor in York Region which can support higher order transit use. Through investments in public rapid transit over the long term, strategic employment lands can become less dependent on the private automobile.
13. The inclusion of residential uses and other non-employment uses in employment areas can result in land use compatibility issues and can run the risk of losing valuable employment land over the long-term that would otherwise be suitable for office and industrial uses. Staff is concerned that, through this application, the proposed type of mixed use development, if approved, may set a precedent on the strategic corridor of employment lands which remain along Highway 404.

#### **Density:**

14. The Buttonville Airport lands have a site area of 170 acres (70 hectares). The redevelopment of the airport proposes between 6,000 and 7,200 residents and between 15,000 and 24,000 jobs. Residential uses account for approximately 36% of the total gross floor area proposed. Approximately 20 percent of the total residential development is expected to be developed in Phase 1. The development equates to approximately 3 jobs for every 1 resident and a density of 300 - 445 people and jobs per hectare. While over half of the proposed floor area remains devoted to office, retail, service and other commercial uses, a significant share of the lands are planned for residential purposes. Staff question the appropriateness of permitting residential uses in a strategic employment area.
15. The Growth Plan provides for a minimum density of 200 people and jobs per hectare for both the Markham Centre and the Richmond Hill Centre/Langstaff Gateway Urban Growth Centres. These growth centres, together with the other two growth centers in York Region (Vaughan Metropolitan Centre and Newmarket Centre) are planned to house a significant share of the growth and intensification forecasted in York Region to

2031. The proposed density of this application exceeds the minimum density targets for urban growth centres established in the Growth Plan.

### **Regional Urban Structure:**

16. The Regional Official Plan (ROP) promotes a comprehensive approach to intensification and identifies a hierarchy of where the Region intends to direct intensification and investments to public rapid transit within the Regional urban structure. In that regard, intensification is directed to areas along the Regional Corridors and within Regional Centres. The ROP also directs local municipalities to identify strategic locations for intensification in key areas along the Regional Corridors, such as Key Development Areas. These strategic locations are based on an intensification framework that recognizes that the highest density and scale of development will occur in the Regional Centres followed by the Regional Corridors, where significant investments to public rapid transit have been made or are planned for in the future
17. The densities proposed for the redevelopment of the Buttonville Airport appear excessive on the basis that the airport lands are not designated as an urban growth centre. Furthermore, staff are concerned about the potential implications a development at this scale may have for planned UGC's in York Region, namely the Richmond Hill/Langstaff Gateway Urban Growth Centre which is planned to exceed the provincial minimum density targets for UGC's. On that basis, the following questions are posed for consideration.
  - a) What effect will this density have on the UGC's and the Regional Corridors in York Region on their ability to achieve the intensification objectives set out in the Growth Plan and the York Region Official Plan?
  - b) What are the cumulative effects of this development on the Region's urban structure if this amount of density is approved away from planned urban growth centres, Regional Corridors and rapid transit?
  - c) How does this proposed development impact the significant public rapid transit investments that have been made by York Region in support of the intensification of the urban growth centres and the Regional corridors in York Region?

### **Transportation:**

18. The Transportation Strategy report submitted as part of the Official Plan Amendment application illustrates a proposed flyover road immediately north of the Centurian Drive extension. The proposed Apple Creek flyover is intended to support the redevelopment of the Buttonville Airport lands, and would encompass an extension of Apple Creek Boulevard in the Town of Markham westerly over Highway 404 to align with East Wilmot Street in Richmond Hill. The Centurian Drive extension forms part of an approved flyover that will cross Highway 404 and connect to East Pearce Street in Richmond Hill. Richmond Hill staff note that Map 12 of the Regional Official Plan illustrates the location

of proposed mid-block crossings along Highway 404. One mid-block crossing is proposed south of the existing Highway 404/16th Avenue interchange and south of the Buttonville Airport. We question the appropriateness of two mid-block flyovers in close proximity.

19. Prior to exploring an introduction of an additional flyover between Highway 7 and 16th Avenue, the transportation strategy does not mention the planned flyover north of 16th Avenue and its potential connection to the subject application via the Cachet Woods Court extension. Alternatively, the study reviews re-aligning the Cachet Woods Court to Highway 404.
20. Given the approval of the proposed Centurian Drive flyover immediately to the south, the currently planned road network in Richmond Hill is based on the assumption that one flyover would be provided in this area. An additional flyover could trigger additional improvements. The subject application is based in the Town of Markham while the proposed infrastructure for the Apple Creek flyover spans the jurisdiction of the Town of Richmond Hill, Markham, York Region and MTO. As such, involvement from and/or arrangements with Richmond Hill should be clearly identified. The transportation strategy does not indicate involvement from Richmond Hill in order to implement this flyover while it clearly indicates the involvement of other jurisdictions such as York Region and MTO. Given that this additional flyover is intended to facilitate the proposed development, associated costs/fees (including planning, designing, constructing, maintaining) for this infrastructure, if approved, should be solely borne by the applicant.
21. Considering the magnitude of potential traffic that would be generated by the proposed development, a four-lane major east-west arterial road does not appear sufficient. It appears that the proposed Apple Creek flyover is intended to alleviate pressure for this matter, but this flyover is not considered a good connection/access/alleviator given that this would be terminated at the intersection with Leslie Street. As such, the proposed flyover would alleviate pressure from abutting roads only, but this would result in shifting pressure to where the flyover would intersect with Leslie Street. Accordingly, Richmond Hill staff have significant concerns with the flyover based on the level of density proposed.
22. The Transportation Strategy report shows the rerouting of transit routes from planned locations into the airport site. Improvements to infrastructure should be comprehensively planned and not planned for on an "ad-hoc" basis in support of serving a private development interest. To reiterate our comments above, density at this scale should be focused where rapid transit is currently planned for in the Regional Official Plan.
23. The conceptual site plan ignores a planned improvement to 16th Avenue interchange in order to accommodate a Parclo A4 interchange configuration.
24. Given that some of the proposed infrastructure improvements are significant and that the approval process would otherwise require the completion of Master Plans and/or



Environmental Assessment studies, the proposed phasing plans do not appear to be reasonable as key infrastructure improvements would not likely be available within the first five years.

#### **FINANCIAL/STAFFING/OTHER IMPLICATIONS:**

There are no financial/staffing or other implications resulting from this staff report.

#### **RELATIONSHIP TO THE STRATEGIC PLAN:**

There are no impacts of this staff report on the goals of the Strategic Plan.

#### **CONCLUSION:**

This report summarizes staff comments on the proposed official plan amendment application submitted to the Town of Markham for the redevelopment of the Buttonville Municipal Airport. Richmond Hill Staff have a number of concerns with the proposed development and the lack of sufficient detail provided for in the supporting materials. Most notably is the concern about the level of density and the proposed mix of land uses, including residential, in this location along the Highway 404 employment corridor and as it relates to the Region's urban structure. There is insufficient detail in the supporting materials to allow staff to appropriately assess all of the potential impacts resulting from the proposed development, particularly from a traffic impact perspective.

It is recommended that staff report SRPRS.12.011 outlining staffs comments on the proposed redevelopment of the Buttonville Municipal Airport be received and endorsed by Richmond Hill Council, and that a copy of staff report SRPRS.12.011 be forwarded to the Town of Markham and York Region as formal comments on the subject application, and that the Town of Markham be requested to notify the Clerk of the Town of Richmond Hill with respect to any decision by Markham Council regarding of the proposed Official Plan Amendment application.

## **APPENDIX CONTENTS**

**Appendix "A" - Vision and Master Plan Report Executive Summary**

**Appendix "B" – Proposed Siteplan and Recommended Transportation Improvements**

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### **Drawings**

**Map 1 -** Location of Buttonville Municipal Airport

**LAWYERS**

*Stephen J. D'Agostino*  
416-868-3126  
*sdagostino@thomsonrogers.com*

January 28, 2013

**VIA E-MAIL**

Mayor & Members of Council  
Development Services Committee  
City of Markham  
101 Town Centre Boulevard  
Markham, Ontario  
L3R 9W3

Dear Sirs/Mesdames:

**Public Meeting – CF/OT Buttonville Properties LP**  
**Development Services Committee: January 28, 2012**  
**Our File No. 050917**

We are counsel for Colebay Investments Inc., Highcove Investments Inc., Firwood Holdings Inc., Major McCowan Developments Limited and Summerlane Realty Corp. (“CHFMS”). CHFMS owns land in north Markham located in the concession bordered by Major MacKenzie Drive, Elgin Mills Road East, McCowan Road and HWY 48. CHFMS has been a long standing participant in the Region of York’s Official Plan process and has previously written to Council expressing concern with Markham’s draft Official Plan. Council will recall that the Region’s Official Plan is currently before the Ontario Municipal Board.

The Regional Official Plan contains site specific policies concerning the Buttonville Municipal Airport land. According to the Official Plan, “the re-use of the Airport is intended to generate a range of quality employment opportunities and expand upon the number of jobs planned for the site.”<sup>1</sup> The Official Plan does not contemplate significant residential or retail uses.

The subject land is designated Industrial on Schedule “A” Land Use to Markham’s current Official Plan. The uses described in the Notice of Public Meeting and staff’s June 12, 2012 report are not contemplated by the Industrial designation. The proposal clearly contains a significant conversion of employment land to non-employment uses.

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<sup>1</sup> Region of York Official Plan as partially approved by the Ontario Municipal Board, January 14, 2013, Section 7.2.89

The *Planning Act* requires that Council's decisions be consistent with the Provincial Policy Statement. Section 1.3.2 of the PPS requires that the conversion of land within employment areas to non-employment uses only occur through a comprehensive review and, only when it has been demonstrated that the land is not required for employment purposes over the long term. The Growth Plan, to which Council's decisions must conform, contains a similar requirement in Section 2.2.6.5. In addition, the Growth Plan requires consideration of the need for the conversion, the municipality's ability to meet its employment forecast and the infrastructure available to accommodate the proposal.

In our view, the proposal is a conversion of employment land to non-employment purposes contrary to the applicable PPS and Growth Plan policies and Policy 4.3.6.8 of the Region of York Official Plan notwithstanding Policy 7.2.88. There is no evidence on the public record that the Official Plan requirements with respect to conversions of employment land have been complied with. As such, consideration of this application is premature.

We also note the subject land is proposed to be designated Business Park in Markham's proposed Official Plan. Markham Council must ensure that the new designation does not amount to a conversion contrary to the requirements of the Region of York's Official Plan, the PPS and Growth Plan without the necessary comprehensive review.

We reserve our right to provide further submissions once the comprehensive review is on the public record. Until that time, it is our view that consideration of this proposal is premature and we request that Council defer consideration of the application until the required studies have been completed and made public.

CHFMS looks forward to working with your Staff and Council during this important consultation process.

Yours very truly,



Stephen J. D'Agostino

*Stephen Joseph D'Agostino Law Professional Corporation*

SJD/pgf

c. Client



## Appendix D

Fraser Milner Casgrain LLP  
77 King Street West, Suite 400  
Toronto-Dominion Centre  
Toronto, ON, Canada M5K 0A1

MAIN 416 863 4511  
FAX 416 863 4592

March 20, 2013

Patrick J. Devine  
Direct 416.863.4515  
Patrick.Devine@fmc-law.com  
Matter No. 528692-11

**DELIVERED**

Thomson, Rogers  
Barristers and Solicitors  
390 Bay Street  
Suite 3100  
Toronto ON M5H 1W2

**Attention: Mr. Stephen J. D'Agostino**

Dear Mr. D'Agostino:

**RE           Application for Official Plan Amendment and  
              New Secondary Plan for the Buttonville Airport Redevelopment Proposal  
              - City of Markham  
              - Letter of Concern filed on behalf of CHFMS**

Please be advised that we are the solicitors for The Cadillac Fairview Corporation Limited with respect to the above-noted matter. Your letter dated January 28, 2013 addressed to the Development Services Committee of the City of Markham has been directed to us for our response. The following constitutes our response to your letter.

### **REGION OF YORK OFFICIAL PLAN POLICY**

The protection of employment lands is a strategic part of the York Region Official Plan (2009). The Region of York Official Plan has specific policies concerning the Buttonville lands that state that the redevelopment of Buttonville shall retain a significant majority of the subject lands for business park use and the balance for a mix of urban uses. The details of these future uses are to be determined through a secondary plan process with the City of Markham in consultation with the Region. The policy establishes that the re-use of the Airport site is "intended to generate a range of quality employment opportunities and expand upon the number of jobs planned for the site".

The revised York Region Official Plan policies pertaining to the Buttonville Airport were arrived at through the 2010 OP review process, which constitutes a "municipal comprehensive review" under the terms of the provincial Growth Plan. The Province, the Region, the City of Markham and the landowners agreed to the airport-related policies which were incorporated into the new YROP. These policies are contained in YROP policy 7.2.88.

No objections were raised or appeals filed with respect to these policies as part of the OP adoption and approval process. Further, the policy has not been raised as an issue in any of the without prejudice mediation meetings or the ongoing OMB proceedings relating to appeals of the YROP.

By Order of the Ontario Municipal Board, YROP policy 7.2.88 is in full force and effect.

The City of Markham anticipated that redevelopment of Buttonville Airport into typical business park uses would generate approximately 5,000 jobs. The Buttonville proposal includes a mix of employment uses and will generate approximately 15,000 office jobs and 3,000 other jobs. This is a significant increase in the number of jobs planned for the site. The master plan for the site continues to be in flux, but the majority of the lands will be retained in an 'employment' designation consistent with the policies of the YROP.

#### **INTENSIFICATION POLICY**

The new Regional Official Plan implements the Growth Plan and as such, the Region intends to meet the minimum intensification targets established in the Growth Plan. Forty percent (40%) of new development will be directed to built-up areas. Urban municipalities in the southern part of the Region, including Markham, are expected to provide a greater proportion of intensified development. The Region has allocated an intensification target of 52% to the City of Markham.

In order to respond to the Growth Plan and the Region's new Official Plan (Growth Plan Conformity), Markham completed a Growth Management Strategy (GMS) in 2010. The Growth Management Strategy calls for 60% intensification in urban areas. This will put greater focus in Markham on achieving intensification and it is the opinion of our client's land use planners, Malone Given Parsons Ltd., that Buttonville can play a role in this while still expanding the number of jobs planned for the site.

#### **CONCLUSION**

Therefore, while your letter refers to the Provincial Policy Statement and its conversion policies, the site specific Region of York policy was included in the new Region of York Official Plan at the time of municipal comprehensive review. Accordingly, the proposal is not a conversion of employment lands since the proposal complies with the Region of York Official Plan and its site specific policies recently brought into force and effect by the Order of the Ontario Municipal Board.

Your letter also makes reference to a proposed "Business Park" designation in the City of Markham's draft Official Plan. Being a draft document, as you know, this designation is not part of an approved Official Plan. Moreover, kindly refer to draft Policy 8.5.1.5 entitled "Buttonville Airport Redevelopment Area". This policy will require completion of a secondary plan that will

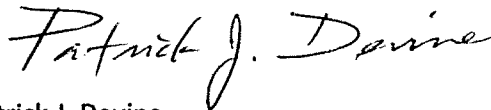
incorporate policies for future uses in accordance with approved Policy 7.2.88 of the Regional Official Plan. Incorporation of this policy into the new Markham Official Plan will bring the City's Official Plan into conformity with the approved Regional Plan.

As you will know, our client, through its consultants, has submitted a wide range of supporting documents and studies to both the City and the Region in support of the Official Plan Amendment and Secondary Plan applications. The position of our client, which has been agreed to by both City and Regional staff, is fully outlined in those reports. Accordingly, contrary to the submissions made in your letter, the proposal is fully consistent with the approved Regional and proposed Markham policies regarding redevelopment of the Buttonville Airport site.

Should you require anything further, kindly contact the writer at your earliest convenience.

Yours very truly,

Fraser Milner Casgrain LLP

A handwritten signature in black ink that reads "Patrick J. Devine". The signature is written in a cursive, flowing style.

Patrick J. Devine

PJD/mp

- cc: Mr. Rino Mostacci, Director  
Planning and Urban Design, City of Markham
- cc: The Cadillac Fairview Corporation Limited
- cc: Malone Given Parsons Ltd.