

65-87 Heward Avenue - Official Plan Amendment Application – Appeal Report

Date: April 16, 2026

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning and Interim Executive Director, Development Review

Ward: 14 - Toronto-Danforth

Planning Application Number: 25 233722 STE 14 OZ

SUMMARY

On October 15, 2025, an application to amend the Official Plan was submitted to redesignate 65-87 Heward Avenue (the “Site”) from *Core Employment Areas* to *Mixed Use Areas*. The application does not propose any new buildings or building additions at this time.

On February 23, 2026, the applicant appealed the Official Plan Amendment application to the Ontario Land Tribunal (“OLT”) due to Council not making a decision within the time frame prescribed by the Planning Act. A Case Management Conference has been scheduled for May 29, 2026.

This report recommends that the City Solicitor and appropriate City Staff attend the OLT hearing to oppose the Official Plan Amendment application in its current form and to continue discussions with the applicant in an attempt to resolve outstanding issues.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning and the Interim Executive Director, Development Review recommend that:

1. City Council direct the City Solicitor and appropriate City Staff to attend the Ontario Land Tribunal in opposition to the current application regarding the Official Plan Amendment for the lands at 65-87 Heward Avenue and to continue discussions with the applicant in an attempt to resolve outstanding issues.
2. City Council authorize the City Solicitor and other appropriate City Staff to take any necessary steps to implement City Council's decision, including requesting any conditions of approval that would be in the City's interest, in the event the Ontario Land Tribunal allows the appeal, in whole or in part.

FINANCIAL IMPACT

There are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

DECISION HISTORY

On July 20, 2023, City Council adopted Official Plan Amendment 653 which included Site and Area Specific Policy (SASP) 838 to allow limited retail and service commercial uses for the northern portion of the Site. Official Plan Amendment 653 has since been partially approved by the Minister of Municipal Affairs and Housing, however, a decision on SASP 838 is still pending.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.PH5.3>

On October 20, 2024, the Minister of Municipal Affairs issued the Provincial Planning Statement, 2024 (“PPS 2024”). The PPS 2024 removed the requirement that conversions of employment areas to non-employment uses only be permitted through a Municipal Comprehensive Review.

On May 21, 2025, City Council adopted Official Plan Amendment 804, to align with the Provincial legislative and policy changes related to Employment Areas, including the PPS 2024 and Bill 97. OPA 804, as adopted by Council, retained the Site as *Core Employment Areas*. The decision can be found at the following link:

<https://secure.toronto.ca/council/agenda-item.do?item=2025.PH21.1>.

OPA 804 was submitted to the Minister of Municipal Affairs and Housing for review and approval.

On January 29, 2025, a portion of the Site municipally known as 65 Heward Avenue was listed on the City's Heritage Register.

THE SITE AND SURROUNDING LANDS

Description

The Site is located in on the southeast corner of Eastern Avenue and Heward Avenue east of Carlaw Avenue in the South of Eastern Area of Employment. The Site is currently occupied by two surface parking lots and three 2-storey office buildings, one of which is listed on the City's Heritage Register. The Site is approximately 15,867 square metres in size and has a frontage of approximately 42 metres along Eastern Avenue and 48 metres along Lake Shore Boulevard East. See Attachment 1 for the Location Map.

Surrounding Uses

North: Immediately north of the site is a low-rise residential area, with commercial uses further north along Queen Street East.

South: the Lower Don Recreational Trail is located south of the site, with Lake Shore Boulevard East and the Port Lands further to the south.

East: Automobile dealership, auto shop and surface parking uses are located east of the site, with Revival 629 Film Studio, two low-rise office buildings, surface parking, and trailer truck parking further to the east.

West: Light industrial and warehousing uses on the western side of Heward Avenue, with residential area along portions of Carlaw Avenue, Morse Street and Logan Avenue, as well as commercial and industrial uses on the eastern side of Carlaw Avenue.

THE APPLICATION

Description

The application proposes to amend the Official Plan to redesignate the lands from *Core Employment Areas* to *Mixed Use Areas* and add a Site and Area Specific Policy containing conditions related to a minimum amount of non-residential gross floor area. The applicant has included a conceptual building design in the application materials to demonstrate a potential development scenario on the Site.

Reasons for Application

An Official Plan Amendment is required to permit residential uses on the lands.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on February 11, 2025. The Planning Application Checklist Package resulting from the PAC meeting is available on the Application Information Centre (AIC). The reports and studies submitted in support of this application are available on the AIC: www.toronto.ca/65HewardAve

Agency Circulation Outcomes

The application has been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application.

POLICY AND REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement (2024) and shall conform to provincial plans.

Official Plan

The Official Plan Urban Structure Map 2 identifies the Site as *Employment Areas*, and Land Use Plan Map 18 designates the Site as *Core Employment Areas*. See Attachment 2 of this report for the Land Use Map. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

Protected/Major Transit Station Area

The Site is located within the proposed East Harbour Protected Major Transit Station Area (PMTSA). The Minister of Municipal Affairs and Housing withheld issuing a decision on this PMTSA. The PMTSA policies will not be in effect until the Minister issues a decision.

Lower Don: Don River Special Policy Area

The lands are within the Lower Don: Don River Special Policy Area identified on Map 10 of the Official Plan. A link to Map 10 can be found here:

<https://www.toronto.ca/wp-content/uploads/2026/01/8f8c-CityPlanning-Map-10-Special-Policy-Areas-Key-Map-scaled.png>

Site and Area Specific Policy (SASP 542)

SASP 542 Eastern Avenue between Lewis Street and Woodfield Road, applies to the Site. SASP 542 establishes a planned right-of-way width for Eastern Avenue of 23 metres. The SASP requires the entire widening to achieve this right-of-way width to be acquired from lands on the south side of Eastern Avenue.

Zoning

The Site is zoned Employment Industrial (E 5.0) in City-wide Zoning By-law 569-2013. The Employment-Industrial zoning category permits a range of uses without conditions including manufacturing uses, warehousing, wholesaling, production studio, industrial sales and services, custom workshop, and software development and processing. Other uses permitted with conditions include eating establishments, retail service, retail store, and vehicle repair shop. The maximum permitted height is 18 metres and the maximum Floor Space Index is 5.0.

See Attachment 3 of this Report for the existing Zoning By-law Map.

PUBLIC ENGAGEMENT

Community Consultation

On March 31, 2026, a Community Consultation Meeting took place at the Toronto Fire and EMS Training Centre at 895 Eastern Avenue. Approximately 22 people attended the meeting. City Staff and the applicant team gave presentations and answered questions from participants. The following comments and questions were raised by the participants:

- Concerns related to the impact on the existing film studios.
- Concerns related to the compatibility between residential uses and the existing film studios, including parking and noise.
- Concerns related to the loss of jobs.
- Questions about the appeal process and next steps for the application.

COMMENTS

Provincial Policy Statement and Provincial Plans

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff reviewed the current proposal for consistency with the PPS (2024). The proposed redesignation is not consistent with the PPS 2024, including policies related to compatibility and economic viability.

Official Plan: Land Use

This application has been reviewed against Official Plan policies including SASP 542 and SASP 838, and the Lower Don: Don River Special Policy Area. Employment Areas are comprised of two designations in the Official Plan, *Core Employment Areas* and *General Employment Areas*. Employment Areas are areas designated in the Official Plan for clusters of business and economic activities, including manufacturing, research and development, warehousing and goods movement, associated retail and office and ancillary facilities.

The Site is located within the South of Eastern Area of Employment, containing over 4,000 jobs in 2025. The area is generally characterized by low rise industrial buildings. This area is a focal point for film and television production and related businesses, such as prop suppliers, visual effects and sound studios, that make Toronto one of the top five screen-based industries in North America, bringing over \$2 billion in production investment to the City.

The South of Eastern Area of Employment is well connected to major goods movement corridors for vehicles with access to the Don Valley Parkway, Gardiner Expressway and Lake Shore Boulevard East. It also benefits from a clustering of film and television businesses, with access to the Port Lands and proximity to Downtown Toronto.

The availability of land and land use certainty are key factors to investment and Toronto's global competitiveness. The protection of employment lands aligns with broader, multi-government objectives and strategy to invest in and strengthen Canada's industrial and manufacturing sectors, particularly in response to the shifting policy and trade landscape.

The lands are located within the Lower Don: Don River Special Policy Area. Flood mitigation work within the Special Policy Area has not been completed. The Provincial Planning Statement directs that any changes to the Official Plan policies, land use designations or boundaries applying to Special Policy Area lands, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources and Forestry. Any land use redesignation on the Site would require approval from both Provincial Ministers.

A Compatibility and Mitigation Study prepared by Rowan Williams Davies & Irwin Inc. was submitted by the applicant in support of the application. A Peer Review is required to verify the conclusions of the Compatibility and Mitigation Study.

Staff have reviewed the current application and have concerns about the redesignation of the lands from *Core Employment Areas* to *Mixed Use Areas*. The introduction of residential uses on the Site could negatively impact the overall viability of the Employment Area, disrupt a stable operating environment for business operations and economic activities, and limit opportunities to attract businesses to the area.

Further Issues

City staff may be required to evaluate supplementary or revised plans and supporting materials submitted by the applicant after the date of this report. As a result, staff may continue to refine or identify further issues or supplement the reasons provided in this report. Where substantive changes to the proposal are made by the applicant, staff will report back to City Council as necessary.

CONTACT

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SIGNATURE

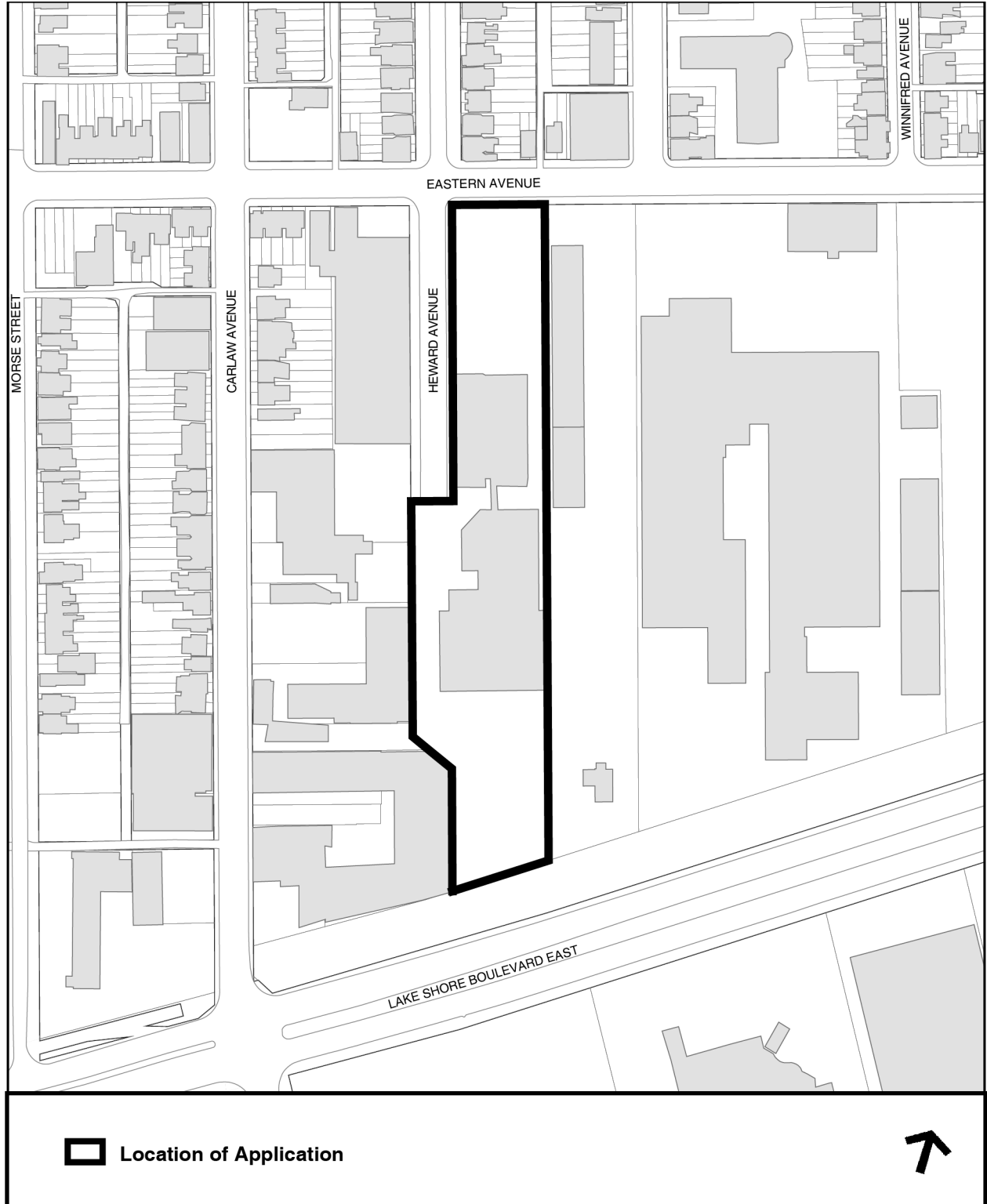
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City Planning

Oren Tamir
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Development Review

ATTACHMENTS

Attachment 1: Location Map
Attachment 2: Official Plan Land Use Map
Attachment 3: Existing Zoning By-law Map

Attachment 1: Location Map










Attachment 2: Official Plan Land Use Map



Official Plan Land Use Map 18

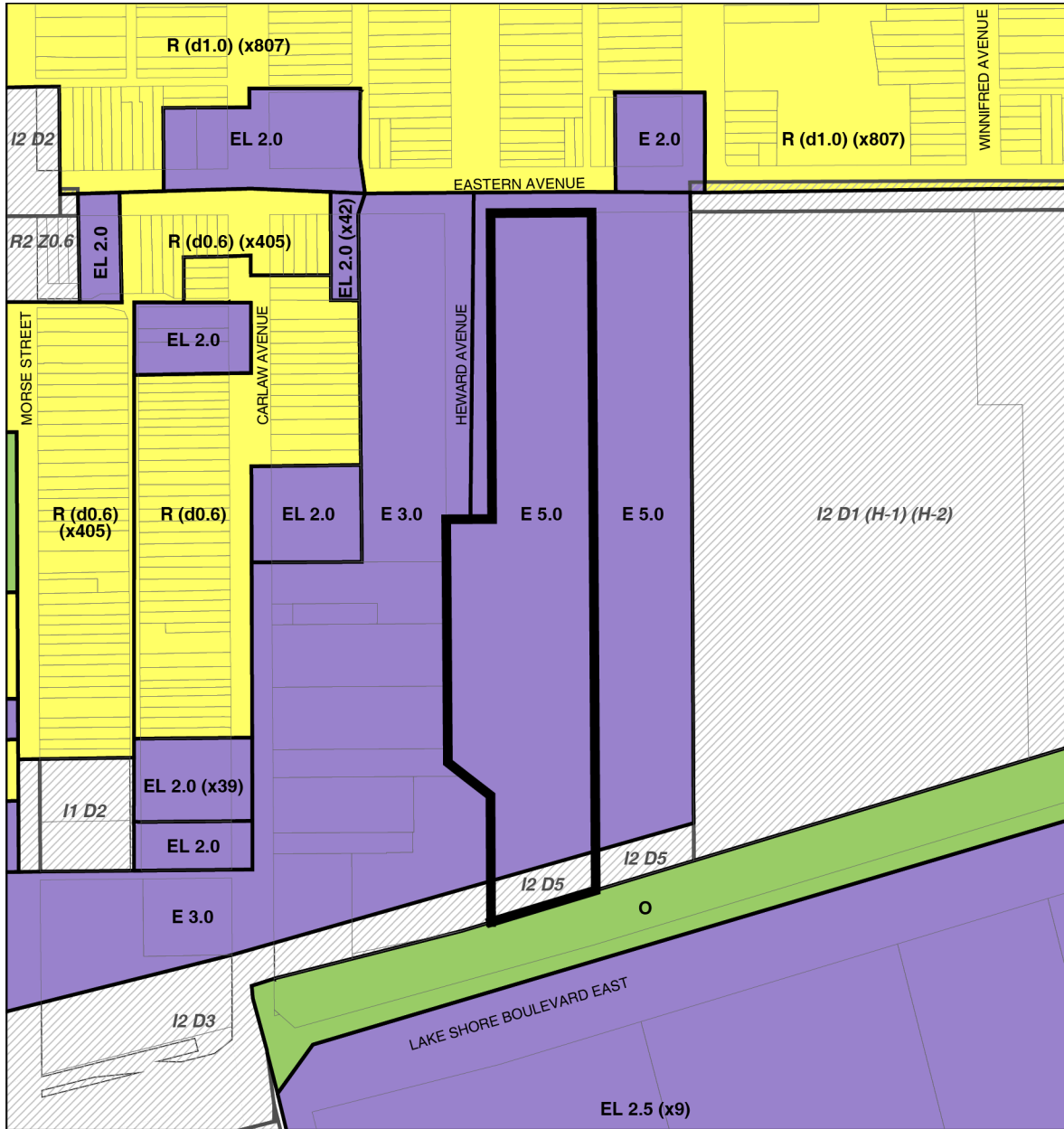
65-87 Heward Avenue

File # 25 233722 STE 14 0Z

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|---|--|
|  Location of Application |  Regeneration Areas |
|  Neighbourhoods |  General Employment Areas |
|  Mixed Use Areas |  Core Employment Areas |
|  Parks | |

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Not to Scale
Extracted: 10/06/2025

Attachment 3: Existing Zoning By-law Map



Zoning By-law 569-2013

65-87 Heward Avenue

File # 25 233722 STE 14 0Z

Location of Application	See Former City of Toronto By-law No. 438-86
R Residential	<i>R2</i> Residential District
EL Employment Light Industrial	<i>I1</i> Industrial District
E Employment Industrial	<i>I2</i> Industrial District
O Open Space	

Not to Scale
Extracted: 10/06/2025