

402 and 440 Unwin Avenue – Official Plan Amendment – Appeal Report

Date: February 2, 2026

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Wards: 14 - Toronto-Danforth

Planning Application Number: 24 253487 STE 14 OZ

SUMMARY

On December 24, 2024, Studios of America Corporation submitted an Official Plan Amendment (OPA) application to the City for the lands municipally known as 402 and 440 Unwin Avenue (the Hearn site) in the Port Lands. The OPA proposes to introduce residential uses, remove portions of the Natural Heritage and Open Space System (including City-owned lands), and reconfigure the area's street and transit network. The associated development concept proposes 19 residential towers, with approximately 8,400 residential units and an estimated 2,000 to 2,500 jobs through the adaptive reuse of the Hearn. The number and location of residential towers is conceptual and would be determined in future planning applications.

The Port Lands are a significant long-term revitalization opportunity for the City, guided by a 50+ year vision set out in the Port Lands Planning Framework and implementing policies in the Central Waterfront Secondary Plan, approved by City Council in 2017 and by the Ontario Land Tribunal (OLT) on July 11, 2022. Significant tri-government investment – \$1.4 billion starting in 2017 and \$975 million in 2025 – has been committed to implementation, with flood protection and enabling infrastructure to unlock development north of the Ship Channel, including in Ookwemin Minising.

The Hearn site includes a decommissioned coal-powered electrical generating station that is designated under Part IV of the Ontario Heritage Act and is a landmark heritage property within the Port Lands. The site is located north of the Martin Goodman Trail and Lakefront natural areas, adjacent to the Hydro One Switching Station, and near other port and industrial uses, including the Portlands Energy Centre and Toronto Port Authority Marine Terminal.

The planning framework envisions the Hearn site as a major sport, cultural and entertainment destination, featuring parks and public open spaces. Residential uses are not permitted at the Hearn site due to its proximity to port, industrial and city-serving uses that support the city and regional economy, and many of which are major sources

of emissions. The Hearn site is also isolated from the rest of the City, is not serviced with sanitary sewer or transit, and has inadequate water and road infrastructure. As such, residential uses are not permitted anywhere south of the Ship Channel – these lands are identified for port industrial, energy and city-serving uses, destination/catalytic uses, and parks and open space.

In early January 2026, the Province approved a new underwater electricity transmission line (the Third Line) that will connect to the Port Lands and will require a new converter station in the vicinity of the Hydro One Switching Station. Given that the location, route, and space for the Third Line are yet to be determined, there may be several potential impacts on the OPA application.

On November 6, 2025, Studios of America Corporation appealed the OPA application to the OLT due to Council not making a decision within the timeframe prescribed by the Planning Act. This report recommends that the City Solicitor and appropriate City staff attend the OLT to oppose the OPA application in its current form.

RECOMMENDATIONS

The Director, Community Planning, Toronto and East York District recommends 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 appeal for the lands at 402 and 440 Unwin Avenue.
2. City Council authorize the City Solicitor and 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

The Development Review Division confirms that there are no financial implications resulting from the recommendations included in this Report in the current budget year or in future years.

DECISION HISTORY

December 2017: Port Lands Planning Initiatives – Final Report

City Council adopted a series of planning initiatives to guide Port Lands revitalization over 50+ years, including the Port Lands Planning Framework and the Port Lands Official Plan Modification to the Central Waterfront Secondary Plan. The Port Lands Planning Framework was developed over a five-year period through extensive

engagement and consultation with the public, stakeholders, landowners and industry users. This report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2017.PG24.6>

March 2019: Intention to Designate under Part IV, Section 29 of the Ontario Heritage Act – 440 Unwin Avenue

City Council designated the property at 440 Unwin Avenue – the Richard L. Hearn Generating Station – under Part IV, Section 29 of the Ontario Heritage Act by By-law 1144-2019, in accordance with the Statement of Significance. This report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2019.TE4.16>

June 2020 to April 2021: Port Lands Official Plan Modifications Local Planning Appeal Tribunal Appeals (Phase 1)

City Council adopted instructions to resolve the ongoing appeal of the Port Lands Official Plan Modification, including land use, compatibility and transportation issues. This report and links to previous reports on the appeal process can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2021.CC30.12>

The OLT issued a partial approval of the Official Plan Modification on March 8 and May 21, 2021.

Within Phase 1, the City entered into minutes of settlement with Studios of America Corporation, which recognize that Studios of America may submit a site-specific OPA application that includes a request for residential land use permissions for the Hearn site. The minutes also recognize that the City could provide reasons that residential uses should not be permitted on the Hearn site, and that the Hearn site is not an employment area as defined by provincial policy.

December 2021 to February 2022: Port Lands Official Plan Modification Ontario Land Tribunal Appeals (Phase 2)

City Council adopted instructions to resolve the Phase 2 appeals for the Port Lands Official Plan Modification. This report and links to previous reports on the Phase 2 appeals process can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2022.CC39.5>

Following the second phase of settlement hearings, the OLT issued a decision July 11, 2022, bringing the Port Lands Official Plan Modification into effect as the Port Lands Area Specific Policy, except for a few site-specific issues. The policies affecting the Hearn site are in full force and effect.

THE SITE AND SURROUNDING LANDS

Description

The Hearn site is located at 402 and 440 Unwin Avenue in the Port Lands, on the north side of Unwin Avenue, between Cherry Street and Leslie Street, as shown on Attachment 1. It comprises over 13 hectares of land, with 332 metres of frontage along Unwin Avenue. The OPA also includes approximately 0.44 hectares of City-owned lands at the southwest corner of the site.

Figure 1 - Land Ownership

Ownership	Approximate Land Area
Applicant-owned lands	12.7 hectares (31.4 acres)
City-owned lands	0.44 hectares (1.1 acres)
Total	13.1 hectares (32.5 acres)

The site contains the Richard L. Hearn Generating Station, a decommissioned coal-powered electrical generating station, which supplied power to the City and surrounding region from 1951 until it was decommissioned in 1983. The station is approximately 24,000 square metres in size, with a 213 metre high chimney stack. Since being decommissioned, the Hearn station has been used as a film and television studio, as well as being the location for the annual Luminato Festival in 2014, 2015 and 2016.

In November 2018, Ontario Power Generation sold the Hearn to Studios of America Corporation. According to a [Toronto Star article](#), the site had a sale price of \$16 million, and conditions of the sale included Studios of America not being able to resell the property within three years and not putting residential and other sensitive uses at the site for 15 years.

In 2019, the Hearn site was designated under Part IV of the Ontario Heritage Act. The Hearn is a rare representative example of a mid-20th century steam power plant and is a landmark symbol of the Port Lands.

Surrounding Uses

North: Hydro One Switching Station (directly abutting the Hearn site to the north), with a City-owned dockwall and the Ship Channel further north.

South: Martin Goodman Trail and Lakefront natural areas.

East: Portlands Energy Centre (directly abutting the Hearn site at the north edge), with Strata Aggregates – a port industrial open storage operation – further east, and Tommy Thompson Park to the southeast.

West: Toronto Port Authority Marine Terminal, City of Toronto owned South Port industrial lands and city-serving uses, including the Green For Life Waste Transfer Station, open storage of salt and aggregate.

THE APPLICATION

On December 24, 2024, Studios of America Corporation – a partnership that includes Cortel Group – submitted an OPA application for a mixed-use residential development of the Hearn site. The application proposes to amend the former City of Toronto Official Plan and Central Waterfront Secondary Plan to introduce residential use permissions, remove portions of the Natural Heritage and Open Space System, and reconfigure the area’s street and transit network.

A conceptual Master Plan for the Hearn District is provided in support of the OPA, as shown on Attachment 3. It proposes approximately 739,567 square metres of Gross Floor Area (GFA), including adaptive reuse of the existing power station and the development of seven residential and mixed-use blocks with tower elements across the site. The proposal includes 19 residential towers with a total of 8,400 units (generating approximately 648,000 square metres of residential GFA). It also proposes a mix of retail, commercial, and other non-residential uses totaling 37,400 square metres of non-residential GFA (approximately 2,000 to, 2,500 jobs). The OPA includes policy changes to support high density development and tall buildings; however, the number and location of towers is conceptual and would be determined by future planning applications, should the land use permission change proposed by the OPA advance.

On November 6, 2025, Studios of America Corporation appealed the OPA application to the OLT due to Council not making a decision within the timeframe prescribed by the Planning Act. The OLT has scheduled a Case Management Conference for March 10, 2026.

Additional Information

See Attachments 2 and 3 to this report for the Application Data Sheet and Conceptual Master Plan. Several technical studies and reports were submitted as part of the application, including a Planning Rationale Report, Draft OPA, Land Use Compatibility Study, Natural Heritage Impact Study, Heritage Impact Assessment, Economic Review, and Transportation Study, amongst others.

Application Requirements

The following reports and studies were submitted in support of the application:

- Topographic Survey Plan, prepared by KRCMAR
- Boundary Survey, prepared by KRCMAR
- Planning and Urban Design Rationale Report prepared by Bousfields Inc.
- Public Consultation Strategy Report, prepared by Bousfields Inc.
- Housing Issues Letter, prepared by Bousfields Inc.
- Draft Official Plan Amendment, prepared by Bousfields Inc.

- Architectural Plans, prepared by SvN Architects + Planners and Partisans
- Block Context Plan, prepared by SvN Architects + Planners and Partisans
- Sun/Shadow Study, prepared by SvN Architects + Planners
- View Corridor study, prepared by SvN Architects + Planners
- Concept Landscape Plans, prepared by CCxA
- Land Use Compatibility Study, prepared by SLR Consulting (Canada) Ltd.
- Hydrogeological Impact Assessment, prepared by Grounded Engineering Inc.
- Natural Heritage Impact Study/Environmental Impact Study, prepared by EnVision Consultants Limited
- Heritage Impact Assessment and Appendices, prepared by ERA Architects
- Phase 1 and 2 Environmental Site Assessment, prepared by Soil Engineers Limited
- Public Art Memo, prepared by Public Art Consultant Rita Greer
- Functional Servicing and Stormwater Management Report, prepared by Valdor Engineering Inc.
- Economic Review of the Hearn Master Plan, prepared by Altus Group
- Energy Strategy Report, prepared by Footprint
- Energy Materials Conditions Assessment Report, prepared by Footprint
- Transportation Study, prepared by R.J. Burnside
- Preliminary Geotechnical Investigation Report, prepared by EnVision Consultants
- Stage 1 Archeological Assessment, prepared by ASI
- EMF Management Plan, prepared by EMF Inspections
- TGS Checklist and Statistics Template

All plans and reports submitted as part of the application can be found on the City's Application Information Centre at: toronto.ca/440UnwinAve.

Reasons for Application

An Official Plan Amendment is required to introduce residential land use permissions at the Hearn site, to redesignate lands from Parks and Open Space Areas (Natural Areas) to Regeneration Areas, and to reconfigure the area's street and transit network. The OPA also proposes policy changes to provide the enabling framework for a conceptual Master Plan, including policies related to land use, density and tall buildings, transportation and transit, parks and open space, and protected views.

The application includes approximately 0.44 hectares of City-owned lands at the southwest corner of the Hearn site, which are designated Parks and Open Space Areas (Natural Areas). The applicant has a proposed a transfer of these lands from City ownership to increase the developable area of their site. A letter of consent from the City of Toronto was not submitted with the application.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on April 26, 2023. The OPA application was submitted on December 24, 2024, and deemed complete on April 8,

2025. The reports and studies submitted in support of this application are available on the Application Information Centre: toronto.ca/440UnwinAve.

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 (PPS) 2024 and shall conform to provincial plans. PPS policy directions relevant to the OPA include:

- Planning for land use patterns based on densities and a mix of land uses, which, amongst other matters, optimize existing and planned infrastructure and public service facilities.
- Providing for an appropriate range and mix of employment to meet long term needs, opportunities for a diversified economic base, and encouraging intensification of employment uses.
- Ensuring the long-term operational and economic viability of major facilities, including marine facilities and energy generation facilities and transmission systems.
- Protecting the long-term operation and economic role of marine facilities.
- Ensuring that major facilities and sensitive land uses avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, and minimize risk to public health and safety.
- Planning for and protecting corridors and rights-of-way for infrastructure, including transportation, transit, and electricity generation facilities and transmission systems to meet current and projected needs.
- Ensuring that development is not permitted in planned corridors that could preclude or negatively affect the use of the corridor for its identified purpose, and that new development proposed on adjacent lands to existing or planned corridors be compatible with, and supportive of, the long term purposes of the corridor.
- Protecting natural features and areas for the long term.
- Maintaining, restoring and where possible, improving the long-term ecological function and biodiversity of natural heritage systems.
- Conserving protected heritage property.

Provincial Guidelines

The Provincial D-series Guidelines provide a framework to manage land use compatibility between major facilities and sensitive land uses in accordance with the PPS. Most of the existing and permitted land uses south of the Ship Channel are Class III industrial uses under the D-6 Guidelines, which require a 300 metre buffer between

the industrial or major facility and any sensitive uses, and have a potential influence area of 1,000 metres.

The Provincial NPC-300 Environmental Noise Guideline provides guidance for the appropriate control of noise emissions to the environment, and includes four classes of acoustic environments. The Hearn site is classified by the City of Toronto as a Class 4 Noise Area, which allows for higher daytime and nighttime sound level limits than would otherwise be permitted for sensitive land uses.

City of Toronto Official Plan

The former City of Toronto Official Plan (1993) is in force for this site. It sets out a policy framework for the waterfront in Chapter 14, which promotes increased and sustainable public enjoyment and use of the area by improving public access to the waterfront, increasing the amount of public parkland, and enhancing the quality of the waterfront as a place, among other objectives. The former City of Toronto Official Plan also includes applicable policy direction related to industrial areas, natural areas, parks and open space, and heritage, amongst other matters.

In the City's current Official Plan, the Hearn site is within the Downtown and Central Waterfront and is designated Regeneration Areas, Parks, and Natural Areas. The site is not within a delineated Protected Major Transit Station Area/Major Transit Station Area. The current and former Official Plans should be read in their entirety and together.

Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan provides policies to implement the long-term vision of waterfront revitalization, including core principles and big moves to guide implementation. The Central Waterfront Secondary Plan designates the Hearn site as follows, with specific land uses specified in the Port Lands Area Specific Policy:

- Regeneration Areas: applies to approximately 10 hectares (77% of the Hearn site), north of Unwin Avenue, as shown on Attachment 4. The final detailed alignment of Unwin Avenue will be determined through Phases 3 and 4 of the Municipal Class Environmental Assessment (MCEA) process and satisfy Environmental Assessment Act requirements.
- Parks and Open Space Areas (Natural Areas): applies to approximately 3 hectares (23% of the Hearn site) south of Unwin Avenue, as shown on Attachments 4 and 5.

The Central Waterfront Secondary Plan identifies proposed right-of-way (ROW) widths for existing and new major streets in the vicinity of the Hearn site, including:

- Broadview Avenue between the Ship Channel and Unwin Avenue: 35 metre ROW (includes dedicated streetcar in own ROW).
- Don Roadway between the Ship Channel and Unwin Avenue: 35 metre ROW (includes dedicated streetcar in own ROW).
- Unwin Avenue between Cherry Street and Broadview Avenue: 22 metre ROW (with the additional ROW widening required entirely on the north side of Unwin Avenue).

The Central Waterfront Secondary Plan states that ROWs will be protected to accommodate road, transit, pedestrian and cycling requirements, as well as landscaping and other urban design elements.

Port Lands Planning Framework

The Port Lands Planning Framework provides a long-term vision to guide revitalization of the Port Lands. It envisions transforming the Port Lands into new, vibrant districts with unique and memorable local identities that promote social interaction, cultural enrichment, ecological health, a low-carbon future and a prosperous local economy. As the area evolves and transforms over time, the Framework calls for celebrating and embracing industry and the working port.

The Framework directs mixed-use residential development to the northern Port Lands, near downtown and evolving business districts, to support live-work and active transportation objectives. South of the Ship Channel, the Framework directs that the working port will continue to provide accessible, convenient marine transportation important to the overall economy and environment. The southern Port Lands will also continue to accommodate other city-serving uses, including energy generation and city works yards, as well as parks and open space. The Framework also prioritizes lands for the city's creative sectors to grow, providing an interface between heavier intensity port and industrial uses and new mixed-use residential communities.

The Port Lands Planning Framework is implemented through the Port Lands Area Specific Policy, which is part of the Central Waterfront Secondary Plan.

Port Lands Area Specific Policy

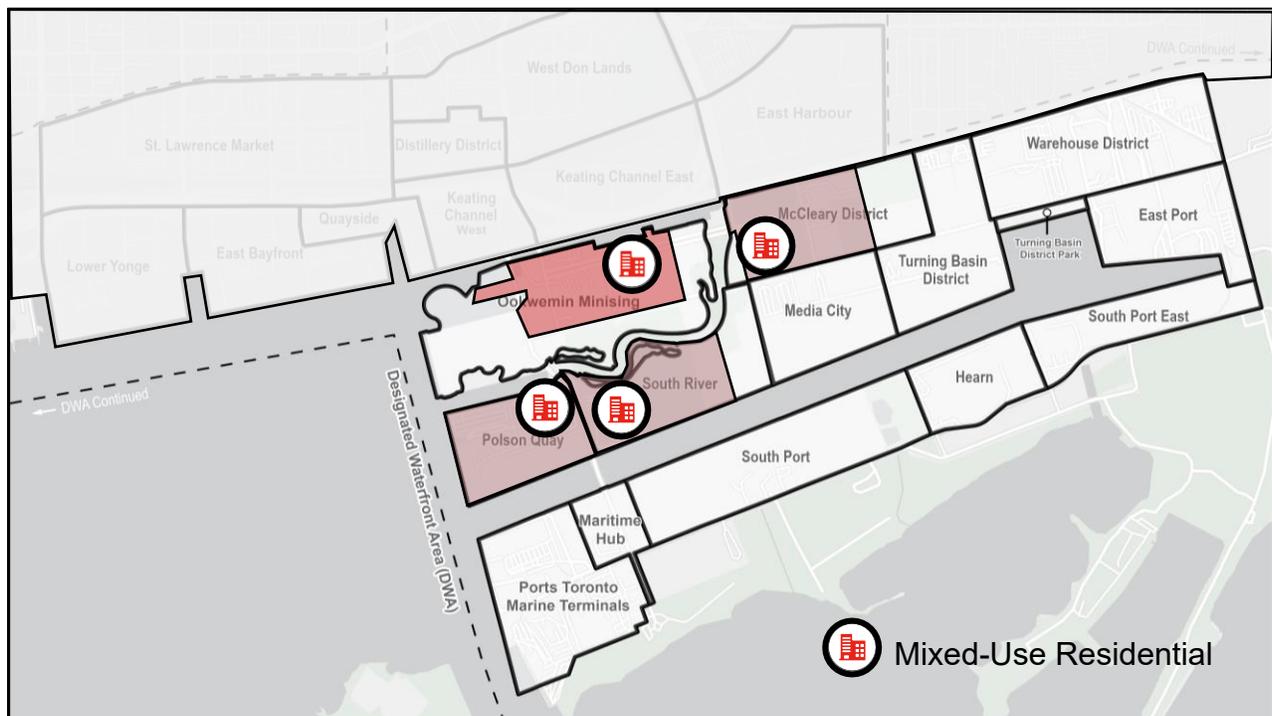
The Port Lands Area Specific Policy includes direction for each of the Port Lands Districts (refer to Attachment 6), including policies related to land use, land use compatibility, parks and open spaces, cultural heritage, built form, mobility and public realm, biodiversity, municipal servicing, and implementation. These policies are intended to be read in conjunction with the Port Lands Planning Framework to provide context and to assist in clarifying intent and purpose.

The Port Lands Area Specific Policy sets out seven big moves to unlock the Port Lands potential, and corresponding objectives to guide public works and development. Objectives relevant to the OPA include:

- Actively pursue land uses that will shape prosperity and increase Toronto's global competitiveness and drive a strong, production oriented, digitally-connected, innovative and diverse economy.
- Optimize maritime industries and support the working port while managing the neighbourhood interface.
- Celebrate and conserve the unique history of the Port Lands to create new experiences and bolster character both within and from afar.
- Embrace the wild, natural areas and provide access for wildlife to enable abundant biodiversity.
- Ensure orderly development in lock-step with infrastructure improvements.

The Port Lands Area Specific Policy permits mixed-use residential in four of the 13 Districts: Ookwemin Minising, Polson Quay, South River and McCleary District. These districts are all north of the Ship Channel and comprise approximately 15% of the Port Lands. Refer to Figure 2.

Figure 2 - Port Lands Districts with Mixed-Use Residential Permissions



Residential uses are not permitted at the Hearn site, nor anywhere south of the Ship Channel. Land uses south of the Ship Channel include port industrial, energy and city-serving uses, destination/catalytic uses, and parks and open space. The Port Lands Area Specific Policy requires that the introduction of sensitive uses (including residential) are compatible with existing industrial uses, energy generation facilities, and existing and planned port uses. Refer to Attachment 7 for the Land Use Typology Map and Attachment 8 for the Noise and Air Quality Map.

At the Hearn site, the Port Lands Area Specific Policy permits a full range of Destination and/or Catalytic uses, including arts, design and cultural-related uses, artisanal light-intensity manufacturing, community centres, post-secondary education uses, and other community uses and accessory retail and service uses. Sports and recreation facilities, office uses and vertical urban farms are also permitted.

The Port Lands Area Specific Policy describes Unwin Avenue as the seam between industry and natural areas to the south, and as continuing to accommodate truck traffic. It directs that the street's existing 'wild' quality will be enhanced with new pedestrian, cycling and stormwater infrastructure that hugs the treed edge and integrates existing rail lines, while accommodating continued truck traffic. The street will be realigned in the vicinity of the Hearn and Portlands Energy Centre, with the final alignment in this area

determined through the completion of Phases 3 and 4 of the MCEA process and to satisfy Environmental Assessment Act requirements.

Additional Port Lands Area Specific Policy directions applicable to the Hearn site include:

- Providing for "an apron" of generous parkland and publicly accessible open space adjacent to the west and south facades of the Hearn Generating Station building and any associated adaptive reuse.
- Offering destinations (Inner Harbour Special Places - including in the vicinity of the Hearn site) with a wide range of cultural infrastructure, attractions, events and activities.
- Conserving heritage resources.
- Ensuring goods movement provides for the continued economic vitality of industry.
- Protecting, restoring and enhancing natural heritage features and functions, including Environmentally Significant Areas.
- Creating new, connected natural areas and greenways and net environmental gains associated with Environmentally Significant Areas.
- Requiring that development not impede achievement of any planned infrastructure corridors or preferred street and transit alignments determined through the Environmental Assessment Act process and identified in the Roads and Transit Maps (refer to Attachments 9 and 10).
- Ensuring that existing energy transmission and distribution facilities can continue to operate as the area transforms.
- Completing a Precinct Plan for the Hearn District prior to, or concurrent with, zoning by-law amendment applications.

Zoning

The Hearn site is zoned I2 D2 Industrial District and Gr Parks District by By-law 438-86, as amended by By-law 1305-2019. The I2 zone permits a variety of light industrial and ancillary uses at two times density. The Gr zone generally permits conservation lands. Residential uses are not permitted on the Hearn site.

The site is not currently subject to city-wide Zoning By-law 569-2013.

PUBLIC ENGAGEMENT

The OPA application was appealed prior to the Community Consultation Meeting being held. An Open House is planned for March 2026 to review progress on implementing the Port Lands Planning Framework, and to look ahead to the future city building initiatives. Staff will solicit comments on area development proposals, including this appealed application, at that meeting.

COMMENTS

Planning Act and Provincial Planning Statement

Staff have reviewed the OPA application with regard for the relevant matters of Provincial interest set out in the Planning Act, and for consistency with the Provincial Planning Statement, 2024 (PPS). All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS.

The OPA application does not have regard for the relevant matters of provincial interest, and is inconsistent with PPS policies, including: locating residential uses near major facilities, protecting the economic viability of the port and industrial uses, protecting natural heritage and enhancing biodiversity, optimizing existing and planned infrastructure, and protecting built heritage resources. Further analysis is provided below.

Official Plan

Staff have reviewed the OPA application for conformity with the Official Plan and Central Waterfront Secondary Plan policies described in the Policy and Regulation section of this report. The application does not conform to the Official Plan as described below.

1. Introducing residential uses at the Hearn site has significant land use compatibility challenges

The OPA application proposes to introduce sensitive residential uses near major facilities, including the marine facilities in the Toronto Port Authority Marine Terminal, the employment uses on City-owned industrial lands in South Port, the Portlands Energy Centre, and the Hydro One Hearn Switching Station. This is inconsistent with the PPS and does not conform to the Official Plan, which both require that sensitive residential uses shall be planned to avoid any potential adverse effects from odour, noise and other contaminants, and minimize risk to public health and safety. The Port Lands Area Specific Policy requires that the introduction of a sensitive use will be compatible with existing and planned land uses.

The Port Lands Planning Framework, and subsequent precinct planning exercises, have directed mixed-use residential areas to be located to the north of the Ship Channel and concentrated in the northwestern portion of the Port Lands to protect port and industrial operations.

The Portlands Energy Centre, Shipping Channel marine vessel operations, and industrial and port operations at South Port and East Port are major sources of emissions, including odour, noise, vibration and particulate, which may have adverse effects on sensitive land uses. Due to the Hearn site's proximity to port, industrial and electricity generation facilities, many of which are Class III facilities in the Provincial Class D Guidelines, achieving land use compatibility would be extremely challenging, especially with minimum buffer requirements of 300 metres.

The Compatibility Mitigation, Air Quality, Noise and Vibration Study prepared by SLR Consulting Canada Ltd. as part of the OPA application identifies that there will be air quality, noise, and possibly dust impacts at the proposed site. The City's third party peer reviewer identified gaps in the air quality/odour assessment that impact the applicant's conclusions on compatibility of residential uses. These include a thorough land facility classification, Environmental Compliance Approval review, quantitative dispersion modelling, dust and odour analysis, and consideration of cumulative effects to demonstrate compliance.

2. Introducing residential uses will compromise the economic viability of the Port and industrial uses

Introducing residential uses at the Hearn will likely jeopardize the operations of existing port, industrial, city-serving uses, and power generation and transmission facilities, as well as intensification of these uses, and future port and industrial uses. It will likely disrupt a stable operating environment for business operations and economic activities, and limit opportunities to attract businesses to the area. This is inconsistent with the PPS and Official Plan which include policies to ensure the long-term operational and economic viability of major facilities, to protect the long term operational and economic role of marine facilities, and that require development on adjacent lands to existing or planned corridors and transportation facilities be compatible with, and supportive of, the long term purposes of the corridor.

The Economic Review provided with the application does not provide detail on how introducing residential uses is required to generate the estimated 2,000-2,500 jobs; it also fails to address the economic impacts of introducing sensitive land uses, in particular residential uses, on the surrounding businesses and their ability to continue to operate. The Port of Toronto acts as an inbound port, and alongside adjacent lands facilitates the handling materials such as salt, cement, aggregate and steel products in the area surrounding the Hearn site. As of 2024, marine shipping enables over two million metric tonnes of cargo to move in and out of the city to support various industries, and during shipping season, operations run 24 hours a day, seven days a week. These operations include the offloading of heavy freight from ships into silos and containment facilities, which are then either quickly discharged to heavy trucks, stored for future use, or refined in production facilities, depending on the material.

The Hearn site is in a critical area for the municipal and regional economy. The marine and industrial uses in the South Port, as well as the electrical infrastructure in the Power District, are integral elements of both the region's supply chain of raw materials and its electrical infrastructure spine that supports residential and employment uses, ever more critical as the region's need for capacity is growing significantly.

Toronto's industrial waterfront is part of a regional industrial waterfront that is much more limited than its Great Lakes counterparts. Reducing or further jeopardizing the marine and industrial waterfront by introducing residential uses south of the Ship Channel would not only impact the City's ability to locate these uses within the municipal boundaries, but also erode the region's competitive position for industrial waterfront investment.

The protection of employment and industrial lands align 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. Introducing residential uses at the Hearn does not align with Council-adopted policies, including Sidewalks to Skylines: An Action Plan for Toronto's Economy and the Mayor's Economic Action Plan in response to US Tariffs, both of which highlight the need to strengthen Toronto's ports and maximize its economic advantage and resiliency.

3. The application will have negative impacts on natural heritage and biodiversity

The OPA application proposes to redesignate approximately 3 hectares of land at the south end of the Hearn site from Parks and Open Space Areas (Natural Areas) to Regeneration Areas to increase the developable area. This redesignation would permit development in the Cherry Beach Environmentally Significant Area, at the southwest corner of the Hearn site, which conflicts with the Official Plan. It is also inconsistent with the PPS, which requires that natural features and areas shall be protected for the long term and prohibits development within or adjacent to significant natural features, including significant woodlands and significant wildlife habitat, unless it has been demonstrated that there will be no negative impacts to these features or their ecological functions.

The proposal to redesignate Parks and Open Space Areas (Natural Areas) also conflicts with the Port Lands Area Specific Policy which seek to achieve net environmental gain for Environmentally Significant Areas. The Official Plan identifies Parks and Open Space Areas (Natural Areas) as lands to be protected in perpetuity and are intended only for land uses that are compatible with the principles of preserving, conserving and enhancing natural areas. This land use designation would provide the space to expand and enhance the Environmentally Significant Area while buffering the existing natural features. The Port Lands Area Specific Policy also requires a minimum nine metre naturalized setback adjacent to Unwin Avenue, which would provide a buffer for the natural areas to the south and support the large tracts of renaturalizing wilderness as a character defining feature of the Port Lands.

The applicant submitted a Natural Heritage Impact Study (NHIS) prepared by EnVision Consultants Ltd. as part of the OPA application, which was peer reviewed by North-South Environmental. The peer review concludes that the OPA will result in negative impacts to the Natural Heritage System and an Environmentally Significant Area, as the NHIS does not adequately assess the impacts of the proposal nor identify appropriate mitigation measures. This is inconsistent with the PPS, and conflicts with the Official Plan, including policies to protect, restore and enhance natural heritage features and functions and biodiversity. Refer to Attachment 11 for the Environmentally Significant Areas Map.

4. The application proposes the disposal of City-owned Parks and Open Space lands

In addition to the proposed redesignation of the Parks and Open Space Areas, the applicant has proposed the transfer of approximately 4,400 square metres (0.44

hectares or 1.1 acres) of City-owned lands at the southwestern corner of the Hearn site to increase the developable area. These City-owned lands are designated Parks and Open Space (Natural Areas) and are within the Cherry Beach Environmentally Significant Area. The Official Plan prohibits the disposal of City-owned lands in areas designated Open Space and prohibits development within Environmentally Significant Areas.

5. The application would result in a mixed-use residential community isolated from the rest of the City

The Hearn site is isolated from the rest of the City, is not serviced with sanitary sewer or transit, and has inadequate water and road infrastructure. This is inconsistent with the PPS and conflicts with Official Plan policies that require land use patterns to optimize existing and planned infrastructure and public service facilities, and to ensure efficient development in coordination with infrastructure planning.

Within the Port Lands, the Port Lands Area Specific Policy permits residential uses in Ookwemin Minising, Polson Quay, South River and McCleary District, contingent on achieving land use compatibility with industrial uses and major facilities. These precincts are located adjacent to existing and future mixed-use residential precincts and the planned Waterfront East Transit. Higher-order transit access on Unwin Avenue is not supported through the recommendations of the Port Lands and South of Eastern Transportation and Servicing Master Plan (TSMP) as described below.

6. The application does not align with and is incompatible with planned and approved transportation infrastructure in the Port Lands

The OPA application proposes and relies upon significant changes to approved transportation and transit infrastructure to support introducing residential uses at the Hearn site, including:

Realigning and redesigning Unwin Avenue.

Replacing the Broadview Avenue Ship Channel crossing with a crossing at Don Roadway.

Relocating the approved streetcar alignment between Commissioners Street and Unwin Avenue from Broadview Avenue to Don Roadway.

A new streetcar connection on Unwin Avenue from Don Roadway east to connect to the Hearn site.

These changes conflict with the Port Lands TSMP, which satisfied Phases 1 and 2 of the MCEA process and is implemented in the Port Lands Area Specific Policy, as well as the Council-approved Waterfront Transit Network. The TSMP identified a dedicated streetcar in a protected ROW on the Broadview Avenue Extension and did not identify dedicated streetcar service on either Don Roadway or Unwin Avenue.

Unwin Avenue is also identified in the Central Waterfront Secondary Plan with a proposed ROW width of 22 metres, which is not sufficient width to accommodate dedicated streetcars in its own ROW. The alignment, ROW width, and preferred designs of Broadview Avenue and Don Roadway between Lake Shore Boulevard East and

Unwin Avenue, as well as the alignment, ROW width, and preferred design of Unwin Avenue between Cherry Street and Leslie Street, require the completion of Phases 3 and 4 of a MCEA process and to satisfy Environmental Assessment Act requirements.

Presently, the Hearn site is only accessible from Unwin Avenue, which is planned in the TSMP to remain a major goods movement corridor, and to become the focus of heavy truck traffic that services port and industrial operations, enabling the northern areas of the Port Lands to be developed for residential uses with restrictions on truck traffic.

The applicant has not demonstrated how the transportation and transit realignments proposed as part of the Hearn OPA support introducing high density residential uses, as well as the connectivity, circulation, and movement of people and goods in the surrounding area transportation networks. The proposed transportation infrastructure changes to Unwin Avenue have also not been assessed for potential environmental impacts, which is required as part of the MCEA process and Provincial Environmental Assessment Act.

7. The application proposes development that impacts a planned electricity corridor and expansion of an adjacent major facility

The Independent Energy System Operator (IESO) has identified the need to build a third transmission supply line to meet significant electricity demand within the City and Greater Toronto Area. In January 2026, the Province approved the IESO's recommended option for a new underwater electricity transmission line to connect to the Port Lands, which will require development of a converter station near the Hearn Switching Station. The IESO initiated a competitive procurement process to select a transmitter to design, build, own, and operate the Third Line, with a targeted in-service date of 2037 or sooner.

The Third Line is in the early planning stages with several critical elements that are yet to be determined, including the final location, route and space needed for the transmission infrastructure. The City is required to protect the Third Line as a planned corridor pursuant to the PPS, both by preventing development within the corridor as well as ensuring that adjacent lands are compatible with and supportive of, the long-term purposes of the corridor. The energy transmission infrastructure may have several potential impacts on the OPA application, particularly with respect to introducing residential uses on the Hearn site. As the planning process for the Third Line progresses, applicable environmental approvals and permits, such as the Class Environmental Assessment for Transmission Facilities, will identify potential impacts related to sensitive land uses, including residential.

In addition to the Third Line, the Port Lands contain a dense network of electrical infrastructure, much of it from the 1950s, including Basin Transformer Station and multiple transmission lines. Development within the Port Lands needs to be compatible with the existing infrastructure or any necessary changes to it, such as the undergrounding of overhead lines or replacement of aging underground cables. Activities will need to be closely coordinated with the planning activities of Hydro One, Toronto Hydro and the Third Line transmitter.

8. Introducing several large-scale tower forms would negatively impact the heritage value of the Hearn

The Hearn site is designated under Part IV of the Ontario Heritage Act by By-law No. 1144-2019, under all three categories of design, associative and contextual value. The Hearn is a rare representative example of a mid-20th century steam power plant and is a landmark symbol of the Port Lands. The property contains a collection of buildings, structures and landscapes that are protected through its designation under the Ontario Heritage Act and the Official Plan, including specific protected views to it.

The PPS and Official Plan require that protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved. Refer to Attachment 12 for the Cultural Heritage Resources Map. The OPA application, including the associated Heritage Impact Assessment, does not provide sufficient information on the proposed interventions to, and analysis of impacts on, the cultural heritage value and attributes of the protected heritage property. It does not demonstrate how conserving cultural heritage resources will be satisfied as a matter of provincial interest under the Planning Act, and in accordance with the PPS and the Official Plan.

Potential impacts to the cultural heritage value of the designated property include, but may not be limited to:

- Removing and/or disrupting individually identified heritage attributes through demolition, alteration or removal.
- Removing and/or disrupting identified views described within the Statement of Significance and Official Plan.
- Isolating and visually interrupting related features that together convey the function of the industrial complex as a power generating station.
- Disrupting the Hearn's setting and historic context.
- Separating the power generating station from character-defining features that facilitated its operation (e.g. ship channel, railway, transmission towers).
- Diminishing the Hearn's landmark qualities and prominence.

Further Issues

Development Review staff may also 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 may report back to City Council as necessary.

Conditions to Any Tribunal Order

Should the Ontario Land Tribunal allow the appeal, in whole or in part, any final order of the Tribunal should indicate that the final form and content of the Official Plan Amendment be satisfactory to the Executive Director, Development Review and the City Solicitor, along with any other conditions deemed appropriate by the City.

CONTACT

Erika Ivanic, Project Manager, Waterfront, Tel. No. 416-392-8984, Email:
Erika.Ivanic@toronto.ca

SIGNATURE

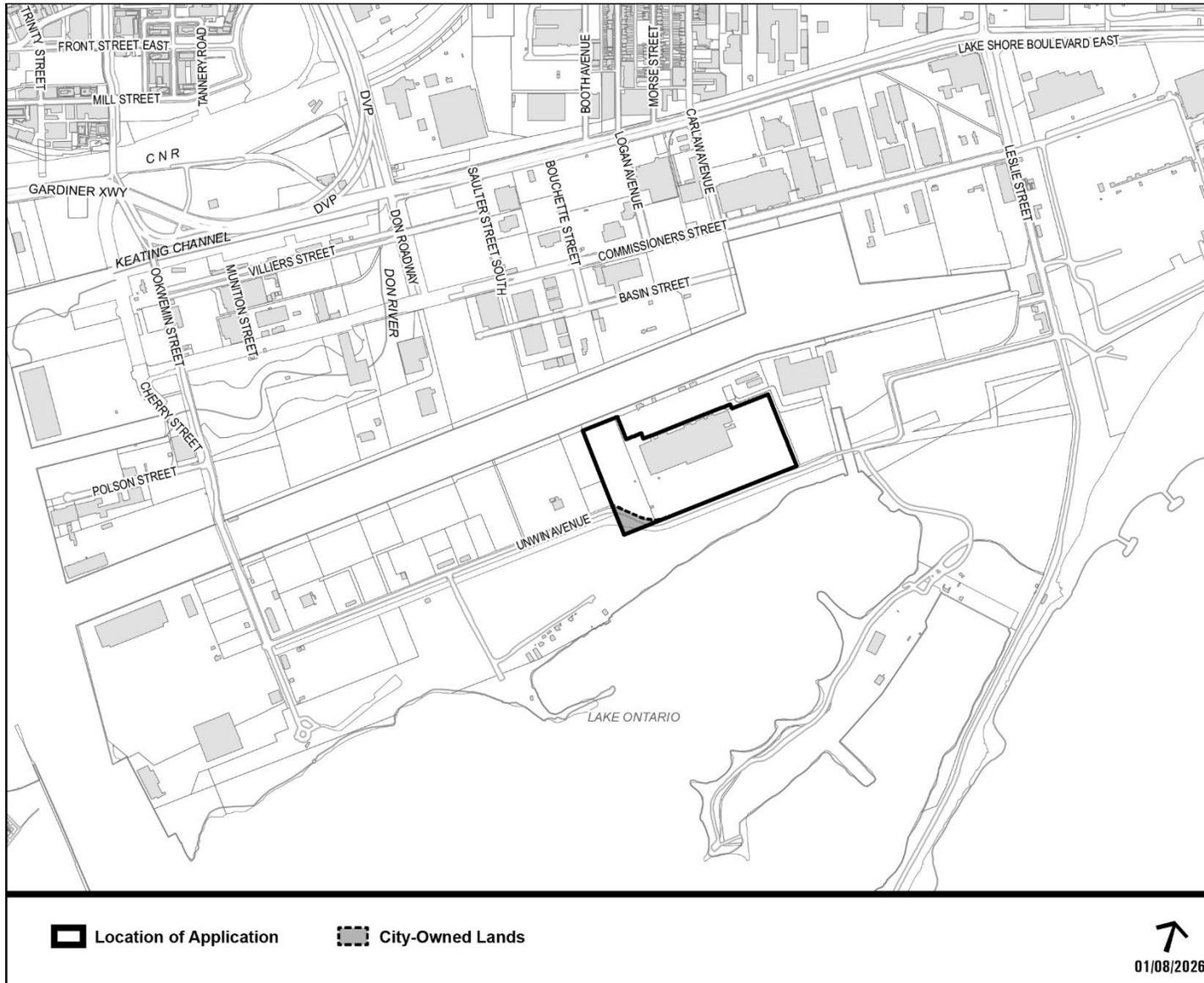


Carly Bowman, M.Sc.Pl., MCIP, RPP
Director, Community Planning
Toronto and East York District

ATTACHMENTS

- Attachment 1: Location Map
- Attachment 2: Application Data Sheet
- Attachment 3: Conceptual Master Plan
- Attachment 4: Official Plan Land Use Map (Central Waterfront Secondary Plan)
- Attachment 5: Parks and Open Space Areas Map (Central Waterfront Secondary Plan)
- Attachment 6: Port Lands District Map
- Attachment 7: Land Use Typology Map (Port Lands Planning Framework)
- Attachment 8: Noise and Air Quality Map (Port Lands Planning Framework)
- Attachment 9: Roads Map (Central Waterfront Secondary Plan)
- Attachment 10: Transit Map (Central Waterfront Secondary Plan)
- Attachment 11: Environmentally Significant Areas Map
- Attachment 12: Cultural Heritage Resources Map (Central Waterfront Secondary Plan)

Attachment 1: Location Map



Attachment 2: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 402 AND 440 UNWIN AVE **Date Received:** December 24, 2024

Application Number: 24 253487 STE 14 OZ

Application Type: OPA

Project Description: Official Plan Amendment to introduce residential use permissions, remove portions of the Natural Heritage and Open Space System (including City-owned lands), and reconfigure the area's street and transit network.

Applicant	Agent	Master Plan	Owner
BOUSFIELDS	MICHAEL BISSET	SvN	STUDIOS OF AMERICA CORPORATION

EXISTING PLANNING CONTROLS

Official Plan Designation: Regeneration Areas and Parks and Open Space Areas (Natural Areas) **Site Specific Provision:** Central Waterfront Secondary Plan

Zoning: I2 D2 Industrial and Gr Parks District (438-86) **Heritage Designation:** Y

Height Limit (m): N/A **Site Plan Control Area:** Y

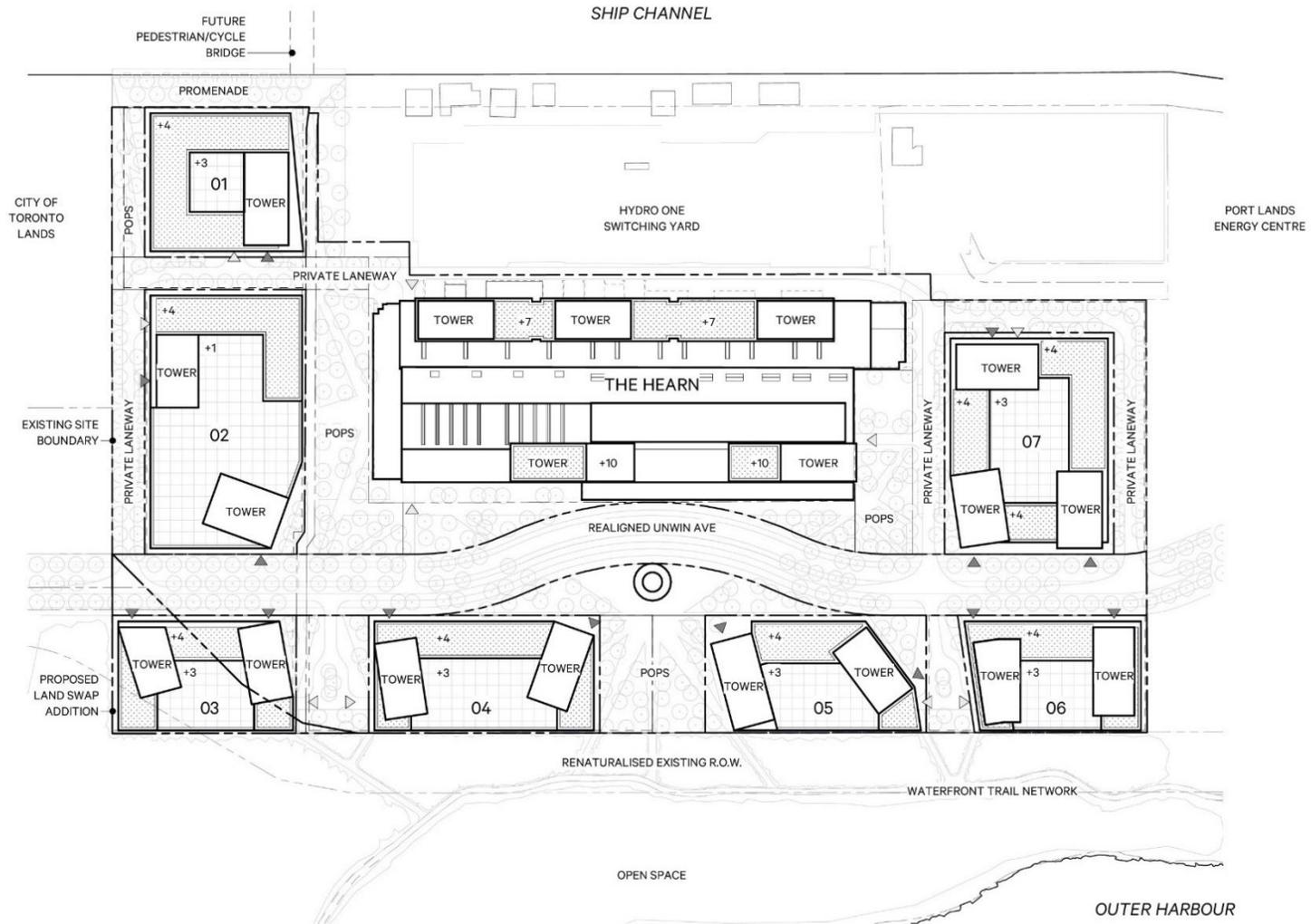
PROJECT INFORMATION

Site Area (sq m): 127,265 **Frontage (m):** 332 **Depth (m):** 313

CONTACT:

Erika Ivanic, Project Manager, Community Planning Tel: 416-392-8984
Steven Barber, Senior Planner, Community Planning Tel: 416-338-8567

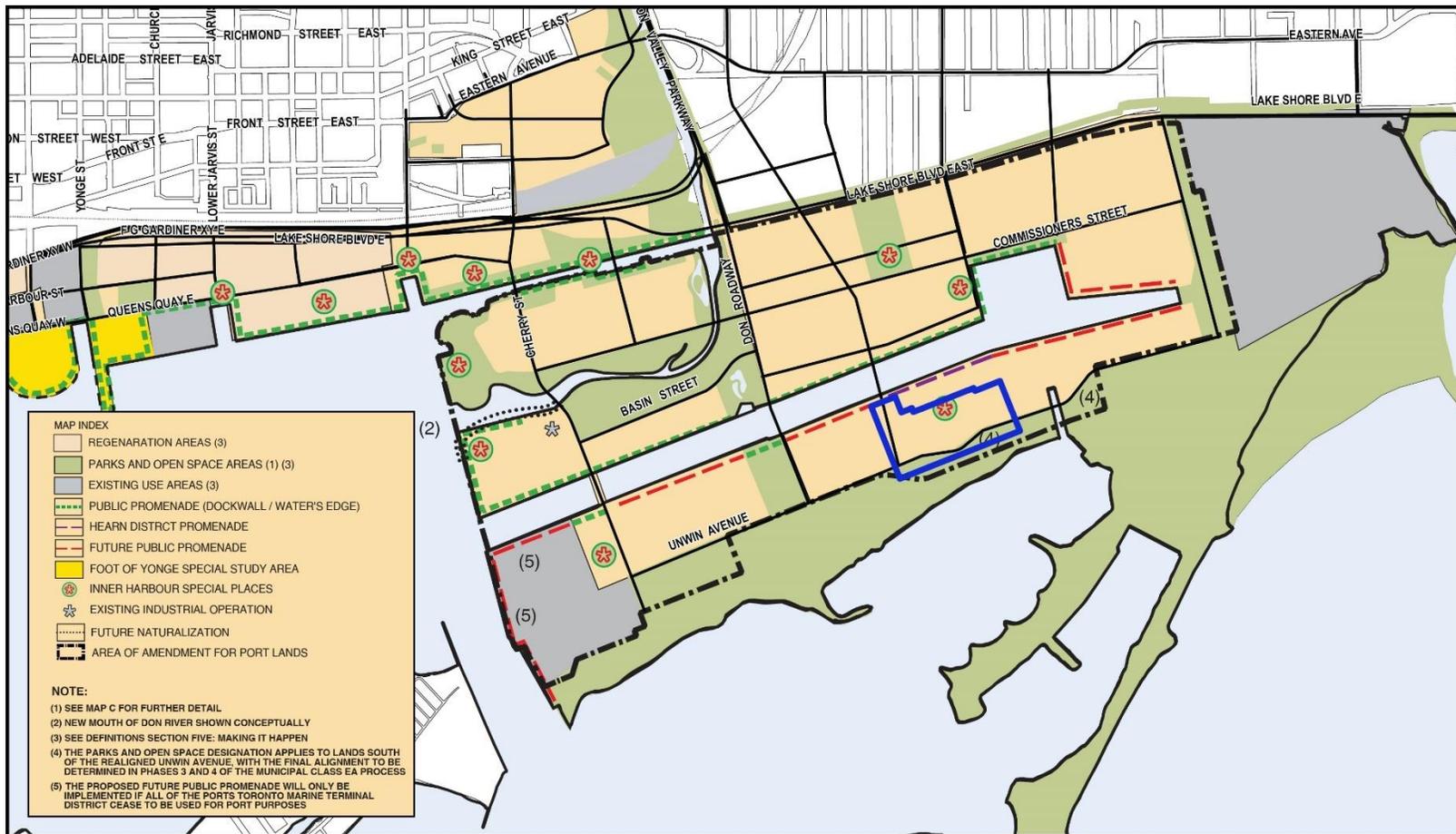
Attachment 3: Conceptual Master Plan



Site Plan



Attachment 4: Official Plan Land Use Map (Central Waterfront Secondary Plan)



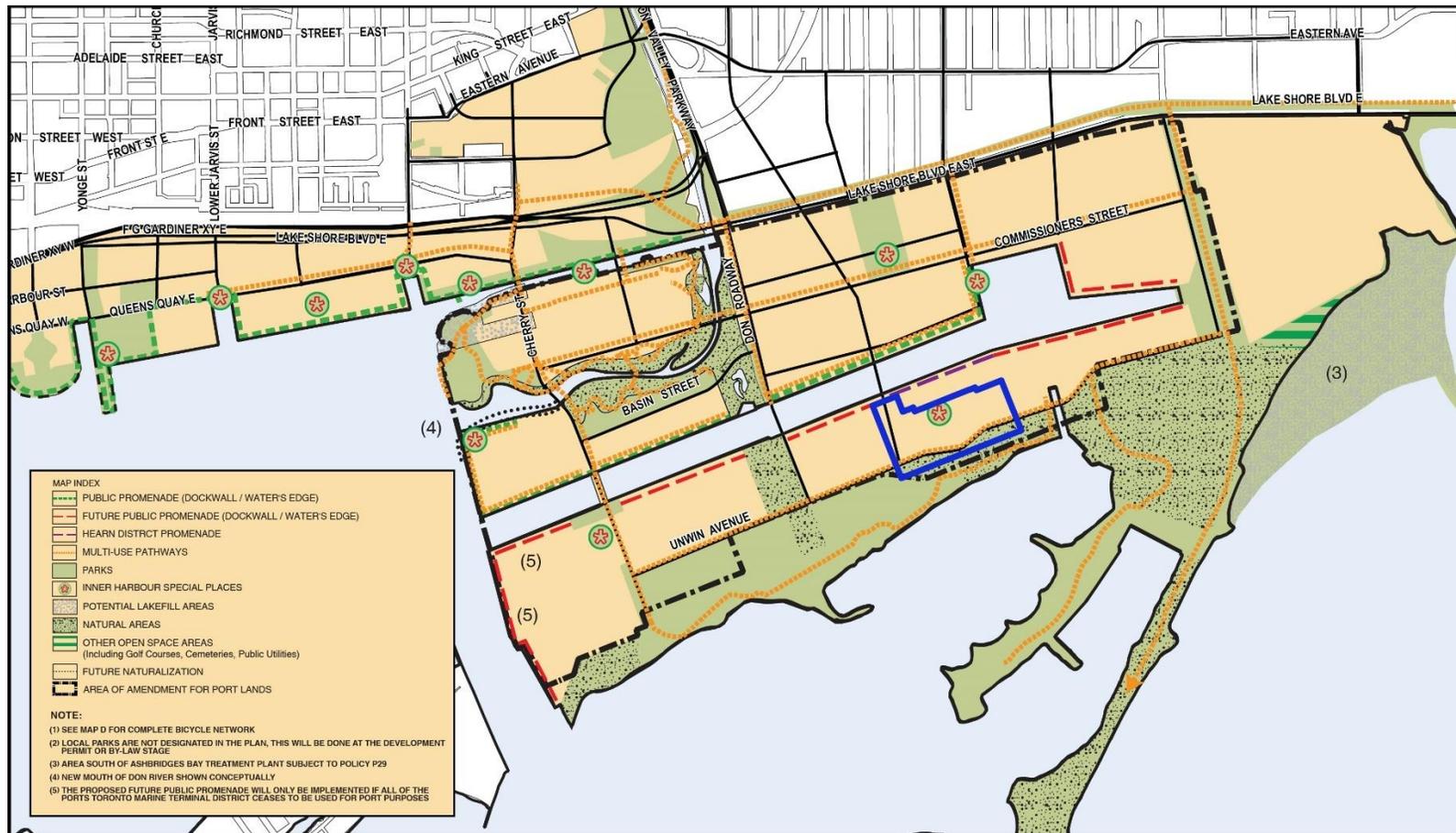
Central Waterfront Secondary Plan
MAP E Land Use Plan

402 & 440 Unwin Avenue
File # 24 253487 STE 14 0Z

Location of Application

Not to Scale
01/09/2026

Attachment 5: Parks and Open Space Areas Map (Central Waterfront Secondary Plan)



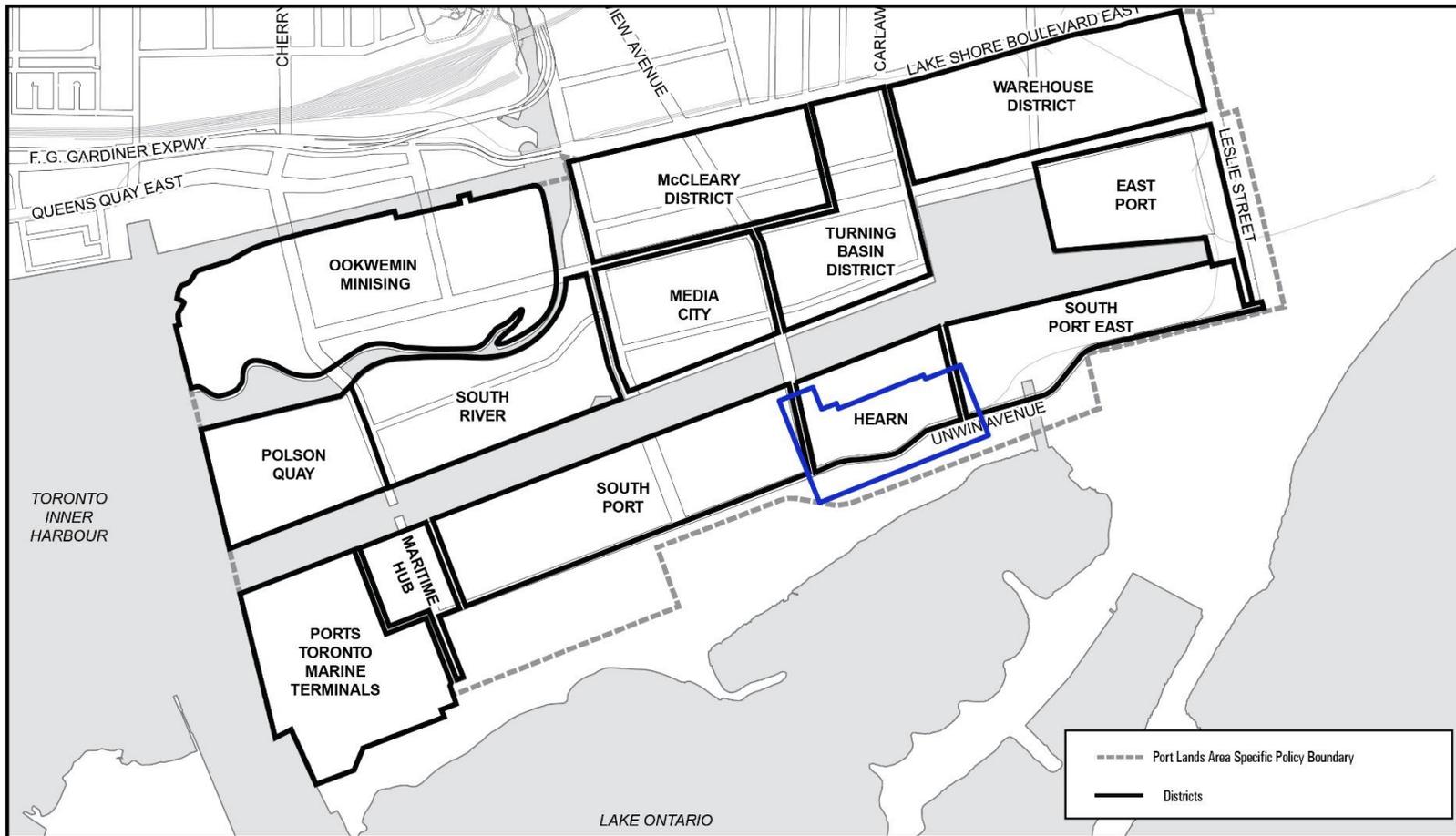
Central Waterfront Secondary Plan
 MAP C Parks and Open Space Areas

402 & 440 Unwin Avenue
 File # 24 253487 STE 14 0Z

Location of Application

Not to Scale
 01/09/2026

Attachment 6: Port Lands Districts Map



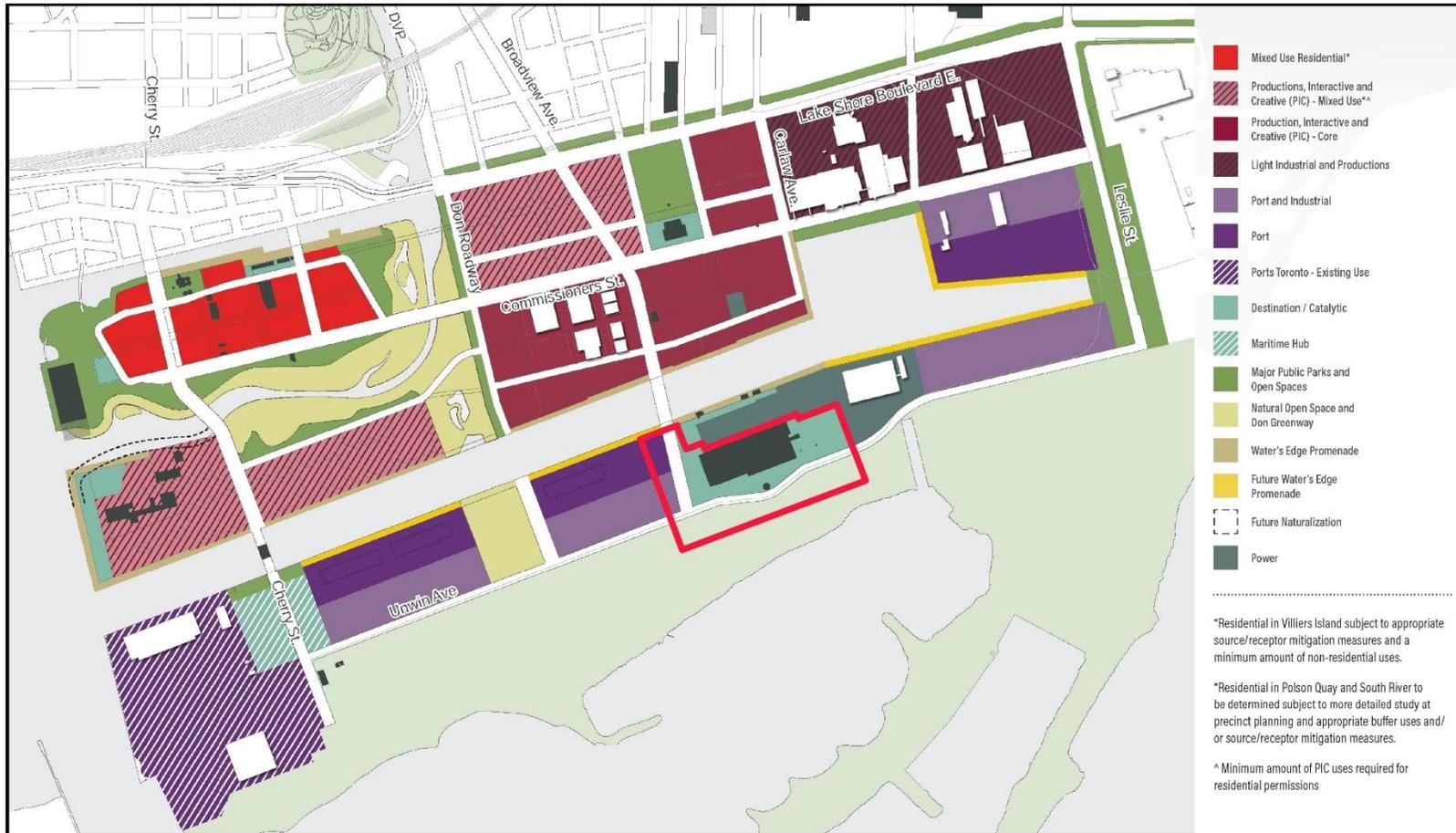
Toronto
 Port Lands Area Specific Policy
 MAP 3B Port Lands Districts

402 & 440 Unwin Avenue
 File # 24 253487 STE 14 0Z

Location of Application

Not to Scale
 01/08/2026

Attachment 7: Land Use Typology Map (Port Lands Planning Framework)



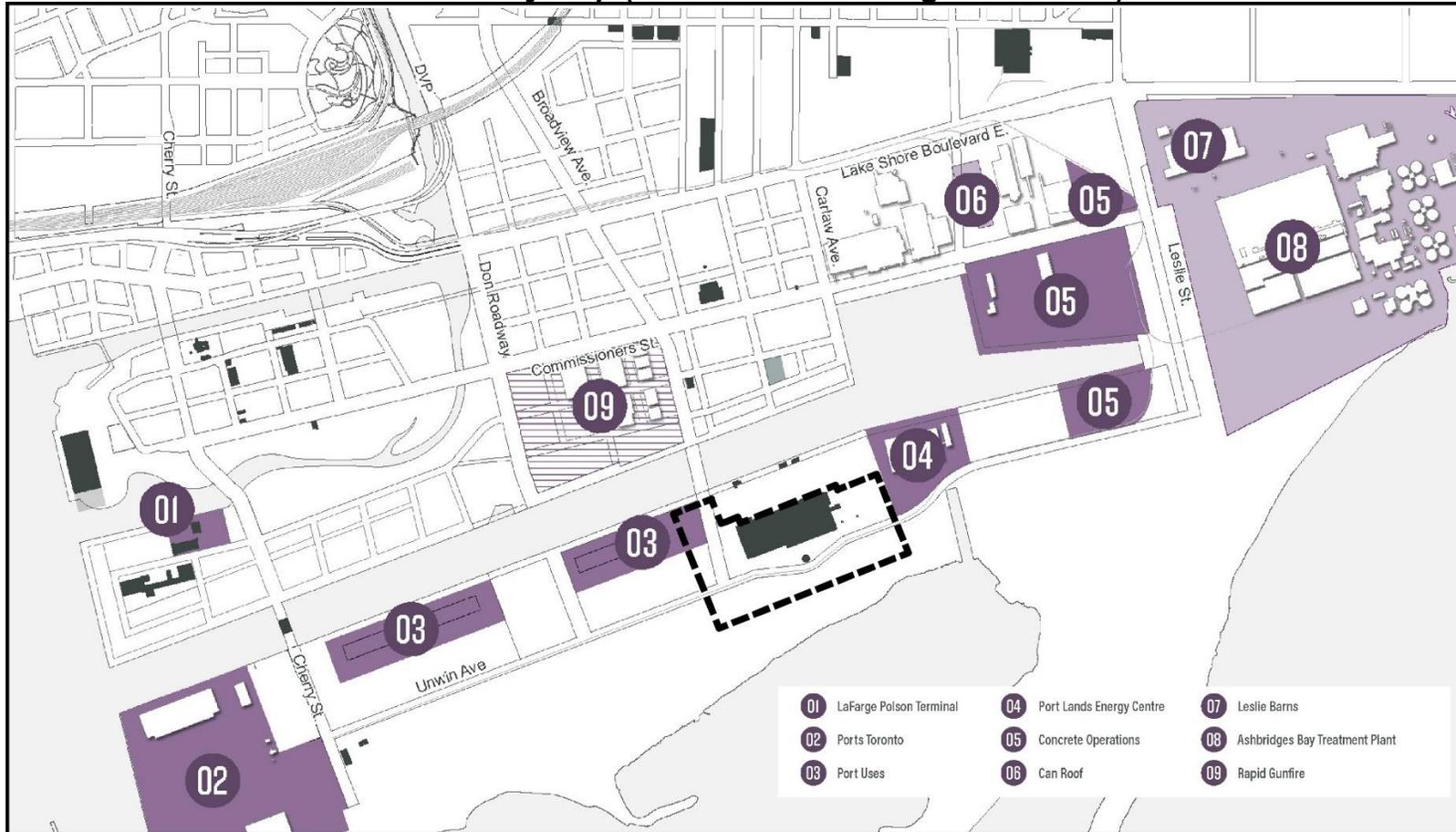
TORONTO
 Port Lands Planning Framework
 Land Use Typology Map

402 & 440 Unwin Avenue
 File # 24 253487 STE 14 02

Location of Application

Not to Scale
 01/12/2026

Attachment 8: Noise and Air Quality Map (Port Lands Planning Framework)



Port Lands Planning Framework

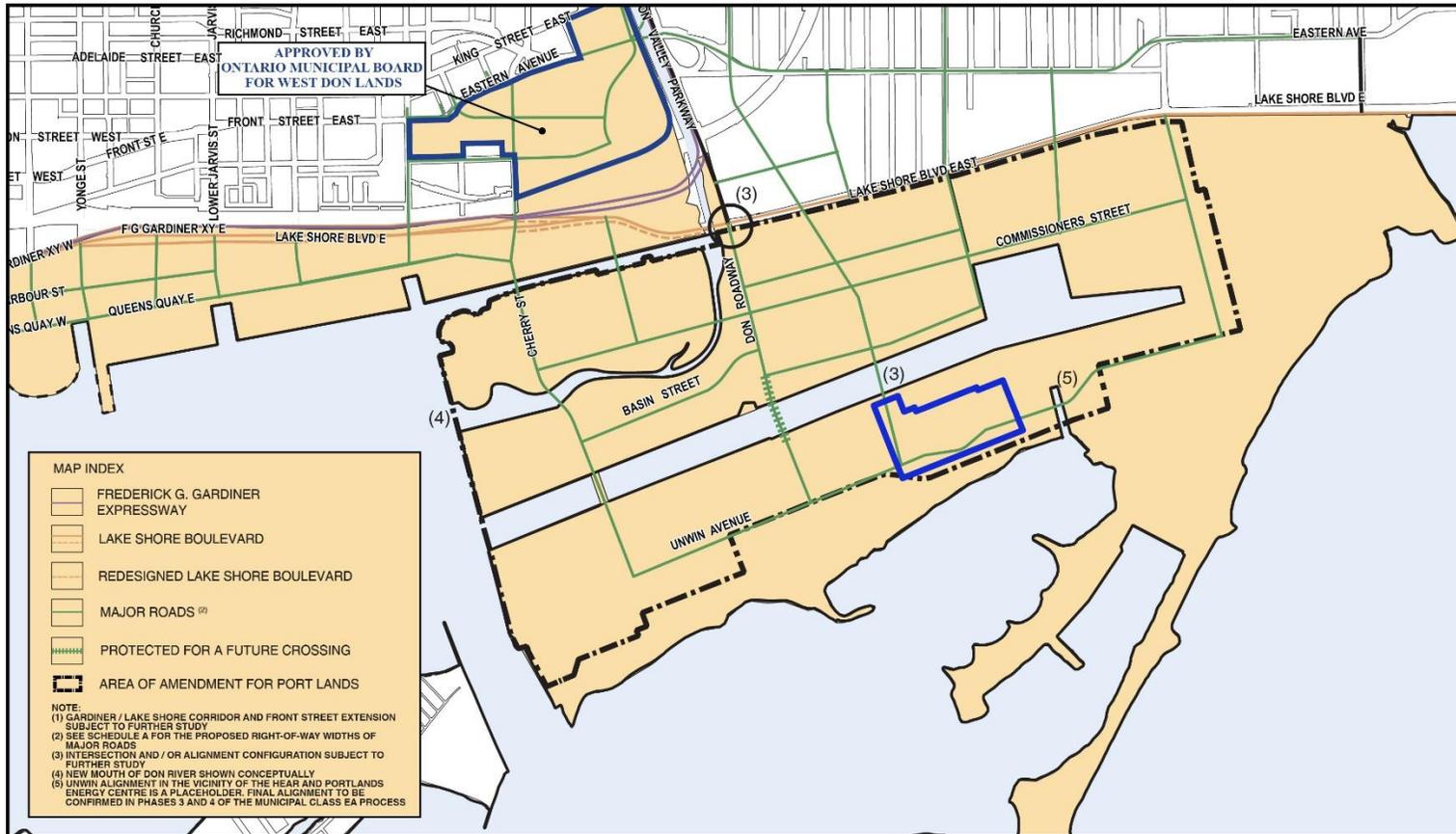
Noise and Air Quality Map

402 & 440 Unwin Avenue
File # 24 253487 STE 14 02

Location of Application

Not to Scale
01/12/2026

Attachment 9: Roads Plan (Central Waterfront Secondary Plan)



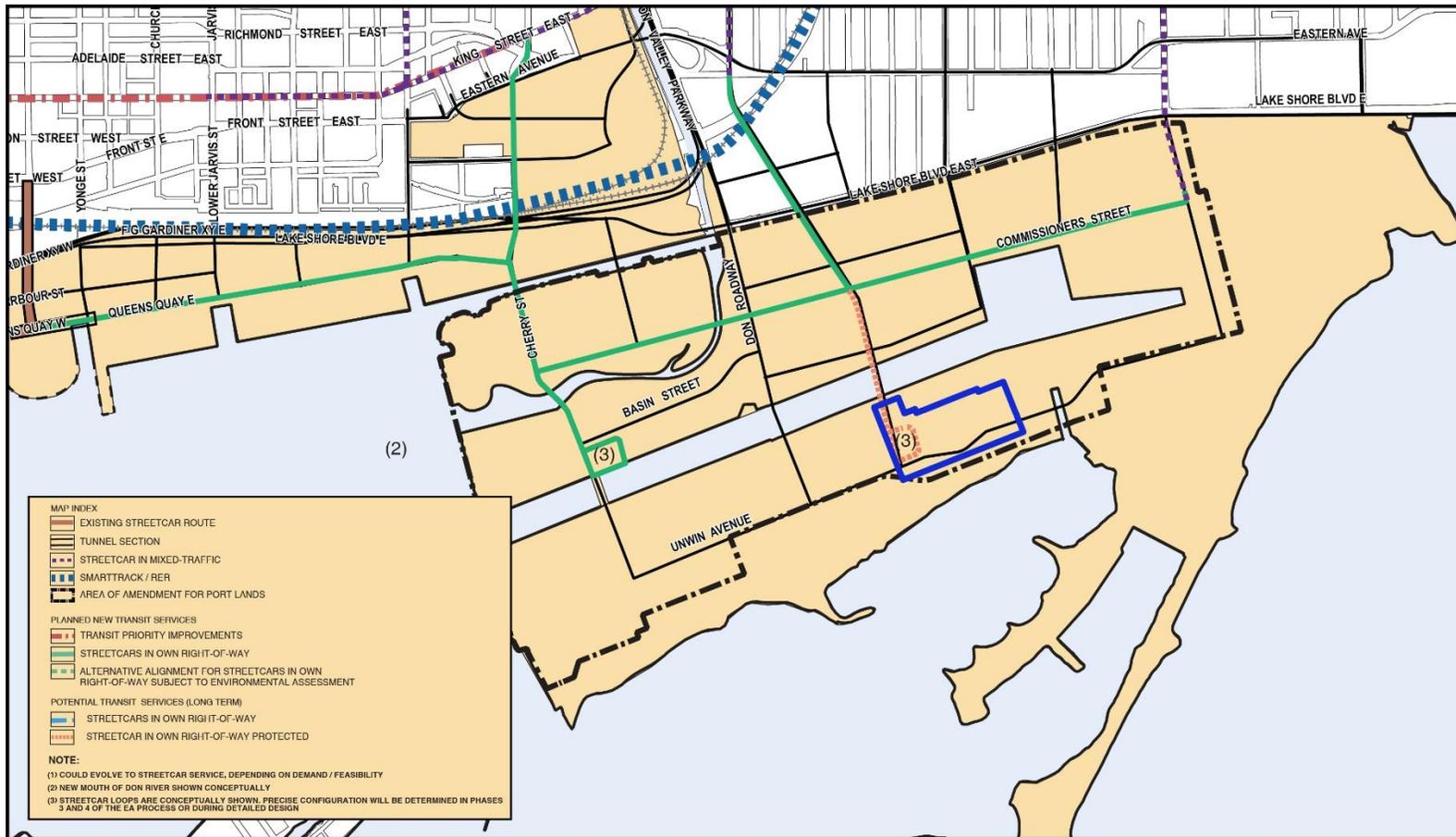
Central Waterfront Secondary Plan
MAP A Roads Plan

402 & 440 Unwin Avenue
File # 24 253487 STE 14 0Z

Location of Application

Not to Scale
01/14/2026

Attachment 10: Transit Plan (Central Waterfront Secondary Plan)



Central Waterfront Secondary Plan
MAP B Transit Plan

402 & 440 Unwin Avenue
File # 24 253487 STE 14 02

Location of Application

Not to Scale
01/14/2026

Attachment 11: Environmentally Significant Areas Map



Official Plan Map 12A Environmentally Significant Areas

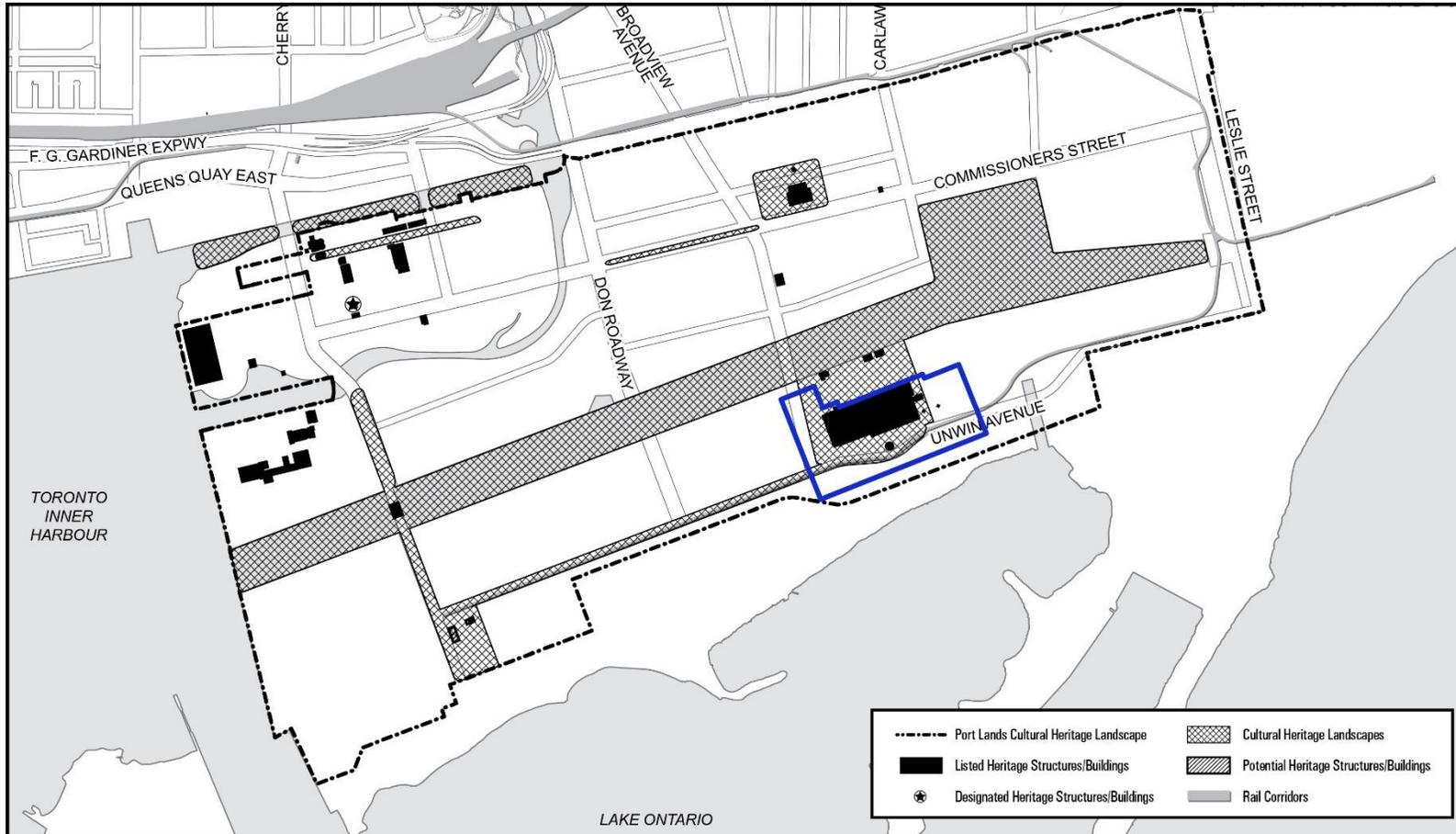
402 & 440 Unwin Avenue

File # 24 253487 STE 14 02

Location of Application
 Environmentally Significant Areas

Not to Scale
 Extracted: 01/22/2026

Attachment 12: Cultural Heritage Resources Map (Central Waterfront Secondary Plan)



Port Lands Area Specific Policy

MAP 3D Cultural Heritage Resources

402 & 440 Unwin Avenue

File # 24 253487 STE 14 OZ

 Location of Application

Not to Scale 

01/12/2026