



Policies subject to LPAT Appeal PL170100

(see separate table for policies subject to site specific appeal)



# OUR CHALLENGE



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## RETHINKING LONDON

1\_ Throughout our history, Londoners have responded to challenges with key decisions that have shaped our community into what it is today. How can we all prosper? How can we attain an exceptional quality of life? How should we grow? Where will new investment come from? How can we protect what is most important to us? How should we expend our resources?

2\_ London is on the cusp of a new chapter in its history where these and many more questions are again being confronted by its residents. For two years, thousands of Londoners participated in the ReThink London process - a widespread community discussion which, at its core, focused on the fundamental question "what kind of city do we want to live in 20 years from now?"

3\_ With dozens of alternative ways to participate in this process, Londoners of all ages and lifestyles attended over 100 ReThink London events, responded to surveys, chatted on social media, provided their opinions and engaged their families, friends, work colleagues, and fellow residents in this city-building discussion. In doing so, Londoners collectively developed a vision for their future – one that they aspire to achieve by the year 2035.

4\_ This Official Plan - *The London Plan* – emerged from this community conversation to set new goals and priorities and to shape the growth, preservation, and evolution of our city over the next 20 years.

## PLANNING FOR CHANGE AND OUR CHALLENGES AHEAD

**5** Londoners made it clear that the way we plan our city for the future must change. The last plan set by City Council in 1989 has served us well, but it is now time to create a Plan that responds to London's new and changing context. *The London Plan* is designed to address and plan for the new challenges we face.

### 77,000 NET NEW PEOPLE

**6** London's population will increase substantially over the next 20 years. We forecast that our city's population will grow by over 77,000 people and our employment will grow by 43,000 net new jobs between 2015 and 2035. It is possible that growth could be higher if London is able to exceed our forecasts of net migration. Where will these people come from and what opportunities will they generate? How will these new jobs be created? With this growth, what kind of housing will we need to accommodate all Londoners?

### MANAGING THE COSTS OF GROWTH

**7** A very compact form of growth could save billions of dollars in infrastructure costs and tens of millions of dollars in annual operating costs compared with a highly spread-out form of the same growth over the next 50 years. Meanwhile, a compact city would reduce energy consumption, decrease air emissions, allow for quality mobility choices and significantly reduce our consumption of prime agricultural lands. While neither of these models reflect London's recent growth pattern, they emphasize that there's a lot at stake in the way we plan for growth over the next 20 years.

## A GROWING SENIORS POPULATION

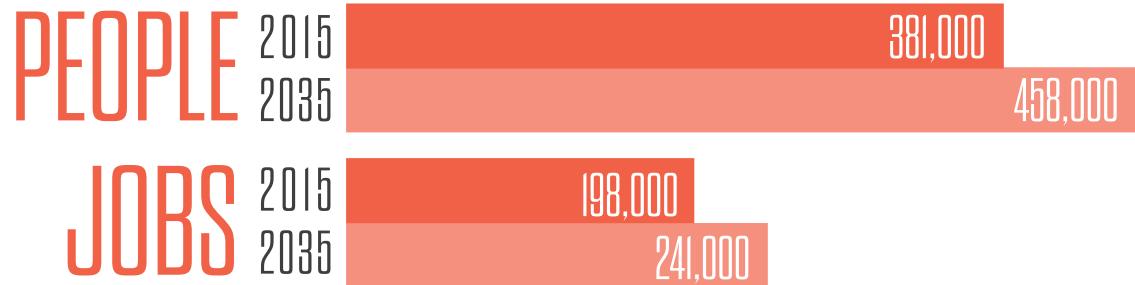
**8** As the "Baby Boom" generation enters into retirement, their collective impact will be pronounced. In 1996, 20% of the population, or 1-in-5 Londoners, were aged 55+. This number rose to 1-in-4 by 2011 and we forecast that 1-in-3 Londoners will be 55 years old or more by 2035. How can we build an age-friendly city that allows people of all ages and abilities to experience health, wellness and an exceptional quality of life?

## PREFERENCES OF THE MILLENNIALS

**9** A new age cohort is also having a major impact on cities across North America – the "Millennials" who were generally born between 1980 and 2000. Within North America, this age group is similar in size or larger than the "Baby Boomers". The demographic is known for being less automobile focused, environmentally conscious, more likely to seek out highly urban environments, and for placing a high premium on "staying connected" through their social behaviours and the use of technology. Their interests and demands will likely be much different than those that we have become accustomed to in association with the "Baby Boom" cohort. Recognizing the emergence of this segment, how will we build a city that provides this large population with the amenities they are looking for, allowing us to attract and retain them in London?

## GROWING DIVERSITY

**10** About one-in-five Londoners are "new Canadians" and London's population speaks about 100 different languages combined. The composition of those immigrating to London is changing, with more new Canadians coming from Colombia, China, South Korea, Iraq and India. This make-up will undoubtedly continue



to evolve over the next 20 years as London becomes more diverse and provides a more attractive landing place for new Canadians. In turn, this will add a new energy to our city, new cultural opportunities, and a new sense of international connectivity. What are the needs of our new Canadians and how can we accommodate those needs, welcome them, and enhance diversity in the way we build and create our city of 2035?

## THE CRITICAL IMPORTANCE OF TRANSPORTATION

11\_ Through the ReThink London process, Londoners told us repeatedly that transportation is a critical issue that must be addressed in our future. From high speed rail, connecting us to cities across Ontario, to rapid transit within our borders, Londoners are craving new ways to connect. Transit ridership in London has grown by 85% from 12.4 million in 1996 to 22.8 million in 2011. The London Transit Commission anticipates further growth of almost 50% to 33 million riders by 2024.

12\_ Our most recent *Transportation Master Plan* showed us that we can't afford to resolve our growing transportation needs by focusing on adding and widening roads. Rather, we need to build our city to offer real and attractive alternatives to the car, such as walking, cycling, and transit. How can we best plan for a city that will truly support rapid transit, making it viable, cost-efficient and an attractive choice for mobility?

## NEW DEMANDS FOR URBAN LIVING

13\_ We know that public attitudes and expectations are evolving in favour of cities that offer quality urban neighbourhoods and business areas. A study by the Urban Land Institute and PricewaterhouseCoopers entitled, *Canadian Edition: Emerging Trends in Real Estate 2014* stated that "...the population has clearly shown a desire to move back to the urban core". How can we best continue to regenerate our urban areas and build residential environments within our downtown and its surrounding urban neighbourhoods?



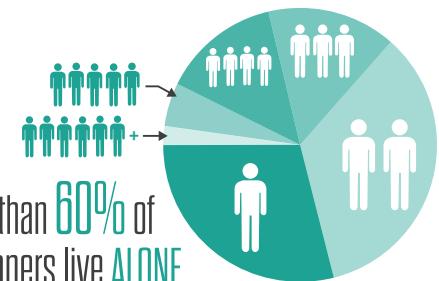
## ECONOMIC RESTRUCTURING

**14** London's economy has experienced a series of challenges over the past 20 years. Low-cost offshore manufacturing, fluctuations in the value of the Canadian dollar, changing labour policies in the United States, fundamental changes in the international business models of long-standing London employers, rising energy costs in Ontario, and restructuring in the North American auto industry have all had major impacts on London's manufacturing sector. Meanwhile, London has faced further challenges as the Finance, Insurance and Real Estate industry has consolidated, and public funding to health care, education and government services has moderated. ReThink London discussions often focused on finding creative ways to revitalize these traditional economic sectors for London, while also exploring new economic opportunities where London has, or may develop, a competitive advantage.

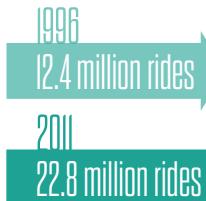
## INFRASTRUCTURE GAP

**15** In 2013 the City's *State of Infrastructure Report* evaluated London's \$10.9 billion worth of core infrastructure under direct City ownership and control. The report estimated that the City has a current infrastructure funding gap of \$52 million that could grow exponentially if not managed. Infrastructure is critical to supporting our plans for growing our economy, supporting intensification and protecting our economy. Londoners want a high quality of life and recognize the risk of degrading infrastructure. How can we manage and invest in our existing infrastructure so that it is sustainable over the long term? Is it possible to utilize these services more effectively through infill and intensification, innovative funding, conservation techniques, and the creative use of our infrastructure?

# Did You Know?



**IN 3** Londoners are MILLENNIALS: born between 1980 and 2000

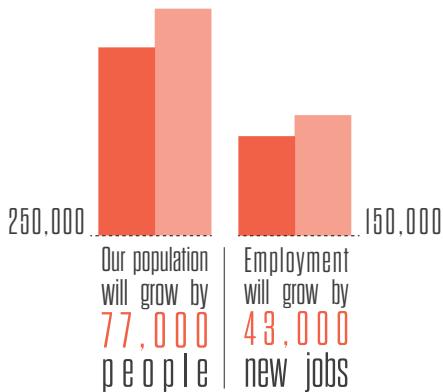


Transit Ridership in London has grown by 84%



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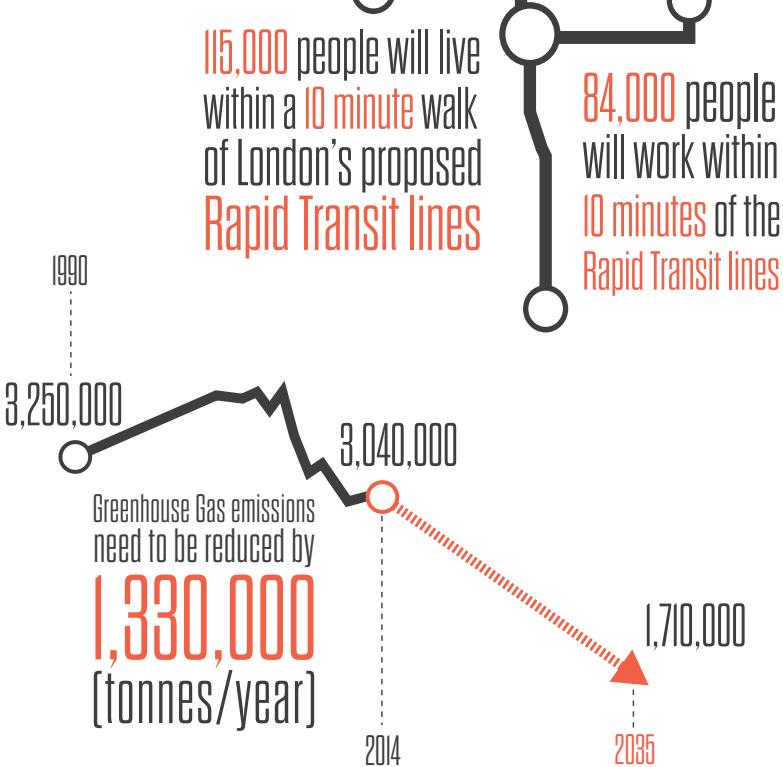
# By 2035...



Approximately **1 in 3** people in the labour force will be **FOREIGN-BORN**



**1 IN 3** Londoners will be **55 or older**



## AFFORDABILITY CHALLENGES

**16** London is one of Canada's most affordable mid-sized cities. However, housing prices have risen sharply over the past decade and there remains a pressing need to develop affordable housing for those Londoners who need it the most. Average market rent is out of reach for people earning minimum wage or receiving social assistance. Forty-five percent of tenant households spend 30% or more of their gross monthly income on rent. In 2013, the average rent for a bachelor apartment in London was \$582, which is equal to 96% of the Ontario Works cheque for a single adult. Low income and poverty, often affecting children, is a problem that London must face as we build our city of 2035. How will we ensure that housing is affordable for all Londoners and how will we build a city that provides everyone the opportunity to experience prosperity and wellness on their own terms?

## PROTECTING OUR FARMLAND

**17** London has some of Canada's best farmland within its municipal boundary. Only 5% of the Canadian land mass is classified as prime agricultural land. Almost 80% of the land outside of our Urban Growth Boundary is rated as prime agricultural land. It is a precious commodity that may become even more critical in the future if energy prices rise dramatically and the cost of importing food goes up. How can we protect our agricultural resources for the long term, and build on our strength as an agricultural hub and agri-food industrial hub?

## CLIMATE CHANGE

**18** Climate change is considered by many to be the world's biggest challenge in the coming century. The evidence is clear that London's weather is changing. We can expect that there will be more frequent snow squalls, more extreme flooding events, and warmer summer temperatures. Adapting to a changing climate requires taking action to protect our natural, built, and social environments. How can we plan our city to mitigate our impacts on climate change and to reduce the negative impacts expected from extreme weather conditions? What strategies do we need to develop to achieve greater resiliency, safety, and well-being?

## CITY BUILDING FOR ECONOMIC GROWTH AND PROSPERITY

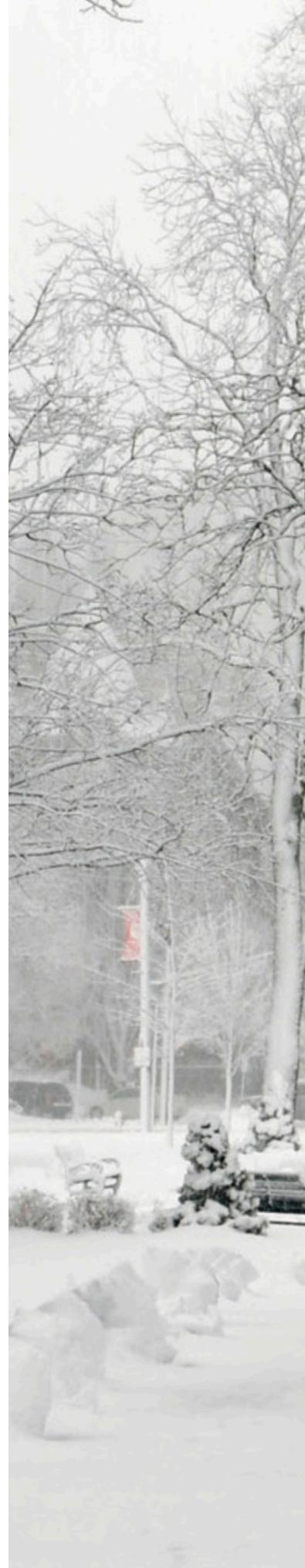
**19** A prevailing message that emerged during the ReThink London process centered on economic growth and prosperity. All Londoners want our city to be prosperous so that it can offer opportunity, employment, quality of life, and wellness.

**20** The way we build our city over the next 20 years will have a direct impact on our prosperity as a community. If London is widely perceived as a desirable city to live in, it will attract and retain a top quality labour force. And, with this attraction, London will have an advantage in drawing and retaining entrepreneurs, knowledge-based industries, businesses of all sizes, and investment in general. In short, the way we build our city will have an impact on our ability to attract investment and should serve as a major platform for any economic development strategy in the future.

**21** Recognizing this, it is important that we build our London with an exceptional downtown, vibrant urban areas, outstanding neighbourhoods, attractive park spaces and natural areas, exciting recreational, entertainment and cultural opportunities, and a quality transit service connecting all of these amenities. Our London needs to provide prosperity for all of its residents, offering affordability, reliable infrastructure, safety, and housing to meet everyone's needs. If we can achieve these goals over the next 20 years, London will offer a quality of life and opportunity that will attract people from around the globe.

**22** It is also important to build our city so that it offers the foundations for a strong economy and commerce including reliable, efficient and smart forms of infrastructure, easy access to major markets for the movement of information, goods and services, growth and development opportunities for businesses and industries of all types, support for our agricultural hinterland, a strong educational infrastructure, outstanding health care, affordable energy, and an assortment of opportunities for innovation and creativity. Long-term job growth and economic prosperity are absolutely fundamental to the success of *The London Plan*.

**23** Many Londoners told us that prosperity, to them, means more than just financial security. Rather, it includes a broader perspective of health and wellness. There was much conversation on this topic through the ReThink London process, with the notion of healthy cities at the forefront. What role does our city play in shaping our own personal health and wellness? Londoners urged us to consider the importance of such things as high-quality infrastructure, great neighbourhoods, active mobility, affordable housing, a healthy natural environment and ecosystem, recreational opportunities, health care services, age-friendly and universally accessible public facilities, cleaning of contaminated lands and water, and air quality in shaping the healthy city they aspire to live in.





## THINKING LONG TERM – 2035

**24\_** *The London Plan* is focused on our future. What exists “on the ground” today is not necessarily what we are planning for tomorrow. *The London Plan* is based on a planning horizon of 2035. The Plan will be considered for an update within its first ten years and every five years thereafter as we monitor our progress and evaluate our successes. It is also expected that an entirely new plan will be required in 2035 to respond to London’s new context, challenges, and opportunities at that time.

## CHANGING THE PLAN WITHOUT LOSING THE VISION

**25\_** It should be clear that any long-term plan needs to be monitored and modified over time so that it remains responsive to changes and opportunities that arise. A long-term plan of this scope cannot possibly contemplate how each property within all parts of the city may develop. For these reasons, it is expected that this Plan will change over time through three primary initiatives:

1. City-initiated reviews of the Official Plan, as required under the *Planning Act*.
2. City-initiated official plan amendments through processes such as secondary plans or subject-based policy reviews.
3. Privately, or municipally, initiated official plan amendments that will most commonly relate to an individual site or series of properties.

**26\_** While changes may be made to the Plan, any such changes shall be consistent with the policy framework that has been established to evaluate such proposals for change, the *Provincial Policy Statement* and provincial legislation. It is important to recognize that the Plan may be modified over time, but it is equally as important to ensure that such change does not undermine the purpose and intent of the policy framework of this Plan. (*LPA 21*)



## REALIZING THE PLAN

**27** A plan of this size and scope will take time to be realized. The Plan will continue in place through changes in civic and community leadership. While it is anticipated that the Plan's vision will remain firm until the next plan is prepared in 2035, the policies of *The London Plan* will be monitored and adjusted over time to adapt to a changing context. A monitoring program will be developed to establish key performance measures to track progress every other year.

**28** In order for this Plan's vision to be fully achieved, the broad community - including our development industry, our institutions, our non-profit groups and social agencies, our business communities, our neighbourhoods, and our special interest groups - must have a sense of ownership of the Plan and participate in its implementation. Future generations will be deeply affected by the decisions we make over the next 20 years and it is important that we consider those future Londoners in all of the planning that we do.

**29** Our investment in public projects, the strategies we set, the infrastructure we construct, and the development that occurs will shape our city over the next 20 years and beyond. This Plan focuses on our vision for London in 2035, so that the decisions we make as a community will collectively move us toward the future we envision - a truly exciting, exceptional and connected London.



## HOW TO USE THE LONDON PLAN

### LEGISLATIVE BASIS OF THE LONDON PLAN

**30** *The London Plan* constitutes the Official Plan (the Plan) for the City of London, prepared and enacted under the authority of the provisions of Part III of the *Planning Act*, R.S.O. 1990, c. P. 13. It contains goals, objectives, and policies established primarily to manage and direct physical change and the effects on the social, economic, and natural environment of the city.

**31** *The London Plan* has regard for matters of provincial interest and is designed to be consistent with the *Provincial Policy Statement*, 2014. Provincial interests and policies have been supported and integrated throughout the Plan.

**32** In accordance with Section 24 of the *Planning Act*, R.S.O. 1990, c. P. 13, no public work shall be undertaken and no by-law shall be passed for any purpose that does not conform with this Plan. While not limited to the following, some examples of municipal initiatives and actions that must conform with the Official Plan include:

1. Approvals of planning and development applications such as official plan amendments, zoning by-law amendments, plans of subdivision, plans of condominium, site plans, consents to sever, and minor variances.
2. The planning and construction of municipal infrastructure such as streets, transit infrastructure, sewers, stormwater management ponds, and water services.
3. Protection and stewardship of the environment, including approvals under a Municipal Class Environmental Assessment.
4. The planning and construction of parks and public facilities.
5. Housing programs and projects.
6. Financial plans and budgets.

**33** In implementing *The London Plan* City Council may consider the requirements of other relevant legislation including, but not limited to, the *Municipal Act*, the *Environment Assessment Act*, the *Ontario Water Resources Act*, the *Environmental Protection Act*, the *Ontario Heritage Act*, the *Public Transportation and Highway Improvement Act*, the *Endangered Species Act*, the *Conservation Authorities Act* and other relevant legislation having a bearing on land use planning and related matters.

## FORMAT OF THE LONDON PLAN

**34** *The London Plan* has been written to reflect that it “belongs to” all Londoners and to instill a sense of ownership and personal stake in the implementation of the Plan. While *The London Plan* belongs to all Londoners, its implementation is the responsibility of City Council.

**35** All of the text within this Plan will be considered part of the Official Plan.

**36** *The London Plan* is more than a set of individual policies – no policy stands on its own. The Plan is to be read in its entirety and the relevant policies are to be applied to each situation.

**37** Maps, tables, lists, and numbered figures shall also be considered part of this Plan. Photographs and non-numbered illustrations are not part of this Plan, but are intended to provide for an aesthetic quality and ease of reading for all those who may wish to read it.

**38** *The London Plan* is offered in a companion AODA-compliant format. Within this companion format, all photographs that are not considered Official Plan policy have been removed, while all text, maps, and numbered graphics that are Official Plan policy have been included.

**39** Some policies within *The London Plan* make use of lists. Where lists are used to establish criteria that are to be met by a policy, all of the items on that list are to be met unless otherwise stated by the policy.

**40** A Glossary of Terms has been included in the Our Tools part of this Plan and is Official Plan policy. This glossary will help the reader to interpret the policies of the Plan. Defined terms in the Glossary section are intended to capture both singular and plural forms of these terms.

## INTERPRETATION OF THE LONDON PLAN

**41** City Council is responsible for making decisions that conform to this Plan and that are consistent with the *Provincial Policy Statement*.

**42** Policies in this Plan that use the words “will” or “shall” express a mandatory course of action. Where the word “should” is used, suitable alternative approaches to meet the intent of the policy may be considered.

**43** It is intended that the policies of this Plan will allow for a reasonable amount of flexibility through interpretation, provided that such interpretation represents good planning and is consistent with the policies of this Plan and the *Provincial Policy Statement*. In instances where interpretation is needed, the following policies will apply:

1. The boundaries between place types as shown on Map 1 – Place Types, of this Plan, are not intended to be rigid, except where they coincide with physical features (such as streets, railways, rivers or streams). The exact determination of boundaries that do not coincide with physical features will be interpreted by City Council. Council may permit minor departures from such boundaries, through interpretation, if it is of the opinion that the intent of the Plan is maintained and that the departure is advisable and reasonable. Where boundaries between place types do coincide with physical features, any departure from the boundary will require an amendment to the Plan.
2. The identification of the natural hazard lands including riverine flooding and erosion hazards, as shown on Map 6 of this Plan, is not intended to be a precise delineation. The interpretation of the regulated natural hazard lands and the mapping of these features is the responsibility of the conservation authority having jurisdiction, based on their regulation and mapping which shall prevail. Natural hazard lands are further identified on Map 6 as Conservation Authority Regulation Limit. The actual regulated area may differ from the area shown on Map 6, as determined from time to time



by the conservation authority having jurisdiction.

3. The identification of natural features and areas as shown on Map 5 of this Plan is not intended to be a precise delineation. The identification and delineation of provincially significant wetlands and Areas of Natural and Scientific Interest is the responsibility of the Province. These features are more accurately shown on mapping available from the Province. The identified lands may differ from the area shown on Map 5, as determined from time to time by the Province.
4. Minor deviations from numerical requirements in the Plan may be permitted by City Council without an amendment to this Plan, provided that the general intent of the Plan is maintained.
5. Where lists or examples of permitted uses are provided in the policies related to place types, they are intended to indicate the possible range and types of uses to be considered. Specific uses which are not listed in the Plan, but which are considered by City Council to be similar in nature to the listed uses and to conform with the general intent and objectives of the applicable place type, may be recognized as permitted uses in the *Zoning By-law*.

**44** None of the objectives or policies of this Plan are intended to formally commit City Council to provide funding for their implementation. Funding decisions to implement the Plan will be made by Council on a case-by-case basis through appropriate budget processes.

**45** *The London Plan* is a 20-year plan that sets out the vision, principles, priorities, strategies, policies and directions to the year 2035. It should be recognized that the Plan is not intended to necessarily reflect the use, intensity or form of development that currently exists today, but rather is intended to plan for what is envisioned over the next 20 years. The need to update the Plan will be reviewed within the first ten years and every five years thereafter to ensure that it is in keeping with changes in the social, economic and environmental context of the city.

## USES PERMITTED IN ALL PLACE TYPES

**46** Activities listed below that create or maintain infrastructure authorized under an Environmental Assessment process or works subject to the *Drainage Act*, and where it is clearly demonstrated through an Environmental Assessment under the *Environmental Assessment Act* including an environmental impact study that it is the preferred location for the infrastructure, may be permitted in all place types in all areas of the city. Small-scale sites for municipal works, operations and storage are only permitted in the Farmland Place Type subject to the policies of this Plan and the *Provincial Policy Statement*.

1. All municipal sewer, water, and drainage works.
2. Hydro-electric power facilities and transmission lines.
3. Natural gas pipelines.
4. Telecommunications works and transmission lines.
5. Public streets.
6. Railway lines.
7. Small-scale sites for municipal works operations and storage.



## ORGANIZATION OF THE LONDON PLAN

**47\_** *The London Plan* is organized into 9 parts:

- 1. Our Challenge** – This part of *The London Plan* describes the current context and challenges ahead for London. It serves as an introduction and includes the legislative basis for the Plan and a description of how to use it.
- 2. Our Strategy** – This part of *The London Plan* establishes the values and vision for the Plan. It also establishes eight key directions that serve as the foundation for this Plan.
- 3. Our City** – This part of *The London Plan* explains the existing and future structure of the City – the major elements that establish the physical framework of London. It also establishes our approach for growth management over the next 20 years. This part provides a foundation upon which the remainder of the Plan is built.

- 4. City Building Policies** – This part of *The London Plan* establishes a range of policies that apply city-wide, relating to such subjects as mobility, parks and recreation, civic infrastructure, housing, culture, cultural heritage, smart city, green city, and food systems.
- 5. Place Types** – All lands within the City are assigned a place type, and this part of *The London Plan* establishes policies that regulate the development that is permitted in each of these place types. The permitted uses, allowed intensity of development, and form requirements are established in a chapter for each place type. This part of the Plan is divided into three sub-parts: (1) City-wide Place Types (2) Urban Place Types, and (3) Rural Place Types.
- 6. Environmental Policies** – This part of the Plan contains our natural heritage, natural and human-made hazards and natural resources policies. These policies provide over-arching direction for how these systems and their features will be preserved.



**7. Secondary Plans** – Some areas of the city require policies and maps that provide more detailed or specific direction than that offered by the general Plan. This part of *The London Plan* provides the framework for these secondary plans and their linkage to the general Plan. These secondary plans are adopted by City Council and constitute part of the Official Plan. Secondary plans are listed in this part and provided under separate cover.

**8. Our Tools** – A variety of tools have been afforded by the Province to municipalities to allow for official plans to be effectively implemented. This part of *The London Plan* provides a description of those tools and policies for how they will be applied.

**9. Maps** – The Official Plan maps, drawn to scale, that constitute part of *The London Plan* are under separate cover as a full-sized map set. For convenient reference, Appendix 1 to *The London Plan* provides 8.5" by 11" illustrations of these maps.

**48.** These parts are separated into chapters that relate to a specific subject matter. For example, City Building Policies includes chapters such as City Design, Mobility, and Cultural Heritage.

**49.** Parts and chapters include sections, sub-sections and sub-sub-sections. These sections group together policies that are related to one another. The headings for these sections use various font types and colours to identify how they are nested.

**50.** Sequential numbering has been applied to each policy for easy reference. As new policies are added to the Plan by amendment, these new policies will be numbered using letters, together with the preceding policy number, to avoid the re-numbering of existing policies throughout the Plan.