Report to Planning and Environment Committee

To: Chair and Members

Planning and Environment Committee

From: Scott Mathers, MPA, P.Eng.

Deputy City Manager, Housing and Community Growth

Subject: Holding Provision Symbol Review – Property Update

File Number: Z-25011

Public Participation Meeting

Date: February 19, 2025

Recommendation

That, on the recommendation of the Director, Planning and Development, the following actions be taken with respect to the application for the City of London relating to the Holding Provision Symbol Review Property Update:

(a) the proposed by-law <u>attached</u> hereto as Appendix A **BE INTRODUCED** at the Municipal Council meeting March 4, 2025, to **AMEND** Section 3.8(2) ("Holding Zone Provisions") of the Zoning By-law No. Z.-1 to add the "h-213" holding provision and to adjust the zoning of the subject properties to reflect Section 3.8(2) of the Zoning By-law No. Z-1.

Executive Summary

Summary of Request

On December 17, 2024, Council passed the City-Wide Holding Provision Symbol Review, a Zoning By-law amendment to modify Section 3.8(2) (Holding Zone Provisions) of the Zoning By-law No. Z.-1 and to adjust the zoning of properties with holding provision(s) applied. 2,076 properties were identified as having holding provision(s) and were amended to reflect the updates made to Section 3.8(2) of the Zoning By-law. Properties experienced one, or both, of two outcomes: 1) removal of the holding provision symbol; and 2) modification of the holding provision symbol in the form of renumbering.

At the time of the City-Wide Holding Provision Symbol Review, ten (10) planning applications that included holding provisions, involving seventeen (17) properties, were in the process of completing site specific Zoning By-law amendments. These 17 properties were not able to be included in the December 17, 2024, Zoning By-law amendment due to the properties being under appeal or appeal periods for recently passed Zoning By-law amendments. Therefore, an amendment to the Zoning By-law No. Z.-1 is being brought forward to address the holding provisions of these identified properties.

Additionally, Section 3.8(2) of the Zoning By-law is proposed to be further amended to add the holding provision "h-213" back into the holding zone provision list, whereas it was previously inadvertently removed. The "h-213" holding provision symbol is currently involved in a *Planning Act* application under approval by the Province and is required in the Zoning By-law No. Z.-1. While the intention will be to later amend all properties with the "h-213" to have the updated holding provision symbol (h-13) applied instead, it is necessary for "h-213" to be applied at this time.

Purpose and the Effect of Recommended Action

The recommended action is a follow-up housekeeping amendment to the City-Wide Holding Provision Symbol Review, intended to update the zoning of 17 properties that were unable to be addressed during the initial by-law amendment, and to add the "h-213" holding provision back into Section 3.8(2) of the Zoning By-law No. Z.-1. This

amendment ensures that properties subject to planning applications during the City-Wide Holding Provision Symbol Review will have the applicable holding provision symbols updated as per the revised holding zone provision list.

Rationale of Recommended Action

- 1. The recommended amendment is consistent with the *Provincial Planning Statement*. 2024.
- 2. The recommended amendment is consistent with the *Planning Act*.
- The recommended amendment supports Council's goals in the 2023-2027 Strategic Plan, to improve the delivery of service.

Linkage to the Corporate Strategic Plan

This recommendation will contribute to the advancement of Municipal Council's 2023-2027 Strategic Plan in the following ways:

• **Well-Run City** – through improved governance processes using continuous improvement to meet the needs of Londoners.

Analysis

1.0 Background Information

1.1 Previous Reports Related to this Matter

March 1, 2021 – Report to Planning and Environment Committee – Z.-1 Zoning Bylaw-Holding Provision Review

June 20, 2022 - Report to Planning and Environment Committee - Delegated Authority for Minor Zoning By-law Amendments (Bill 13) and Alternative Notice Measures for Minor Zoning By-law and Official Plan Amendments

February 7, 2023 – Report to Strategic Priorities and Policy Committee – London's Housing Pledge with respect to the City of London Municipal Housing Target of 47,000 units

April 16, 2024 – Report to Strategic Priorities and Policy Committee – Targeted Actions to Increase London's Housing Supply: Supporting Council's Pledge for 47,000 Units by 2031

December 3, 2024 – Report to Planning and Environment Committee – City-Wide Holding Provision Symbol Review

1.2 Planning History

A Zoning By-law amendment was passed by Council on December 17, 2024, to minimize the number of holding provisions available for use in *Planning Act* applications. Further detail of the review is contained in the planning report, dated December 3, 2024.

During the review of holding provisions and the subsequent Zoning By-law amendment process, unrelated *Planning Act* applications that involved holding provisions were also consecutively being passed by Council. 10 separate planning applications involving 17 properties that included holding provisions were passed by Council, under appeal periods, and unable to be updated in the City-Wide Holding Provision Symbol Review amendment.

Also, of note during the time of the review, amendments to the Zoning By-law No. Z.-1 introduced a new "Transit Station Area" (TSA) Zone and zone variations to aid in implementing the Protected Major Transit Station Area (PMTSA) policies of The London

Plan. As part of this amendment, approximately 1,200 properties in the PMTSA were proposed to have the Transit Station Area (TSA) Zone added to the existing zoning, with the "h-213" holding provision. As of September 24, 2024, this amendment has been forwarded to the Minister of Municipal Affairs and Housing for approval.

2.0 Discussion and Considerations

2.1 Proposed Amendment

Proposed is an amendment to Schedule "A" of the Zoning By-law No. Z.-1 to update the holding provisions applied to the identified properties, and an amendment to Section 3.8(2) ('Holding Zone Provisions') to add the "h-213" holding provision.

2.2 Listed Properties

Properties subject to planning applications with Council dates from October 15, 2024, to December 17, 2024, could not have their zoning updated with the City-Wide Holding Provision Symbol Review. The following 17 identified properties are included in this Zoning By-law amendment to ensure the holding provision symbols applied are updated to reference the revised holding provision symbol list:

- 850 Highbury Avenue North (Z-9577/O-9766);
- 1856-1910 Oxford Street West (Z-9485);
- 313, 317, & 323 Horton Street East (Z-9616);
- 279 Sarnia Road (Z-9774);
- 566, 568, & 578 Colborne Street (Z-9775);
- 2118 Richmond Street (OZ-9770);
- 383 Clark Road & 1906 Whitney Street (Z-9449);
- 1195 Gainsborough Road (Z-9782);
- 566 Southdale Road East & 818 East Street (Z-9785);
- 21-41 Meadowlily Road North & 20 Norlan Avenue (Z-9798); and

A list of all subject properties and associated proposed zoning changes are included in Appendix B.

2.3 Holding "h-213" Provision

Prior to the City-Wide Holding Provision Symbol Review, the "h-213" holding provision had the following purpose outlined in Section 3.8(2) of the Zoning By-law No. Z.-1:

h-213 Purpose: to ensure the orderly development of the lands the "h-213" symbol shall not be deleted until a sanitary servicing capacity report has been prepared and confirmation that a municipal sanitary sewer outlet is available to service the site to the satisfaction of the City Engineer. (Z.-182648).

Following the enactment of City-Wide Holding Provision Symbol Review amendments, "h-213" was renumbered as "h-13", with minor adjustments to the policy language:

h-13 Purpose: to ensure the orderly development of the lands the "h-13" symbol shall not be deleted until a servicing capacity report has been prepared and confirmation that a municipal sewer outlet is available to service the site to the satisfaction of the City.

Development applications will have to satisfy this condition prior to development taking place.

Through the recent recommended amendments to the Protected Major Transit Station Areas, the "h-213" holding provision is currently proposed to be added to approximately 1,200 properties with the Transit Station Area (TSA) Zone. While this amendment is with the Minister of Municipal Affairs and Housing for Approval, it is necessary for the holding provision to remain existing as "h-213" in the Zoning By-law No. Z.-1. Currently, due to the amendments made for the City-Wide Holding Provision Symbol Review, "h-

213" was inadvertently removed in the Zoning By-law. While the intention will be to later amend all 1,200 properties with the "h-213" to have the new "h-13" holding provision applied instead, it is necessary for "h-213" to exist in the Zoning By-law at this time.

The "h-213" holding provision, with the former policy language, is proposed to be added to Section 3.8(2) of the Zoning By-law No. Z.-1, to ensure the correct and applicable "h-213", as used in the currently under-approval PMTSA amendments, is represented within the Zoning By-law.

2.4 Internal and Agency Comments

The application was circulated for internal comments and public agencies to review. Comments received were considered in the review of this application.

No key issues were identified by staff and agencies.

Detailed internal and agency comments are included in Appendix "D" of this report.

2.5 Public Engagement

On January 23, 2025, Notice of Application was sent to the property owners of the 17 subject properties, totalling in thirteen (13) individual property owners. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on January 30, 2025.

There were zero (0) responses received during the public consultation period.

No concerns were expressed by the public.

2.6 Policy Context

The Planning Act

Section 36 of the *Planning Act* provides the right of the council of a local municipality to use a holding symbol "H" (or "h"), in conjunction with any use designation, through way of a by-law passed under Section 34 of the *Planning Act*. A holding provision by-law must be governed by provisions laid out in a municipality's official plan. Through this proposed amendment, the use and intent of holding provisions, as prescribed by the *Planning Act*, will be maintained and is therefore consistent with the *Planning Act*.

Provincial Planning Statement, 2024

The *Planning Act* requires that all municipal land use decisions affecting planning matters shall be consistent with the Provincial Planning Statement (PPS, 2024) The PPS, 2024 provides overall policy direction on matters of provincial interest related to land use planning and development within the province. Land use planning decisions must be consistent with the PPS.

The PPS, 2024 does not directly address the use of holding provisions in zoning. However, it does support the promotion of efficient and safe development and land use patterns, of which holding provisions play a role. The proposed changes will maintain the role of holding provisions in ensuring the safe and orderly development of land.

It is staff's opinion that the proposed amendments are consistent with the PPS, 2024.

The London Plan, 2016

The City of London Official Plan, The London Plan, is the main implementation tool of the *Planning Act* and the Provincial Planning Statement within the municipality and sets a framework for all planning decisions in the City of London. The London Plan sets out the use of holding provisions as a municipal planning tool under Section 34 of the *Planning Act*. Specifically:

1656_ The Zoning By-law may contain holding provisions that specify the use(s) of land, buildings or structures that will be permitted when the holding symbol is removed consistent with the Planning Act. Until such time as the holding provision is removed, these uses will not be permitted.

1658_ The Zoning By-law will be amended by application to remove the holding symbol when City Council or its delegated approval authority determines that the requirements relating to the appropriate purpose as set out in the by-law have been met. (OPA 65)

The amendment aims to maintain the use and process of holding provisions as prescribed in The London Plan by amending the holding symbols on the subject properties to reflect the revised holding provision list and by ensuring "h-213" is contained within the Zoning By-law. As such, staff are of the opinion that the proposed amendment, as recommended, is consistent with The London Plan.

3.0 Financial Impact/Considerations

There are no direct municipal financial expenditures with the outcome of this review.

4.0 Key Issues and Considerations

4.1 Holding Provisions

The identified properties of this follow-up housekeeping amendment have the following ten (10) holding provision symbols applied: h, h-17, h-18, h-80, h-89, h-149, h-183, h-

213, h-240, and h-253. A list of all subject properties and associated proposed zoning changes are included in Appendix B.

As part of the City-Wide Holding Provision Symbol Review, these identified holding provisions were modified to follow a new holding provision symbol numbering system:

Pre-Holding Provision Symbol Review (FROM)	Post-Holding Provision Symbol Review (TO)
h	h-8
h-17	h-108
h-18	h-9
h-80	h-12
h-89	h-6
h-149	h-138
h-183	h-147
h-213	h-13
h-240	h-7
h-253	h-194

For example, before the City-Wide Holding Provision Symbol Review By-law amendment went into effect, "h-183" was applied to 2118 Richmond Street as part of a Zoning By-law application. Under the revised holding provision symbol list, the "h-183" provision is now referred to as "h-147". Therefore, to ensure the correct provisions are applied, the holding provision symbols applied to the identified properties are to be updated as per the revised holding provision symbol list.

As of January 13, 2025, the City-Wide Holding Provision Symbol Review Zoning By-law amendment has been in force and effect, making the revised holding provision symbol list the current and active holding provision symbols. Also on this date, the last appeal period affecting the subject properties passed, making all 17 properties available to have their holding symbols updated through this follow-up By-law amendment.

4.2 Private Property

The subject properties of this Zoning By-law amendment are proposed to undergo minor modification to the holding provision(s) applied in the form of updated numbering of the holding symbol and, in some cases, minor policy language adjustments. A list of all subject properties and associated proposed zoning changes are included in Appendix B.

Otherwise, properties subject to this amendment are not proposed to undergo any other form of change to their zoning, and no additional regulations or provisions are proposed to be applied. Subject properties are only to be brought up to align with the revised holding zone provision list.

4.3 Future Application

This Zoning By-law amendment will be the first housekeeping amendment to follow the City-Wide Holding Provision Symbol Review. Additional housekeeping amendments will

be necessary to address any outstanding planning applications or properties involving the previous holding provision symbols. When the PMTSA Place Type and Transit Station Area (TSA) Zone amendments are approved, it will be necessary to return to the Planning and Environment Committee with an additional housekeeping amendment to the Zoning By-law No. Z.-1 to revise these properties' holding provision symbols. All Transit Station Area (TSA) Zones with the "h-213" holding provision applied, will require an update to comply with the new holding provision list by amending the "h-213" which is represented by the new "h-13" symbol. After this, use of the "h-213" holding provision symbol will have completely transitioned to the "h-13" symbol and will no longer be necessary within the Zoning By-law.

When the "h-213" holding provision is no longer present on any properties, amendment will be brought forward to subsequently remove the symbol from the Zoning By-law No. Z.-1. Likewise, additional amendments will be necessary for holding provisions "h-100" and up. These provisions are intended to be removed from the Zoning By-law following subsequent development applications for their removal from applicable properties.

Conclusion

The City of London staff is recommending an amendment to Schedule "A"- Key Maps (Zoning Designation) and Section 3.8(2) ("Holding Zone Provisions") of the Zoning Bylaw No. Z.-1 to bring 17 properties current with the new holding zone provision list and to add "h-213" to the Zoning By-law No. Z-1.

The proposed Zoning By-law amendment, as recommended by Staff, is consistent with The London Plan and the Zoning By-law No. Z.-1. The recommended amendment will ensure all properties and concurrent applications comply with the update holding provisions in the Zoning By-law No. Z.-1.

Prepared by: Raven Bolivar

Planner, Subdivision Planning

Reviewed by: Peter Kavcic

Manager, Subdivision and Development Engineering

Recommended by: Heather McNeely, MCIP, RPP

Director, Planning and Development

Submitted by: Scott Mathers, MPA, P.Eng.

Deputy City Manager, Housing and Community Growth

Cc Alan Shaw, Director, Building and Chief Building Official Adam Salton, Manager, Zoning & Property Compliance Michael Harrison, Manager, Subdivision Engineering Kevin Edwards, Manager, Community Planning Britt O'Hagan, Manager, Current Development Michael Corby, Manager, Site Plans Catherine Maton, Manager, Planning Implementation Brent Lambert, Manager, Development Engineering Justin Adema, Manager, Long Range Planning Nancy Pasato, Manager, Planning Policy (Research)

Appendix A – Zoning Bylaw Amendment

Bill No.(number to be inserted by Clerk's Office) 2025

By-law No. Z.-1-

A by-law to amend By-law No. Z.-1 to adjust the holding zone provisions of the subject properties and to add "h-213" to Section 3.8(2) Holding "h" Zone.

WHEREAS this amendment to the Zoning By-law Z.-1 conforms to the Official Plan;

NOW THEREFORE the Municipal Council of The Corporation of the City of London enacts as follows:

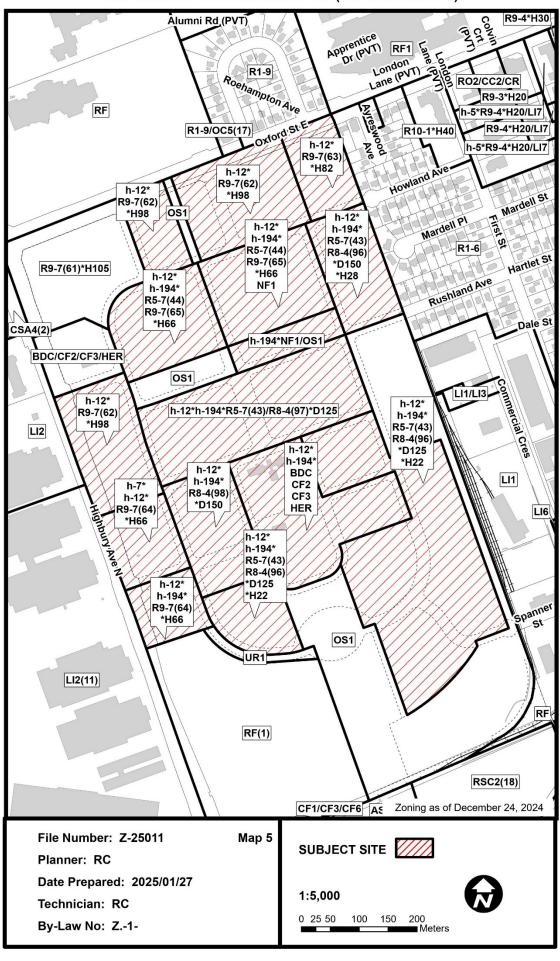
- 1. Schedule "A" to By-law No. Z.-1 is amended by revising holding zone provisions applied to certain properties as shown on the attached maps, comprising parts of Key Map No. A101, A102, A105, A107, and A108.
- 2. Section 3.8(2) is amended by adding the following:
 - h-213 Purpose: To ensure the orderly development of the lands the "h-213" symbol shall not be deleted until a sanitary servicing capacity report has been prepared and confirmation that a municipal sanitary sewer outlet is available to service the site to the satisfaction of the City Engineer.
- 3. This Amendment shall come into effect in accordance with Section 34 of the *Planning Act*, *R.S.O. 1990*, c. P13, either upon the date of the passage of this by-law or as otherwise provided by the said section.

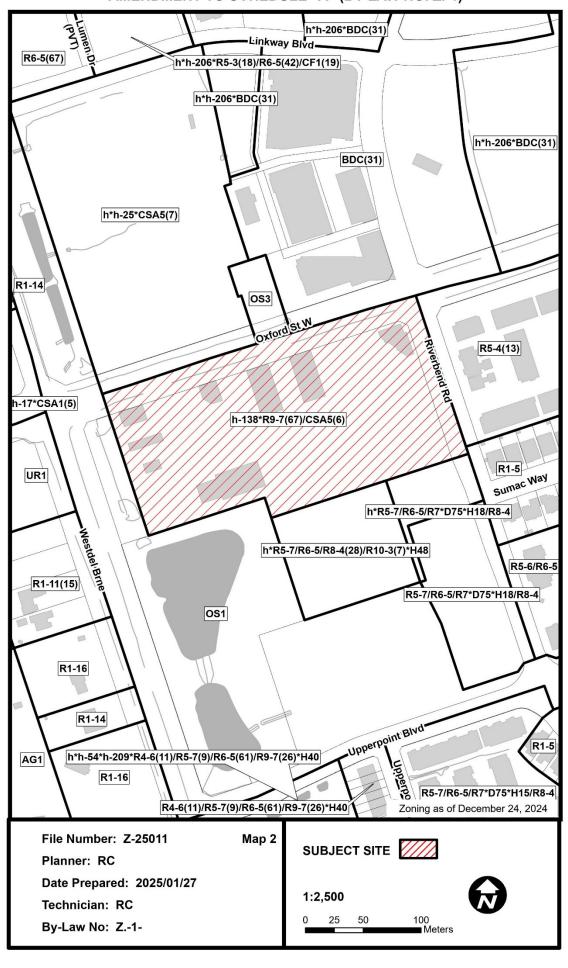
PASSED in Open Council on March 4, 2025, subject to the provisions of PART VI.1 of the *Municipal Act*, 2001.

Josh Morgan Mayor

Michael Schulthess City Clerk First Reading – March 4, 2025 Second Reading – March 4, 2025 Third Reading – March 4, 2025

AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)





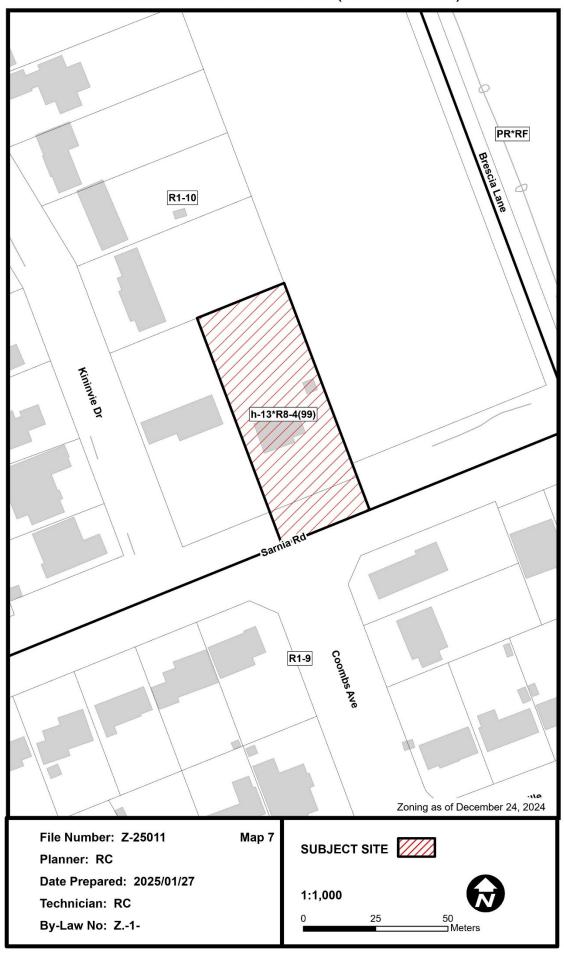
AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1) RSC1/RSC4 BDC(29) AC3/AC4/AC5 R8-4/AC4 AC4/SS1 h-9*BDC(51) AC4 AC4 R7*D150*H20 R3-1 R3-1/R8-1(1)*D100 simcoe st BDC(4) Zoning as of December 24, 2024 File Number: Z-25011 Map 11 SUBJECT SITE Planner: RC Date Prepared: 2025/01/27 1:1,000

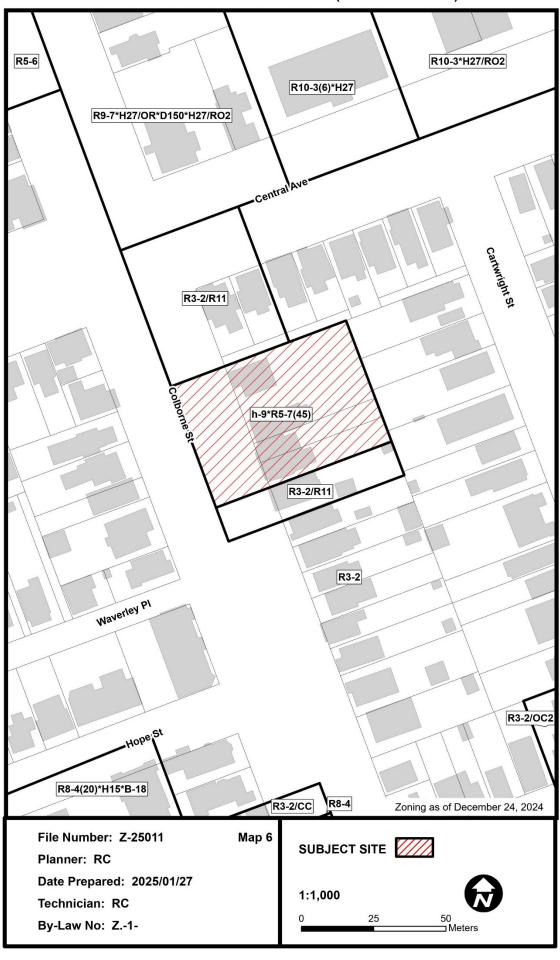
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Technician: RC

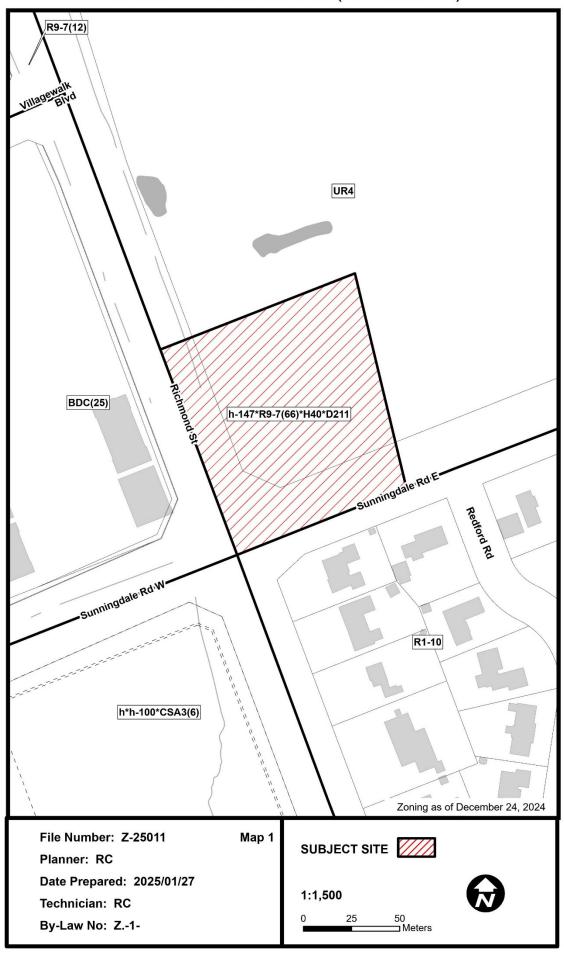
By-Law No: Z.-1-

AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)

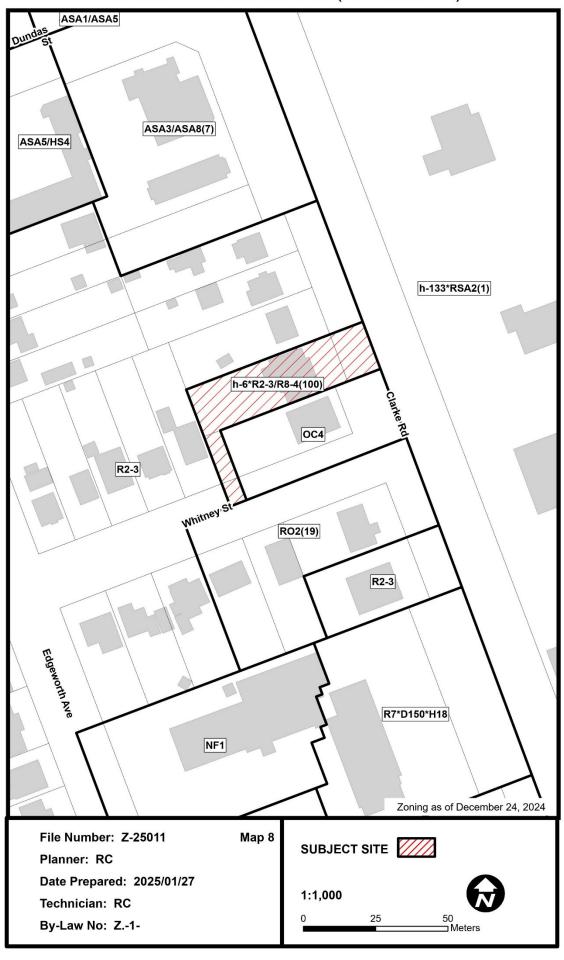




AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)



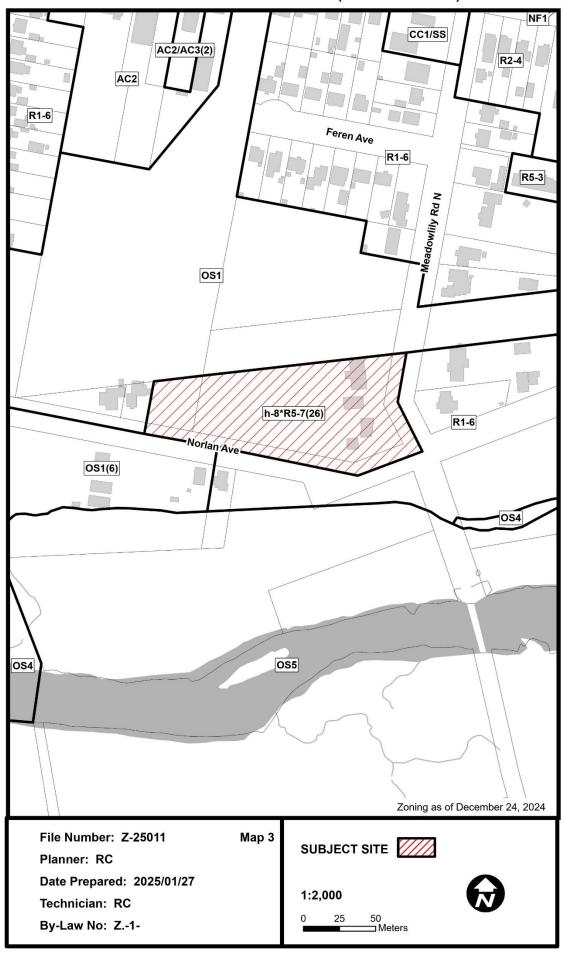
AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)



AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)







Appendix B – Subject Properties Proposed Changes

Property Address	Pre-Holding Provision Review Holding Symbol (h-#)	Post- Holding Provision Review Holding Symbol (h-#)	Existing Zoning (FROM)	Proposed Zoning (TO)
850 Highbury Avenue North	h-80, h-240, & h-253	h-12, h-7, & h-194	Multiple	Multiple
1856-1910 Oxford Street West	h-149	h-138	h-149 *R9- 7(67)/CSA5(6)	h-138 *R9- 7(67)/CSA5(6)
313, 317, & 323 Horton Street East	h-18	h-9	h-18 *BDC(51)	h-9 *BDC(51)
279 Sarnia Road	h-213	h-13	h-213 *R8-4(99)	h-13 *R8-4(99)
566, 568, & 578 Colborne Street	h-18	h-9	h-18 *R5-7(45)	h-9 *R5-7(45)
2118 Richmond Street	h-183	h-147	h-183 *R9- 7(66)*H40*D211	h-147 *R9- 7(66)*H40*D211
383 Clark Road & 1906 Whitney Street	h-89	h-6	h-89 *R2-3/R8-4(100)	h-6 *R2-3/R8-4(100)
1195 Gainsborough Road	h-17	h-108	h-17 *LI1(25)	h-108 *LI1(25)
566 Southdale Road East & 818 Easy Street	h-18	h-9	h-18 *R3-2/R8-4(101)	h-9 *R3-2/R8-4(101)

Property Address	Pre-Holding Provision Review Holding Symbol (h-#)	Post- Holding Provision Review Holding Symbol (h-#)	Existing Zoning (FROM)	Proposed Zoning (TO)
21-41 Meadowlily Road North & 20 Norlan Avenue	h	h-8	h *R5-7(26)	h-8 *R5-7(26)

Appendix C – Internal and Agency Comments

Upper Thames River Conservation Authority (UTRCA)

Correspondence letter attached.





"Inspiring a Healthy Environment"

February 5, 2025

City of London – Planning Services P.O. Box 5035 London, Ontario N6A 4L9

Attention: Raven Bolivar (via e-mail)

Re: UTRCA Comments - File Z-25011

City-Wide Holding Provision Symbol Review - Property Update

Applicant: City of London

The Upper Thames River Conservation Authority (UTRCA) has reviewed this application for Official Plan Amendments with regard for the policies in the Environmental Planning Policy Manual for the Upper Thames River Conservation Authority (June 2006). These policies include regulations made pursuant to Section 28 of the Conservation Authorities Act, and are consistent with the natural hazard policies contained in the Provincial Policy Statement (PPS, 2020).

BACKGROUND & PROPOSAL

In 2024, the City of London initiated a review of the holding provisions contained within the Z.-1 Zoning By-law. As part of this review, some holding provisions were to be removed or modified, resulting in new numbering for the holding provision symbols. The UTRCA provided comments at this time and the City of London Council passed this amendment in December 2024.

The purpose and intent of the current City-Wide Holding Provision Symbol Review – Property Update Amendment is to address the holding provisions on seventeen (17) properties that were under appeal or within appeal periods and were unavailable to be updated during the prior amendment. Additionally, the "h-213" holding provision is proposed to be added to the Zoning Bylaw No. Z.-1.

No provisions applied by the holding symbols are being changed through this amendment. No regulations are being added and no holding provisions are being removed prematurely. This is a housekeeping amendment to ensure any applications that were concurrently running have the correct holding provision symbols applied, as intended, with the new holding provision list.

CONSERVATION AUTHORITIES ACT

There are numerous areas and properties throughout the City of London which are regulated by the UTRCA in accordance with Ontario Regulation 41/24 made pursuant to Section 28 of the Conservation Authorities Act. In cases where a discrepancy in the mapping occurs, the text of the regulation prevails and a feature determined to be present on the landscape may be regulated by the UTRCA.

The regulated area is comprised of riverine flooding and erosion hazards, as well as wetlands and the surrounding areas of interference. The UTRCA has jurisdiction over lands within the regulated

1424 Clarke Road, Landon, Crt. NSV 659 * T; 619.461.2500 * E: infoline@thamesriver.on.ca www.thamesriver.on.ca

area and requires that landowners obtain written approval from the Authority prior to undertaking any site alteration or development within this area including filling, grading, construction, alteration to a watercourse and/or interference with a wetland. Accordingly, there are a number of holding provisions which apply to regulated lands which require the UTRCA's review and sign-off.

UTRCA ENVIRONMENTAL PLANNING POLICY MANUAL (2006)

The UTRCA's Environmental Planning Policy Manuel is available online at https://thamesriver.on.ca/wp-content/uploads/EnvPlanningPolicyManual-update2017.pdf

NATURAL HAZARDS

The UTRCA represents the provincial interest in commenting on Planning Act applications with respect to natural hazards. The PPS directs new development to locate and avoid natural hazards. In Ontario, prevention is the preferred approach for managing hazards in order to reduce or minimize the risk to life and property. This is achieved through land use planning and the Conservation Authority's regulations with respect to site alteration and development activities. The UTRCA's natural hazard policies are consistent with the PPS and those which are applicable to the subject lands include:

3.2.2 General Natural Hazard Policies

These policies direct new development and site alteration away from hazard lands. No new hazards are to be created and existing hazards should not be aggravated. The Authority also does not support the fragmentation of hazard lands through lot creation which is consistent with the PPS.

3.2.3 Riverine Flooding Hazard Policies

These policies address matters such as the provision of detailed flood plain mapping, floodplain planning approach, and uses that may be allowed in the flood plain subject to satisfying UTRCA permit requirements.

3.2.4 Riverine Erosion Hazard Policies

The Authority generally does not permit development and site alteration in the meander belt or on the face of steep slopes, ravines and distinct valley walls. The establishment of the hazard limit must be based upon the natural state of the slope, and not through re-grading or the use of structures or devices to stabilize the slope.

3.2.6 Wetland Policies

New development and site alteration is not permitted in wetlands. Furthermore, new development and site alteration may only be permitted in the area of interference and /or adjacent lands of a wetland if it can be demonstrated through the preparation of an Environmental Impact Study (EIS) that there will be no negative impact on the hydrological and ecological function of the feature.

COMMENTS

There are a number of holding provisions in the City of London that require the UTRCA's acceptance of technical documents and sign-off. We have reviewed the circulated Zoning By-law Amendment and offer the following comments:

- 1. As noted, numerous areas and properties in the City of London are regulated by the UTRCA in accordance with Ontario Regulation 41/24 made pursuant to Section 28 of the Conservation Authorities Act.
- 2. As indicated, there are a number of holding provisions that include the UTRCA in the approval process and review of technical documents.
- 3. As no provisions applied by the holding symbols are being changed through this amendment, no regulations are being added, and no holding provisions are being removed prematurely, the UTRCA has no objections to the proposed application.

Thank you for the opportunity to comment.

Yours truly, UPPER THAMES RIVER CONSERVATION AUTHORITY

Aisling Laverty Land Use Planner I

c.c.: Catherine Maton, City of London Justin Adema, City of London

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