

## Report to Planning and Environment Committee

**To:** Chair and Members  
Planning & Environment Committee  
**From:** Gregg Barrett  
Director, City Planning and City Planner  
**Subject:** Protected Major Transit Station Areas Information Report  
**Meeting on:** August 10, 2020

## Recommendation

That, on the recommendation of the Director, City Planning and City Planner, the following actions be taken with regard to the application by the City of London relating to Protected Major Transit Station Areas (PMTSAs):

- (a) This report **BE RECEIVED** for information; and
- (b) This report with draft PMTSA policies **BE CIRCULATED** to stakeholders and the general public for comments.

**IT BEING NOTED THAT** an Official Plan Amendment to add PMTSA policies to the London Plan will be considered at a future public participation meeting of the Planning and Environment Committee.

## Executive Summary

Protected Major Transit Station Areas (PMTSAs) are the areas surrounding and including existing and planned higher order transit stations or stops. These areas are intended to accommodate increased residential and employment growth with highly urban, mixed-use, transit-supportive forms of development. The areas are generally located within a 500 to 800 metre radius (a 10-minute walk) of an existing or planned transit station.

The *Planning Act* was amended in 2017 (Bill 139) to allow municipalities to delineate PMTSAs in their official plans. Where a municipality identifies and delineates PMTSAs, the *Act* requires that the policies identify the minimum number of residents and jobs per hectare for the area, identify the permitted uses of land and buildings in the area, and identify the minimum densities required for development in the area. Where an official plan includes policies for a PMTSA that conform with the *Planning Act* requirements, the boundaries and related policies are not subject to appeal.

The London Plan, approved by Council in 2016, includes policies with similar objectives to PMTSAs in areas that are located along the approved Rapid Transit corridors. However, because PMTSAs were not added to the *Planning Act* until 2017 there are no references to them in The London Plan. This report identifies opportunities and considerations with regard to the potential addition of PMTSA policies to the London Plan.

The London Plan identifies the Downtown, Transit Village and Rapid Transit Corridor Place Types as areas for intensification with a focus on transit- and pedestrian-oriented development around planned rapid transit stations.

Proposed PMTSA policies are appended to this report that identify possible PMTSA boundaries, the minimum number of residents and jobs per hectare, permitted uses, minimum densities, and minimum and maximum building heights. Staff are seeking Council's feedback on the draft policies, which will be circulated for public review and comments. Recommended PMTSA policies will be brought forward as an Official Plan Amendment to the London Plan at a future Planning Environment Committee meeting.

### 1.0 Background

#### 1.1 What are Protected Major Transit Station Areas?

Protected Major Transit Station Areas (PMTSAs) are defined as the areas “surrounding and including an existing or planned higher order transit station or stops” in the *Planning Act* (S.16(15)). This section was added to the *Planning Act* in 2017 through the *Building Better Communities and Conserving Watersheds Act* (Bill 139), and is intended to support policies that promote transit-oriented development around higher order transit stations and stops. This is achieved by protecting such policies from appeal and by restricting requests to amend policies for PMTSAs, unless an exception is approved by Council.

The *Planning Act* also includes requirements that must be included in any PMTSA policies. Section 16(15) states that where a PMTSA is delineated in an official plan, the official plan must also contain policies that:

- a) Identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated within the area;
- b) Identify the authorized uses of land in the major transit station area and of buildings or structures on lands in the area; and
- c) Identify the minimum densities that are authorized with respect to buildings and structures on lands in the area.

Section 17(36.1.4) identifies that there is no appeal to an official plan policy that identifies a PMTSA in accordance with Section 16(15), or addresses the issues described in clauses a, b, or c (quoted above). Therefore, the proposed amendment in the appendix to this report would not be subject to appeal and would become in-force official plan policy upon the approval by City Council. Similar restrictions exist for appeals to a zoning by-law in a PMTSA (S.34(19.5)), with the exception of maximum heights (S.34(19.7)).

Section 22(2.1.3) identifies that if a PMTSA is identified in accordance with Section 16(15), then no person or public body shall request an amendment in respect of the PMTSA policies. Section 22(2.2) provides a possible exception, giving council the authority to pass a resolution to permit either a specific request, a class of requests, or all requests to amend the PMTSA policies.

#### 1.2 Existing London Plan Policies

The London Plan was developed with consideration for the approved Transportation Master Plan (2013), the Rapid Transit Initiative Master Plan (2017), and the Rapid Transit Environmental Project Report (2019), which is further detailed in the following section of this report. The London Plan was written to recognize the important relationship between the use, intensity, and form of development and mobility infrastructure. One of the hallmarks of the London Plan is to align the city structure with planned higher order transit, so that as the City grows it will have the necessary infrastructure available or planned to support that growth.

Key Direction #6 in the London Plan is to place a new emphasis on creating attractive mobility choices, and it lists the following planning strategies to support walking, cycling, and rapid transit as attractive choices for mobility:

60\_1. Create active mobility choices such as walking, cycling, and transit to support safe, affordable, and healthy communities.

60\_3. Establish a high-quality rapid transit system in London and strategically use it to create an incentive for development along rapid transit corridors and at transit villages and stations.

60\_5. Focus intense, mixed-use development to centres that will support and be served by rapid transit integrated with walking and cycling.

60\_6. Dependent upon context, require, promote, and encourage transit-oriented development forms.

The London Plan identifies the Downtown, Transit Village and Rapid Transit Corridor Place Types as areas to concentrate intensification and mixed-use developments that will support rapid transit. The City Structure Plan directs development along the planned Rapid Transit corridors to establish a world-class, mid-sized downtown, support intense forms of mixed-use development in the Transit Villages, and connect the Downtown and Transit Villages with Rapid Transit Corridors that include abundant opportunities for growth and development (Policy 98).

These existing London Plan policies are aligned with the intent of the *Planning Act* provisions that support Major Transit Station Areas. However, because they do not include the same terminology or implement all of the specific requirements of the Act, they do not avail of the benefits offered by the *Planning Act* for development near to rapid transit. The proposed amendment to add PMTSA policies to the London Plan maintains the existing vision, values, and key directions for London while gaining the benefit of the PMTSA designation from the *Planning Act*. These benefits include bringing portions of Council's approved city structure into force and also gaining the opportunity to apply inclusionary zoning in PMTSAs. Those opportunities are discussed in more detail later in this report.

### **1.3 London's Bus Rapid Transit System**

The Rapid Transit Initiative Master Plan, approved by Council on July 25, 2017, developed guiding principles and strategies for building a bus rapid transit network to achieve the mobility goals of The London Plan. The approved network of dedicated transit lanes has been refined in the Rapid Transit Environmental Project Report, as a result of stakeholder and public consultation. The network is planned to align with the Rapid Transit Corridor Place Type, radiating from the Downtown to the four Transit Villages.

All three Place Types are envisioned as higher density, mixed-use, and transit-oriented communities that are centrally located around planned bus rapid transit stops once the rapid transit system is implemented. The PMTSA policies will support the future implementation of the rapid transit and accommodate increased demand for intense, urban communities in a way that can be supported by higher order transit service.

### **1.4 Ontario's Transit-Supportive Guidelines**

Transit-Supportive Guidelines were established by the Ministry of Transportation to provide municipalities with considerations when identifying PMTSAs and preparing policies and design guidelines to achieve transit-oriented development. Section 2.6.1 of the guidelines applies specifically to major transit station areas, and detail strategies for developing various elements to contribute to transit-supportive environments in proximity to major transit stations. The strategies address intensification, land use, parking management strategies, layout and orientation of buildings, open space networks and complete streets planning to support transit and active transportation. Many of these guidelines are in line with the existing policy direction of the London Plan for the Downtown, Transit Village, and Rapid Transit Corridor Place Types.

The guidelines recommend a minimum of 50 residents and jobs per hectare should be generally accommodated in designated growth areas (S.1.1.5.9), while higher targets should be included where higher order transit services are established. The thresholds are suggested as guidelines rather than being required to be achieved along every corridor or station segment.

<b>Transit Service Type</b>	<b>Recommended Density Target</b>
Basic Transit service (One bus every 20-30 minutes)	22 units per ha / 50 residents and jobs combined
Frequent Transit service (One bus every 10-15 minutes)	37 units per ha / 80 residents and jobs combined
Very frequent Transit service (One bus every 5 minutes with potential for LRT or BRT)	45 units per ha / 100 residents and jobs combined
Dedicated Rapid Transit (LRT/BRT)	72 units per ha / 160 residents and jobs combined
Subway	90 units per ha / 200 residents and jobs combined

Section 1.1.7 outlines the preferred land uses around transit stations or stops, including: institutional uses; entertainment uses; high density employment uses; social services; recreational facilities; retail uses; and medium to high density residential uses, particularly affordable or social housing.

Low-density employment uses, such as auto wreckers and storage facilities, and auto-oriented uses, such as service centres and drive-through establishments, are discouraged in proximity to transit stops.

### **1.5 Provincial Policy Statement, 2020**

The Provincial Policy Statement (PPS) promotes a clear relationship between land use and transit, with policies that emphasize land use patterns, density, and a mix of uses to support transit and active transportation. A recent addition to the 2020 PPS includes new direction on transit-supportive development to promote both residential and employment developments in more compact efficient forms, while accommodating projected residential needs (1.1.1.e, 1.1.3.3, 1.4.3.e, and 1.8.1.e). Policy 1.4.3.e provides that municipalities require transit-supportive development and prioritize intensification in proximity to transit, including corridors and stations. This policy encourages municipalities to apply PMTSA policies in their official plans to support policy implementation.

## **2.0 Opportunities Arising from PMTSAs**

### **2.1 Growth Management**

The City of London's population and employment are forecast to grow by 77,000 new residents and 43,000 new jobs by 2035. The growth presents both a challenge and a strategic opportunity for the City to make transit a convenient, comfortable and reliable mobility option for residents and employees.

Using the growth projections at the traffic zone level developed by the City, as part of the Development Charges Background Study, forecast densities within the Downtown, Transit Villages, and Rapid Transit Corridors are summarized in the table below. These projections were derived in consideration of the London Plan policy framework, so the distribution of housing types reflects a planning policy approach that encourages intensification in these areas. All of the Transit Villages and Rapid Transit Corridors are currently below 100 to 160 residents and jobs per hectare, which are suggested minimum density targets for rapid transit service under the Transit-Supportive Guidelines.

	Forecast Density (residents and jobs combined per hectare)				
	2016	2019	2024	2029	2034
<b>Downtown</b>	219	227	241	257	272
<b>East Transit Village</b>	10	10	18	30	40
<b>North Transit Village</b>	58	59	60	65	71
<b>South Transit Village</b>	57	57	57	57	60
<b>West Transit Village</b>	64	67	69	71	72
<b>East Rapid Transit Corridor</b>	58	61	62	64	67
<b>North Rapid Transit Corridor</b>	92	92	92	92	92
<b>South Rapid Transit Corridor</b>	44	46	47	48	48
<b>West Rapid Transit Corridor</b>	50	51	53	55	56

Source: City of London Population and Employment Growth Forecast by Traffic Zone, 2016 to 2039

\*2034 is used as the reference horizon year in consistency with the 2035 planning horizon of The London Plan.

A policy to identify PMTSAs would encourage and facilitate transit-supportive development and intensification, attracted in part by planned higher order transit service, to attract new population and employment growth. It is anticipated that the PMTSAs and the existing policy framework will support growth management policies in The London Plan.

The requirement in the *Planning Act* for policies to include minimum densities and targets for the minimum residents and jobs per hectare will also ensure that development is compatible with the vision of each Place Type. This will help to minimize future land use conflicts between sites with different densities.

## 2.2 The London Plan Appeals

Portions of the Downtown, Transit Village, and Rapid Transit Corridor Place Type policies and the Place Type map are currently not in force and effect due to appeals to the Local Planning Appeal Tribunal. This amendment will come into force upon Council's approval and therefore allow some aspects of these Place Types that support transit-oriented development to be implemented and their areas defined. It is consistent with the *Planning Act* that policies to support transit-supportive development come into force without risk of appeal. This amendment will bring into force policy direction in regards to permitted uses, minimum densities, and minimum and maximum building heights for PMTSAs that align with the Downtown, Transit Village, and Rapid Transit Corridor Place Types.

## 2.3 Limiting Applications to Amend the London Plan

Through the addition of PMTSA policies Council will gain the ability to restrict or prohibit applications to amend the London Plan policies for PMTSAs. This could include a resolution to permit applications to amend only specific aspects of the policy, or a process that requires applicants to request Council to permit an application to be received before it could be submitted. This process could be similar to the current process for minor variance applications within two years of a Zoning By-law amendment being approved.

## 2.4 Inclusionary Zoning (IZ)

Inclusionary Zoning is a planning tool available in the *Planning Act* to support the development of affordable housing. It allows municipalities to require a set amount of affordable housing units in residential development that meets established criteria. This tool was added to the *Planning Act* in 2016 (Bill 7) and was authorized through a regulation that was approved in 2018 (O. Reg. 232/18). In an amendment to the

*Planning Act* in 2019 (Bill 108), the application of inclusionary zoning was limited to areas within a Community Planning Permit System or a PMTSA.

Inclusionary Zoning cannot be adopted until policies with respect to PMTSAs are adopted and approved. Inclusionary Zoning is a tool identified in the Affordable Housing Development Toolkit, and it is on the City Planning work plan and Council's Strategic Plan to be considered in support of the development of affordable housing. The Toolkit includes a variety of tools that are intended to facilitate the creation of affordable housing units in the City.

## **2.5 Climate emergency**

PMTSAs support intensification in areas that are planned for rapid transit. This should be considered in terms of climate emergency, which Council declared on April 23, 2019. PMTSAs support green mobility stated in Policy 724 of The London Plan, by enhancing transit-oriented and pedestrian-friendly environments.

724\_ Green mobility will be promoted by establishing a city structure that supports rapid transit, transit-oriented design, active mobility, transportation demand management, intensification, and cycling infrastructure throughout the city.

The proposed PMTSA policies will help to address the climate emergency by supporting more sustainable development patterns. Medium- and high-density developments along with parking reduction strategies could be associated with reduced greenhouse gas emissions from automobile use. Reduced parking standards are currently implemented in other municipalities to help incentivize transit-supportive development in close proximity to transit stations.

## **3.0 Best Practices**

The *Planning Act* policies have been in place since 2017, and since that time several municipalities have implemented policies for PMTSAs. The Growth Plan for the Greater Golden Horseshoe (the Growth Plan) is a provincial plan that provides policy direction for all municipalities within the Greater Golden Horseshoe (GGH). The Growth Plan was updated in 2019, and through that review additional policy requirements were added for PMTSAs.

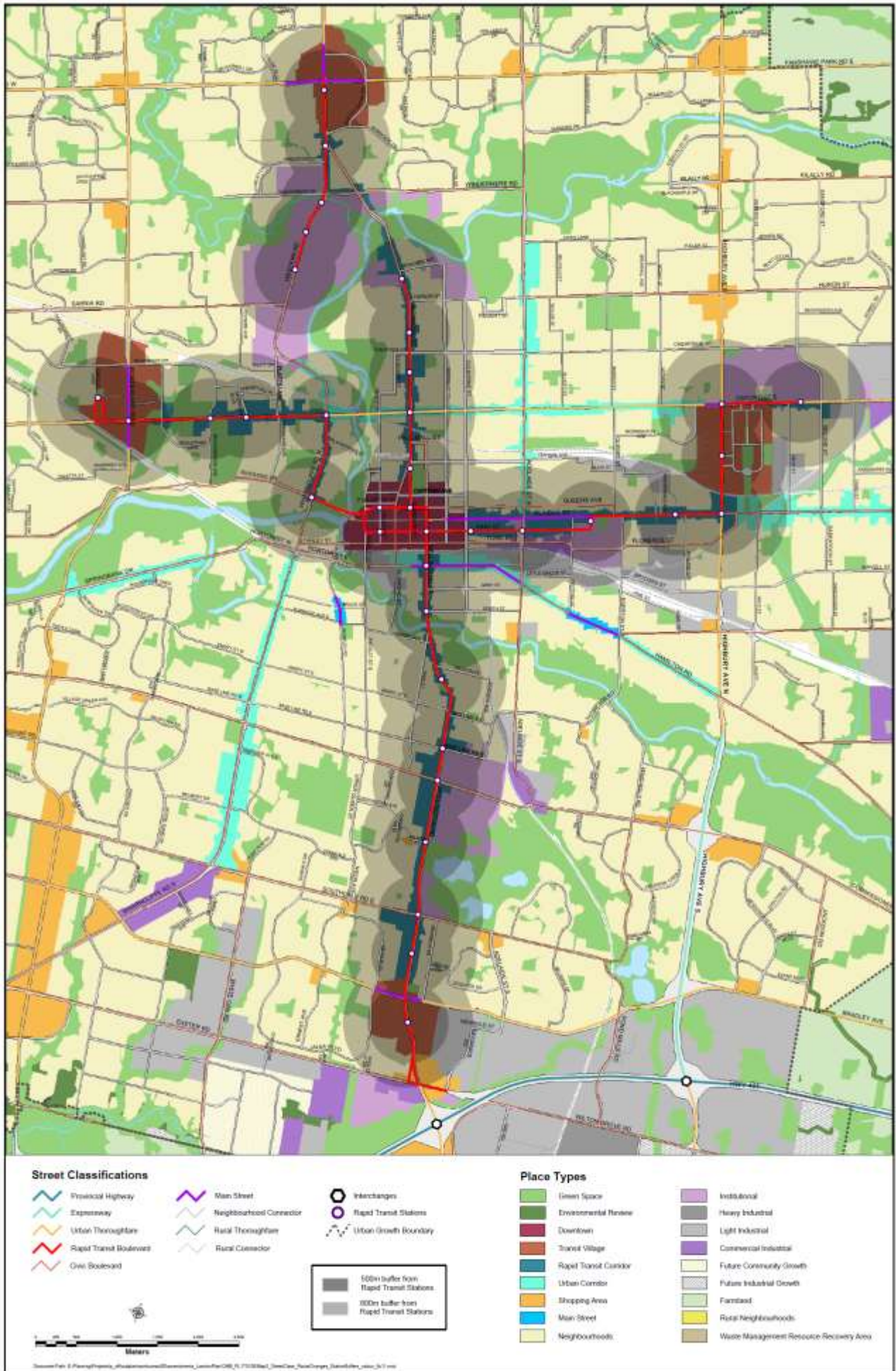
While the *Planning Act* refers to the term PMTSAs, the Growth Plan details policies for Major Transit Station Areas (MTSAs). The Growth Plan defines these areas as being generally within an approximate 500 to 800 metre radius (a 10-minute walk) of such a station. The Downtown, Transit Village and Rapid Transit Corridor Place Types are typically within a 500 to 800m radius of approved rapid transit stations and stops. The figure below shows how these radii relate to the London Plan Place Types, and further illustrates the similarity in approach between the London Plan and the Provincial concept of the PMTSAs.

In the Growth Plan, MTSAs are intended to accommodate increased residential and employment growth with highly urban, intense, mixed-use forms of development. Development within MTSAs is planned to be transit-supportive and supportive of active transportation, in order to provide multimodal access to stations and connections to major destination and trip generator (S.2.2.4).

Staff undertook a review of municipal official plans to determine how PMTSAs have been planned. The municipalities included in this review are Barrie (BAR), Brampton (BRAM), Brantford (BRAN), Burlington (BUR), Cambridge (CAM), Guelph (GUE), Hamilton (HAM), Kitchener (KIT), Mississauga (MISS), Oakville (OAK), St. Catharines (CATH), Vaughan (VAU), Waterloo (WAT), and Whitby (WHIT).

Not all of the official plans prescribe permitted land uses as well as the minimum and maximum densities and heights for MTSAs. Rather, some of the official plans rely on the Growth Plan to provide policy directions on how MTSAs will be planned.

The minimum density targets for MTSA in the municipalities are represented in different measures, such as Floor Space Index (FSI), a number of units per hectare, or a number of residents and jobs combined per hectare. FSI, known as floor area ratio, indicates the gross floor area of buildings on a lot divided by the area of the lot on which the building are developed.



### **3.1 Major Transit Station Areas (MTSAs)**

All of the municipalities recognize MTSAs as one of strategic areas for intensification and growth in their official plans, with a focus on higher order transit service. Each municipality recognizes the locational relationship between density and distance from a transit station. The highest densities should be located closest to transit stations, while densities decrease in association with increasing distance from the station. 100 to 160 residents and jobs combined per hectare are generally used as appropriate minimum targets for MTSAs. Development within MTSAs are generally designed to achieve a FSI of 0.6 to 2.5.

The Transit Villages best mirror the general vision, role, and implementation of MTSAs, as MTSAs are generally planned and designed to:

- Accommodate increased residential and employment densities to support and ensure the viability of existing and planned transit service (BRAN, CAM, GUE, KIT, WHIT);
- Achieve a mix of land uses, including major office and major institutional development (BUR, CAM, CATH, GUE, KIT, OAK, WAT, WHIT);
- Encourage higher density development, including tall buildings in close proximity to transit stations (MISS, CATH, WAT);
- Discourage uses that are not transit supportive, such as lower density uses or auto-oriented uses (CAM, KIT, WAT);
- Address access from various transportation modes to the transit facility, including consideration of pedestrians, bicycle parking and commuter transfer and pick-up/drop-off areas (BRAM, BRAN, CAM, GUE, KIT, MISS, CATH, WAT);
- Accommodate and encourage development based on the principles of transit-oriented development (BRAM, CAM, KIT, OAK, WAT);
- Establish minimum and maximum parking standards to ensure the efficient use of land and promote active transportation and the use of public transit (OAK, WAT);
- Reduce off-street parking requirements (CAM, KIT, OAK, WAT, WHIT);
- Encourage development of structured or underground parking facilities and/or shared parking (CAM, KIT, MISS, WAT);
- Support public and private realm streetscapes that reflect pedestrian-oriented and transit-supportive environments (KIT);
- Support place-making through a high standard of design, public art, new open spaces and enhanced amenity (BRAM, WAT); and
- Complete area-specific plans/secondary plans to provide more specific policies for designated MTSAs (BUR, CAM, KIT, WAT).

### **3.2 Downtowns (Urban Growth Centres)**

Downtowns of municipalities that fall under jurisdiction of the Growth Plan are identified as Urban Growth Centres (UGC's). The Growth Plan defines the UGC's as regional focal points for accommodating a significant share population and employment growth. The minimum density targets for these downtowns are in the 150 to 200 residents and jobs combined per hectare range, while Kitchener and Hamilton have higher minimum density targets, 225 residents and jobs per hectare and 250 residents and jobs per hectare, respectively. The minimum FSI in these downtowns are generally within the 0.6 to 3.5 FSI range.

The downtowns are generally planned and designed as a focal centre developed with the highest intensity and greatest mix of uses. Major transit stations located within downtowns represent the function of the downtowns as primary major transit hubs with higher order transit systems. Burlington and Guelph identify their downtowns entirely as MTSAs, while portions of downtowns in many municipalities are recognized as MTSAs.



The following are general policy direction for downtowns associated with major transit stations:

- Downtowns are planned and designed to accommodate and support major transit infrastructure including major transit stations, as well as associated multi-modal transportation facilities (BRAN, CAM, GUE, HAM, KIT, OAK, CATH, WAT).
- Downtowns are planned and designed to enhance access for various modes of transportation to and from transit stations (GUE).
- Downtowns are planned and designed to be as a pedestrian oriented, walkable centre with active streetscapes (OAK).
- Downtowns are to be focal area for investment in various uses, including public services, institutional, commercial, residential and recreational uses, as well as public open space, parks and squares (BAR, BRAM, BRAN, BUR, CAM, GUE, KIT, MISS, CATH, VAU, WAT).
- Downtowns are to function as a high density major employment centre that will attract significant employment uses, including major offices (BUR, CAM, GUE, HAM, OAK, CATH, WAT).
- Downtowns are planned to accommodate and support major transit infrastructure, including a major transit station, active transportation, and associated multi-modal transportation facilities (BRAN, CAM, CATH)
- A variety of housing types at medium and high densities, including affordable housing, housing with supports and studio or office spaces within a self-contained multiple residential units, are encouraged in order to promote live/work opportunities (BAR, BUR, GUE, HAM, KIT, CATH).

### **3.3 Intensification Corridors**

Intensification Corridors function as connectors between Downtowns, MTSAs and other intensification areas. Generally served by a higher order of transit service, the design and built form of the corridors are reflective of transit-supportive and pedestrian-oriented developments. Given that, the corridors are similar in nature to MTSAs, including an intensity and mix of uses. In Mississauga, a number of its rapid transit stations located along Hurontario Street are recognized as a form of MTSAs, while some other municipalities direct their corridors to mirror the roles of MTSAs at a smaller scale, with a lower minimum density targets. Within the corridors, the minimum density targets are generally between 50 and 60 units and the minimum FSI ranges from 0.5 to 1.5.

London's Rapid Transit Corridors closely parallel the Intensification Corridors. As the Intensification Corridors are intended to function as focal points of activity and pedestrian-oriented environments, while supporting higher order transit service, the following policies for these corridors focus largely on pedestrian prioritization and streetscapes.

- Corridors will be planned to intensify with a mix of uses in proximity to transit services (BRAN, CAM, GUE, VAU).
- Active, pedestrian-related, transit-supportive uses including retail and service commercial uses will be encouraged at street level (BRAN, BUR, MISS, VAU).
- Corridors will be designed to create a pedestrian-friendly environment, which comfortably and safely accommodate pedestrians and cyclists, as well as automobiles through streetscape improvement (BRAM, MISS, VAU).
- Parking will be limited along street frontages wherever possible, and encouraged to be structured or located at the rear and/or side of buildings or underground (BRAN, MISS).
- Sufficient/appropriate setbacks from the streetline may be permitted to allow for enhanced landscaping and open space between the building and the street, and/or for the provision of outdoor cafes and other amenities (BRAN, MISS).
- All building main entrances with active and architecturally detailed building façade shall be oriented to the corridor street (BRAN, BUR, MISS).

- High quality design is a careful consideration integrated into built form and public and private realms, including street furniture, transit shelters, open space and public art (BUR, MISS).

## 4.0 Summary of Proposed Amendment

The complete set of proposed PMTSA policies and a brief rationale for each is included in Appendix A to this report. It is proposed that new policies be added to the Our City part of the Plan; and the Downtown, Transit Village, and Rapid Transit Corridor Place Types. A new Map is proposed to show the areas within each PMTSA. This section provides an overview of the approach taken in the proposed policies.

### 4.1 Proposed Policies for the Our City and Our Tool Parts of the London Plan

The proposed policies include a definition of PMTSAs in the London context and introduce PMTSAs as an important piece of the City Structure Plan. This includes showing the PMTSAs on Figure 5, while the changes to the Our City chapter strengthen the character and role of the three Place Types to support higher order transit.

### 4.2 Proposed Place Type Policies

The proposed PMTSA policies are intended to maintain and support the intent of the Downtown, Transit Village, and Rapid Transit Corridor Place Types in the London Plan, while also incorporating the requirements of the *Planning Act*. The policies include a minimum number of residents and jobs per hectare, permitted uses, minimum densities, and minimum and maximum building heights.

#### 4.2.1 Defining PMTSAs

Proposed Policies 803A, 815A and 860A are intended to identify the Downtown, Transit Village, and Rapid Transit Corridor Place Types as PMTSAs, which will be shown on the new Map 10. The Map indicates PMTSAs are to align with these Place Type boundaries. Two minor differences from the Rapid Transit Corridor Place Type are included on Richmond Street and Dundas Street where the rapid transit routes were changed. The purpose of the Map is to support visual understanding of PMTSA boundaries. Since Map 1 – Place Type is currently under appeal, the boundaries of the Rapid Transit Corridor Place Type will be addressed through the ongoing LPAT process or through a future amendment.

#### 4.2.2 Planned Residents and Jobs Combined Per Hectare

Proposed Policies 803B, 815B, and 860B identify the minimum number of residents and jobs combined per hectare for each Place Type, as required in Section 16(15)(a) of the *Planning Act*. These numbers apply to the whole PMTSA and are not minimum requirements that need to be met in every development. The targets were determined based on the growth projections in Section 2.1 of this report and the Transit-Supportive Guidelines' recommended targets for rapid transit, ranging from 100 to 160 residents and jobs per hectare.

#### 4.2.3 Minimum and Maximum Building Heights

Proposed Policies 803C, 815C, and 860C specifies the minimum and maximum building heights to achieve the minimum number of residents and jobs per hectare within each Place Type PMTSA. The minimum heights are taken from the existing heights permitted in each Place Type, while the maximum heights are in line with the maximum heights permitted through bonusing to accommodate intensification in PMTSAs.

#### 4.2.4 Minimum Density

In accordance with Section 16(15)(c) of the *Planning Act*, the proposed minimum densities (Policies 803D, 815D, and 860D), including a floor area ratio, provides further direction to support future residential and employment growth in each Place Type. Floor area ratio is the ratio of a building's total floor area to the size of the lot on which the building is built. Unlike the targeted residents and jobs per hectare, the minimum densities will function as a minimum requirement for individual development unless a lower density is required to comply with another policy direction of the London Plan. The numbers appear to be much lower than the targeted residents and jobs per hectare, and

most development is expected to have much higher densities than the minimum. The function of the minimum densities is to prevent development that is not compatible with the planned level of intensification for the area.

#### **4.2.5 Permitted Uses**

Proposed Policies 803E, 815E, and 860E identifies permitted uses within each Place Type to accommodate an appropriate range and mix of land uses, as per Section 16(15)(b) of the *Planning Act*. The proposed uses will implement what is currently planned for each Place Type.

#### **4.2.6 Development Subject to Other Policies of The London Plan**

Proposed Policies 803F, 815F, and 860F are intended to work with and support other policies of the London Plan.

### **4.3 Analysis of Three Place Types**

The analysis of the Downtown, Transit Village and Rapid Transit Corridors provides how the proposed PMTSA policies support the vision for these Place Type and the intent of the London Plan.

#### **4.3.1 Downtown Place Type**

The Downtown is envisioned to be the City's primary station for rapid transit, regional bus, rail, and future high speed rail (799\_17), while ensuring a high-quality pedestrian environment through streetscape improvements (803\_9). The Downtown allows for the broadest range of uses and the most intense forms of development in the City, within highly urban, transit-oriented environments (789\_1).

The Downtown PMTSA policies (Policies 803A to 803F) conform with the policies of the Downtown Place Type in the London Plan. Furthermore, the policies support Our Move Forward: London's Downtown Plan. The Plan's strategic directions and transformational projects strongly link to rapid transit for the revitalization of the Downtown. The projects include Queens Station, Richmond Walk, Cross-river Connection, and Clarence Street Connector. While the Queens Station project aims at creating a primary transit transfer point in the Downtown, other projects propose to provide and improve connections for pedestrians and rapid transit to/from the Downtown.

#### **4.3.2 Transit Village Place Type**

The London Plan prioritizes transit- and pedestrian-oriented development within the Transit Villages to support their roles as "major mixed-use destinations with centrally located rapid transit stations" (807). Further, the Transit Villages are envisioned to be second to the Downtown in terms of the mix of use and intensity of development permitted (807). The Transit Villages are intended to support the planned higher order transit system by accommodating higher density of population and employment in close proximity to high-quality transit service (808).

The vision for the Transit Villages includes intense, mixed-use development, including retail and service commercial uses, around transit stations (810\_2, 810\_7) and transit-oriented development forms (810\_4), and convenient pedestrian access to transit stations (814\_4). The London Plan states that transit stations within the Transit Villages are designed to be serve as focal points for the Transit Villages, providing safe, convenient, and direct routes for pedestrian and cyclists (815\_1 to 3).

#### **4.3.3 Rapid Transit Corridor Place Type**

The Rapid Transit Corridors are planned as the connectors between the Downtown and four Transit Villages that border the length of the rapid transit services (826, 829\*). The London Plan contemplates a wide range of uses and greater intensities of development along Rapid Transit Corridors close to transit stations (830\_5). The streets within the Rapid Transit Corridors are classified as primarily Rapid Transit Boulevards in The London Plan. This classification is characterized by transit movement and connection, the movement of a high volume of pedestrian, cyclist, and vehicular traffic, a very high-quality pedestrian realm, and a very high standard of urban design (371\_3\*). The policies for the Rapid Transit Corridors contemplate transit-oriented and pedestrian-oriented development forms (830\_7), convenient pedestrian access to transit stations

(841\_6), and a high-quality pedestrian environment through streetscape improvements (841\_9).

Within the Rapid Transit Corridors, the range of uses and the intensity and form of development vary by segment. The London Plan identifies three specific segments – Main Street, Preservation, and Transitional Segments – and provides their context-specific goals and further policy guidance. Proposed policies for Rapid Transit Corridor PMTSAs align with the general policies for the Place Type to ensure flexibility for the segments.

## **5.0 Conclusion and Next Steps**

The Downtown, Transit Village, and Rapid Transit Corridor Place Types in the City of London are reflective of the intention, characteristics, and role of a PMTSA as described by the *Planning Act*. A PMTSA policy framework in The London Plan will support the implementation of the City Structure Plan, while providing additional direction on development around rapid transit stations.

The proposed PMTSA policies in Appendix A are intended to be circulated to the public and stakeholders for review and comments. Feedback received from the engagement will be considered for revisions to the policies. A report recommending finalized PMTSA policies will be brought forward to a future Planning and Environment Committee meeting.

<b>Prepared by:</b>	<b>Joanne Lee Planner I, Planning Policy</b>
<b>Submitted by:</b>	<b>Justin Adema, MCIP, RPP Manager, Planning Policy</b>
<b>Recommended by:</b>	<b>Gregg Barrett, AICP Director, City Planning and City Planner</b>
<p>Note: The opinions contained herein are offered by a person or persons qualified to provide expert opinion. Further detail with respect to qualifications can be obtained from Planning Services</p>	

July 31, 2020  
JL/jl

Y:\Shared\policy\Protected Major Transit Station Areas\PM TSA Information Report - August 10.docx

## Appendix A – Proposed PMTSA policies

### OUR CITY

Policy	Changes	Rationale/summary of changes
New 97A	97A_ The Downtown, Transit Villages, and Rapid Transit Corridors are identified as Protected Major Transit Station Areas due to their proximity to rapid transit stations, and are shown on Figure 5. The Downtown, Transit Village, and Rapid Transit Corridor Place Type chapters of this Plan provide more detailed policy direction to plan for Protected Major Transit Station Areas.	This policy identifies Protected Major Transit Station Areas in the London Plan that will align with the Downtown, Transit Village, and Rapid Transit Corridor Place Types.
Amended Figure 5	Figure 5 is amended by adding Protected Major Transit Station Areas and changing the rapid transit routes as currently depicted to align with the approved Rapid Transit Environmental Project Report.	Revised Figure 5 indicates Protected Major Transit Station Areas that align with the Downtown, Transit Villages, and Rapid Transit Corridor Place Type boundaries. Figure 5 also reflects the higher order transit system as approved in the Rapid Transit Environmental Project Report. It includes recommended changes to Rapid Transit Corridor Place Type on Richmond Street and Dundas Street that are required due to route changes since the London Plan was approved.

### DOWNTOWN PLACE TYPE

Policy	Change	Rationale/summary of changes
New 803A	<b>Protected Major Transit Station Area</b> 803A_ The Downtown is identified as a Protected Major Transit Station Area, as shown on Map 10.	This Protected Major Transit Station Area policy aligns with the Downtown Place Type and will promote a transit-supportive, pedestrian-oriented community that accommodates multimodal access to transit stations and supports transit service.  A new map (Map 10) indicates the Downtown Protected Major Transit Station Area.
New 803B	803B_ The Downtown Protected Major Transit Station Area will be planned to achieve a minimum number of 280 residents and jobs combined per hectare.	This policy identifies a minimum number of residents and jobs combined per hectare, as required in Section 16(15)(a) of the <i>Planning Act</i> .  The actual number was 219 residents and jobs per hectare within the Downtown in 2016, and it is forecast to increase to 272 by 2034.  280 residents and jobs per hectare is an appropriate target that will

		support the character of the Downtown as the most intensely developed area.
New 803C	803C_ Within the Downtown Protected Major Transit Station Area the minimum building height is three storeys or nine metres and the maximum building height is 35 storeys.	<p>This policy specifies minimum and maximum building heights within the Downtown to achieve the minimum number of residents and jobs per hectare above.</p> <p>The proposed building heights match the range of permitted heights in the Downtown Place Type, which permits 3 to 20 storeys, with up to 35 storeys permitted through bonusing.</p> <p>The minimum of 3 storeys prevents low-density development (primarily 1 to 2 storeys in height), which could be out of character with the Downtown.</p> <p>The maximum height of 35 storeys is the greatest height permitted in the City, in keeping with Policy 800, which directs the tallest buildings and the highest densities into the Downtown.</p>
New 803D	803D_ Within the Downtown Protected Major Transit Station Area the minimum density is 60 units per hectare for residential uses or a floor area ratio of 0.6 for non-residential uses.	<p>This policy identifies minimum density as per Section of 16(15)(c) of the <i>Planning Act</i>, and provides further direction to support future residential and employment growth in the Downtown.</p> <p>60 residential units per hectare will ensure that development within the Downtown Place Type achieves a level of intensity that supports the vision for the Downtown and its role in the City Structure.</p> <p>A floor area ratio of 0.6 fits within the minimum floor area ratio range generally used in GGH municipalities' downtowns and provides development opportunity in each parcel.</p>
New 803E	803E_ The following uses may be permitted within the Downtown Protected Major Transit Station Area: <ol style="list-style-type: none"> <li>1. A broad range of residential, retail, service, office, cultural, institutional, hospitality, entertainment, recreational and other related uses may be permitted.</li> <li>2. Mixed-use buildings will be encouraged.</li> </ol>	<p>This policy identifies authorized land uses in the Downtown Protected Major Transit Station Area as per Section 16(15)(b) of the <i>Planning Act</i>.</p> <p>The permitted uses for the Protected Major Transit Station Area align with those for the Downtown Place Type (Policy 800_1 to 7, which are under appeal).</p>

	<ol style="list-style-type: none"> <li>3. Along commercial-oriented streetscapes, retail and service uses will be encouraged at grade, with residential and non-service office uses that do not serve a walk-in clientele directed to the rear of buildings and to upper floors.</li> <li>4. New surface accessory parking lots should not be permitted in the Downtown. New surface commercial parking lots shall not be permitted.</li> <li>5. Where surface commercial parking lots have previously been established through temporary zoning and have been in place for an extended period of time, further extensions of such temporary uses should be discouraged where an adequate supply of parking exists in the vicinity of the subject lot. Criteria for evaluating requests for temporary zone extensions are provided in the Our Tools part of this Plan.</li> <li>6. Educational facilities of all scales and types will be encouraged within the Downtown.</li> <li>7. In accordance with provincial requirements, light industrial uses may be permitted where it is deemed appropriate and it is demonstrated that there will be no adverse land use impacts and the use can be compatible within its context.</li> </ol>	<p>For surface parking lots in the Downtown, a policy (Policy 1673A) in the Our Tools part of The London Plan introduces criteria to assess requests for extension of temporary zoning for surface commercial parking lots.</p> <p>Policy 1673A is added through a housekeeping amendment presented at the July 15, 2020 meeting of the Planning and Environment Committee.</p>
New 803F	803F_ Development within the Downtown Protected Major Transit Station Area will conform with all other policies of the London Plan including the Downtown Place Type.	This policy clarifies that all the Downtown Place Type policies of The London Plan and other applicable plans continue to apply to the Protected Major Transit Station Area.

**TRANSIT VILLAGE PLACE TYPE**

<b>Policy</b>	<b>Change</b>	<b>Rationale/implication</b>
New 815A	<p><b>Protected Major Transit Station Areas</b></p> <p>815A_ All Transit Villages are identified as Protected Major Transit Station Areas, as shown on Map 10.</p>	<p>This Protected Major Transit Station Area policy aligns with the Transit Village Place Type and will support the character of the Transit Village Place Type as major destinations around rapid transit stations.</p> <p>A new map (Map 10) indicates the Transit Village Protected Major Transit Station Areas.</p>



New 815B	815B_ Each Transit Village Protected Major Transit Station Area will planned to achieve a minimum number of 150 residents and jobs combined per hectare	<p>This policy identifies the minimum number of residents and jobs combined per hectare, as required in Section 16(15)(a) of the <i>Planning Act</i>.</p> <p>150 residents and jobs per hectare falls within the range of 100 to 160 residents and jobs per hectare, which is the minimum density targets for rapid transit as suggested in the Transit-Supportive Guidelines. This number is an appropriate target within the Transit Village context to support the rapid transit service.</p>
New 815C	815C_ Within the Transit Village Protected Major Transit Station Areas the minimum building height is either two storeys or eight metres and the maximum building height is 22 storeys.	<p>This policy specifies minimum and maximum building heights within the Transit Villages to achieve the minimum number of residents and jobs per hectare above.</p> <p>The proposed building heights match the range of permitted heights of 2 to 15 storeys, up to 22 storeys with bonusing, in the Transit Village Place Type.</p> <p>The minimum of 2 storeys prevents 1-storey development that does not fit into the character of the Transit Villages and will not contribute toward achieving the minimum densities identified in Policies 815B and 815D.</p> <p>The maximum height of 22 storeys supports the vision for the Transit Villages as the second most intense area next to the Downtown in accordance with Policy 807.</p>
New 815D	815D_ Within the Transit Village Protected Major Transit Station Areas the minimum density is 45 units per hectare for residential uses or a floor area ratio of 0.5 for non-residential uses.	<p>This policy identifies minimum density as per Section 16(15)(c) of the <i>Planning Act</i>, and provides further direction to support future residential and employment growth in the Transit Villages.</p> <p>45 residential units per hectare will allow for residential intensification within the Transit Village Place Type to support rapid transit service, while supporting the vision for the Place Type.</p> <p>A floor area ratio of 0.5 is fairly low to apply to each parcel, especially small sites where only limited development is feasible.</p>
New 815E	815E_ The following uses may be permitted within the Transit Village	This policy identifies authorized land uses in the Transit Village

	<p>Protected Major Transit Station Areas:</p> <ol style="list-style-type: none"> <li>1. A broad range of residential, retail, service, office, cultural, institutional, hospitality, entertainment, recreational, and other related uses may be permitted.</li> <li>2. Mixed-use buildings will be encouraged.</li> <li>3. Where there is a mix of uses within an individual building, retail and service uses will be encouraged to front the street at grade.</li> <li>4. The full range of uses described above will not necessarily be permitted on all sites within the Transit Village Protected Major Transit Station Areas.</li> </ol>	<p>Protected Major Transit Station Area as per Section 16(15)(b) of the <i>Planning Act</i>.</p> <p>The permitted uses in the Protected Major Transit Station Areas are consistent with in-force those for the Transit Village Place Type (811_1 to 4).</p>
New 815F	815F_ Development within the Transit Village Protected Major Transit Station Areas will conform with all other policies of the London Plan including the Transit Village Place Type.	This policy clarifies that the general Transit Village Place Type policies continue to apply to the Protected Major Transit Station Areas.

#### **RAPID TRANSIT CORRIDOR PLACE TYPE**

<b>Policy</b>	<b>Change</b>	<b>Rationale/implication</b>
New 860A	<p><b>Protected Major Transit Station Areas</b></p> <p>860A_ Rapid Transit Corridors are identified as Protected Major Transit Station Areas, as shown on Map 10.</p>	<p>This Protected Major Transit Station Area policy aligns with the Rapid Transit Corridor Place Type and will support the character of the Place Type as major rapid transit routes to the Downtown and Transit Villages.</p> <p>A new map (Map 10) indicates the Rapid Transit Corridor Protected Major Transit Station Areas.</p>
New 860B	860B_ Each Rapid Transit Corridor Protected Major Transit Station Area will planned to achieve a minimum number of 120 residents and jobs combined per hectare.	<p>This policy identifies the minimum number of residents and jobs combined per hectare, as required in Section 16(15)(a) of the <i>Planning Act</i>.</p> <p>120 residents and jobs per hectare are in the 100-160 residents and jobs per hectare range suggested for rapid transit and are an appropriate minimum number of population and employment for the Rapid Transit Corridors due to varying character and intensity by segment.</p>
New 860C	860C_ Within the Rapid Transit Corridor Protected Major Transit Station Areas the minimum building height is two storeys or eight	This policy specifies minimum and maximum building heights within the Rapid Transit Corridors to achieve the minimum number of

	<p>metres and the maximum building height is 12 storeys, or 16 storeys for areas within 100 metres of a rapid transit station.</p>	<p>residents and jobs per hectare above.</p> <p>The proposed building heights match the range of permitted heights in the Rapid Transit Place Type, which permits 2 to 12 storeys, with up to 16 storeys permitted through bonusing.</p> <p>The minimum of 2 storeys prevents one-story development that detracts from the character and function of the Rapid Transit Corridors.</p> <p>The maximum building heights provide a transition from a rapid transit station to surrounding neighbourhoods by directing higher density development within 100 metres of a transit station.</p>
<p>New 860D</p>	<p>860D_ Within the Rapid Transit Corridor Protected Major Transit Station Areas the minimum density is 45 units per hectare for residential uses or a floor area ratio of 0.5 for non-residential uses.</p>	<p>This policy identifies minimum density as per Section 16(15)(c) of the <i>Planning Act</i>, and provides further direction to support future residential and employment growth within the Rapid Transit Corridors.</p> <p>45 residential units per hectare avoids low-density residential development that would be out of character with the Rapid Transit Corridors.</p> <p>A floor area ratio of 0.5 is fairly low to apply to each parcel, especially small sites where only limited development is feasible. This floor area ratio also will reduce the mass of large fronting the street and prevent large expanses of blank wall in keeping with Policy 841_3.</p>
<p>New 860E</p>	<p>860E_ The following uses may be permitted within the Rapid Transit Corridor Protected Major Transit Station Areas:</p> <ol style="list-style-type: none"> <li>1. A range of residential, retail, service, office, cultural, recreational, and institutional uses may be permitted.</li> <li>2. Mixed-use buildings will be encouraged.</li> <li>3. Large floor plate, single use buildings will be discouraged.</li> <li>4. Where there is a mix of uses within an individual building, retail and service uses will be encouraged to front the street at grade.</li> <li>5. The full range of uses described above will not</li> </ol>	<p>This policy identifies authorized land uses in the Rapid Transit Corridor Place Type as per Section 16(15)(b) of the <i>Planning Act</i>.</p> <p>The permitted uses in the Protected Major Transit Station Areas align with those in the Rapid Transit Corridor Place Type (837_1 to 5, which are under appeal).</p>

	necessarily be permitted on all sites within the Rapid Transit Corridor Protected Major Transit Station Areas.	
New 860F	860F_ Development within the Rapid Transit Corridor Protected Major Transit Station Areas will conform with all other policies of the London Plan including Rapid Transit Corridor Place Type.	This policy clarifies that the general policies for the Rapid Transit Corridor Place Type continue to apply to the Protected Major Transit Station Areas.

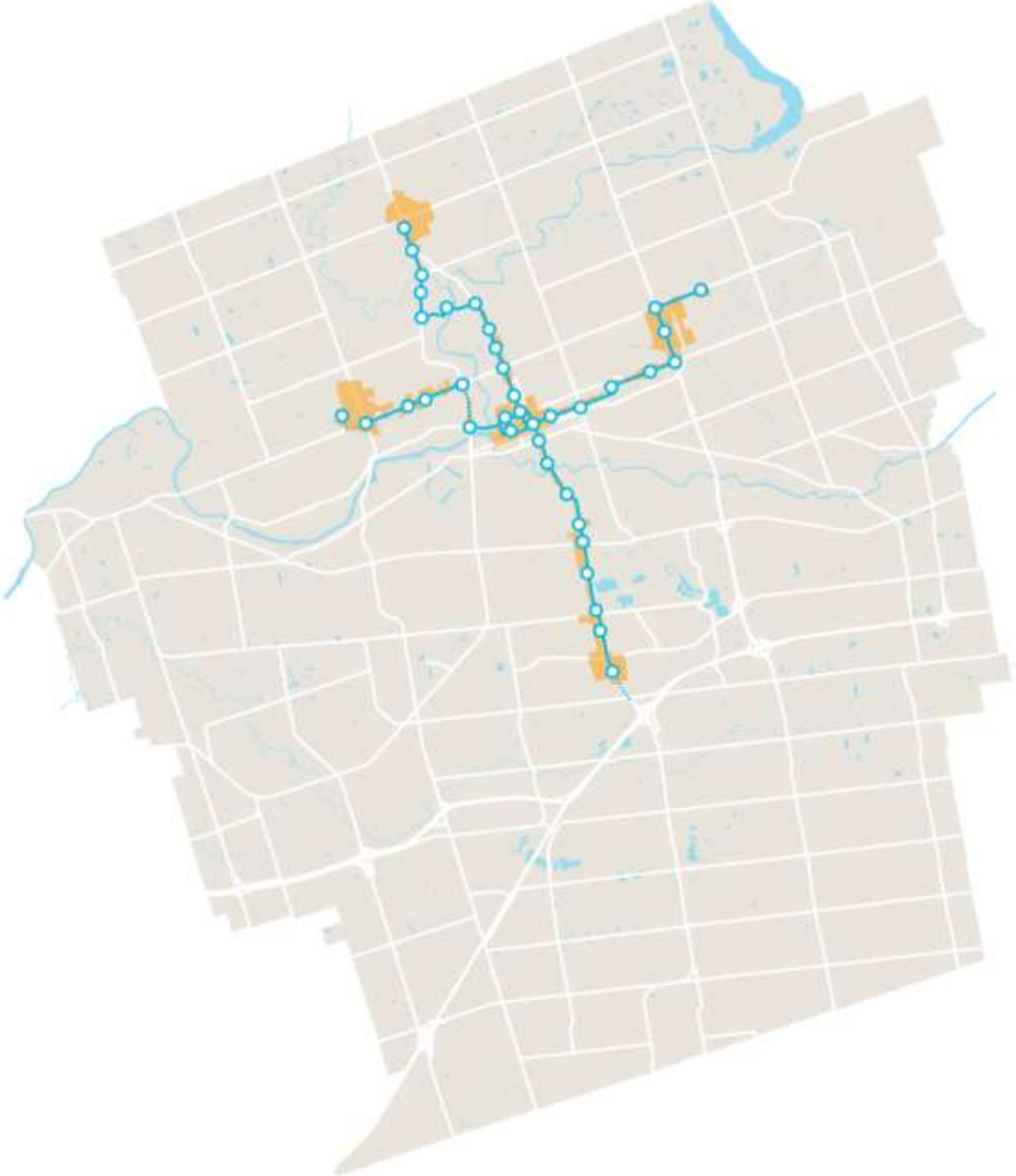
## OUR TOOLS

Policy	Changes	Rationale/summary of changes
1795 (New Definition)	<b>Protected Major Transit Station Areas</b> means the area surrounding and including an existing and planned higher order transit (e.g. rapid transit) station or stop. The Downtown, Transit Village, and Rapid Transit Corridor Place Types are focused around rapid transit routes and are identified as Protected Major Transit Station Areas.	This policy defines Protected Major Transit Station Areas that aligns with the <i>Planning Act</i> definition.  It is noted that Policy 1795 is in full force and effect in its entirety as per the February 7, 2020, LPAT decision.

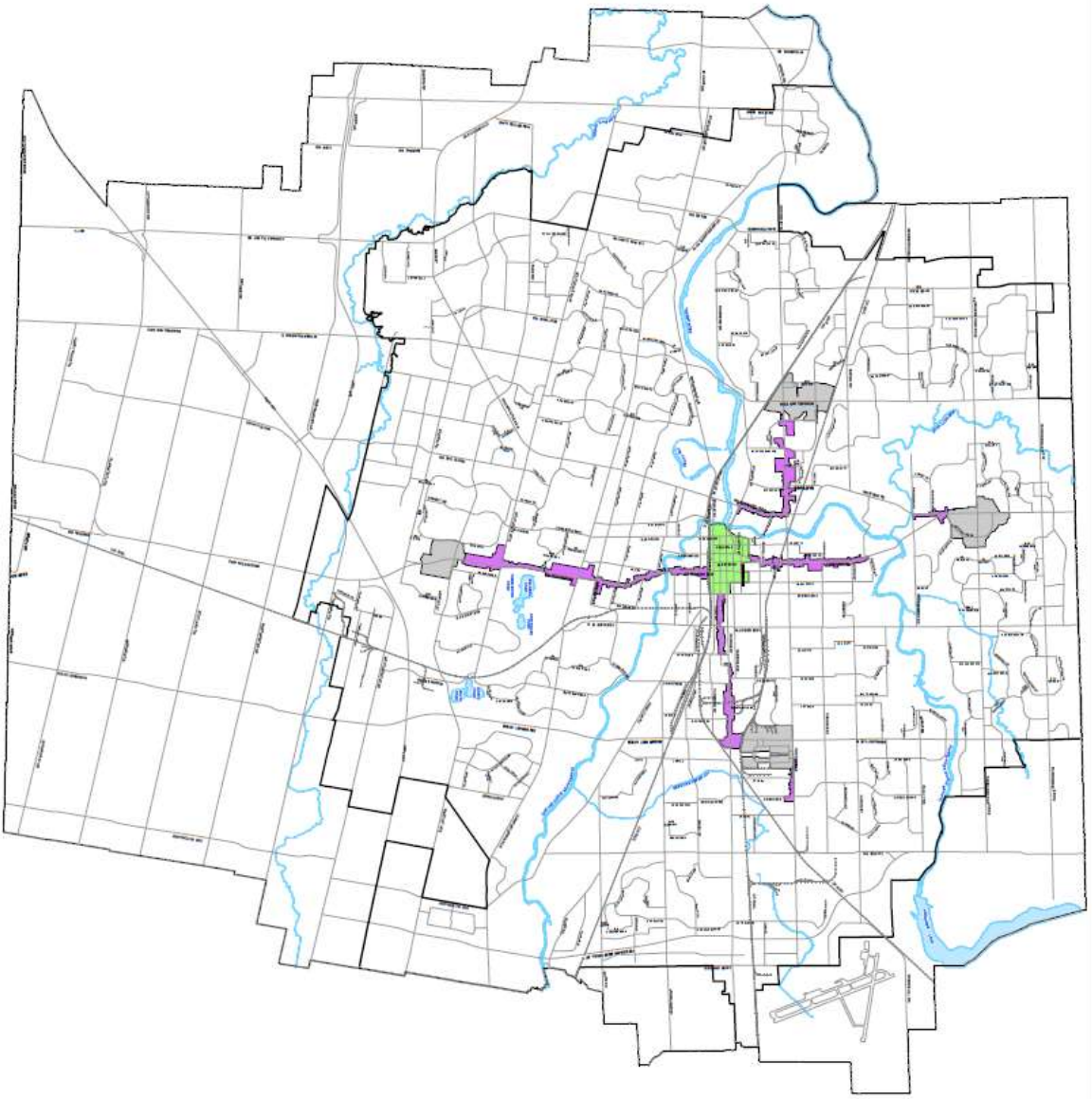
## MAP

Policy	Changes	Rationale/summary of changes
New Map 10	New Map 10 is added to indicate Protected Major Transit Station Areas that align with the Downtown, Transit Village and Rapid Transit Corridor Place Type boundaries.	Map 10 designates Protected Major Transit Station Areas. This Map supports clear understanding and implementation of Protected Major Transit Station Areas and reflects recommended changes to Rapid Transit Corridor Place Type on Richmond Street and Dundas Street that are required due to route changes since the London Plan was approved.

Figure 5



# MAP 10 - PROTECTED MAJOR TRANSIT STATION AREAS

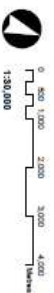


**LEGEND**

- Central London Station Area
- South London Station Area
- North London Station Area

**BASE MAP FEATURES**

- Major Road (No. 1)
- Minor Road
- Other Street Network
- Water Classification



**THIS MAP MUST BE READ IN CONJUNCTION WITH THE TEXT OF THE LONDON PLAN**

THIS MAP AND ITS CONTENTS HAVE BEEN PREPARED BY THE CONSULTING ENGINEER IN ACCORDANCE WITH THE LONDON PLAN AND THE LONDON TRANSPORT ACT, 1969. THE CONSULTING ENGINEER'S OFFICE IS SITUATED AT 300 DUNDAS AVENUE, LONDON, ONTARIO, M5B 1Z2. FOR FURTHER INFORMATION, CONTACT THE CONSULTING ENGINEER AT (416) 325-1000 EXTENSION 4000.

Map 10