



Griffintown: A Livable Neighbourhood for All?

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Synthèse

Le document suivant présente une étude sur les commodités et les services dans le quartier de Griffintown, faite à travers l'analyse de l'accessibilité, l'analyse des ententes de développement, ainsi qu'un sondage et des entretiens auprès des résidents du quartier. Il conclut avec des recommandations sur comment mieux employer et structurer les outils d'aménagement afin d'assurer la viabilité de Griffintown en tant que milieu de vie complet. Les principales conclusions de ce rapport incluent :

- » Griffintown dispose de beaucoup moins de services de quartier que les autres quartiers de l'arrondissement du Sud-Ouest.
- » Alors que l'accès aux parcs publics et aux aménités privées telles que les épiceries et les pharmacies est adéquat, l'accès aux services publiques, particulièrement aux espaces communautaires intérieurs, aux écoles primaires et aux CLSC, est faible.
- » Si certains objectifs du PPU font l'objet d'actions concrètes, d'autres, tel « *consolider le tissu social* », ne le sont pas, en grande partie à cause du manque de coordination entre les différents services de la Ville.
- » Bien que les PPCMOI ait le potentiel d'obtenir plus de bénéfices pour la communauté, jusqu'à présent cet outil n'a pas eu grand succès à cet égard, en partie à cause de certains défauts inhérents à l'outil-même.

Si la population continue d'augmenter sans les commodités et les services nécessaires pour accommoder les résidents actuels et futurs, Griffintown ne sera pas en mesure de fournir un meilleur accès aux opportunités requises pour s'établir en tant que milieu de vie complet. Par conséquent, certaines de nos recommandations (p. 33) incluent:

- » Réviser et mettre à jour le PPU à tous les 5 ans avec une audience de l'OCPM afin d'apporter les ajustements à la vision nécessaires en fonction des besoins créés avec l'augmentation de la population.
- » Privilégier la coordination avec les différents services publics afin d'améliorer le processus de négociation avec les promoteurs pour l'inclusion d'équipements et de services publics dans les nouveaux projets (notamment les CLSC, les écoles primaires, les CPE et les centres communautaires et culturels).
- » Développer une approche standard dans l'identification des exigences en matière de bénéfices communautaires directement liés à l'augmentation de la densité ou du nombre d'unités d'habitation afin d'améliorer la cohérence et la transparence des négociations des ententes de développement.
- » Inclure les résidents et les coalitions communautaires dans les processus de négociation de développement et dans l'identification des potentiels bénéfices acquis.
- » S'assurer que les montants spécifiés dans la garantie financière correspondent directement aux coûts des bénéfices auxquels ils sont associés, et que lorsqu'ils sont payés, ils vont directement à la réalisation du bénéfice requis plutôt qu'à un fond général.
- » Exiger que tous les projets résidentiels, et non seulement ceux qui font une demande de dérogation de zonage, fournissent des bénéfices communautaires.

Griffintown a le potentiel d'être un model exemplaire d'un milieu de vie dense, habité et durable. En employant une approche de planification proactive qui prend en considération les préoccupations des résidents actuels et futurs, les élus de l'arrondissement du Sud-Ouest ont le pouvoir de faire de Griffintown un milieu de vie plus inclusif et agréable.

Executive Summary

The following document provides an assessment of the existing neighbourhood amenities and services in Griffintown based on an accessibility development contract analysis, a resident survey, and interviews. It offers recommendations on analysis, a how to improve the use and the structure of development tools to ensure Griffintown's viability as a complete community. The main takeaways from this report include:

- » Griffintown has significantly less neighbourhood amenities and services compared to the other neighbourhoods in the Southwest Borough.
- » Whereas access to public parks and private amenities such as grocery stores and pharmacies is adequate, access to public amenities, particularly to indoor community spaces, primary schools, and CLSCs, is poor.
- » Whereas some goals of the PPU are being addressed with concrete action, others such as "consolidating the social fabric" are less so, largely due to the lack of coordination among various City departments.
- » While the PPCMOI process has the potential to secure more community benefits, it has not been successfully used to do so, partially due to some inherent flaws.

If the population continues to increase without the amenities and services needed for existing and new residents, Griffintown will not be able to provide adequate access to opportunity required for a complete community. Therefore, some of our recommendations (p. 33) include:

- » Revise and update the PPU every 5 years with an OCPM hearing to make adjustments to the vision as the need is created or foreseen with the increase in population
- » Prioritize coordination with different public services departments to improve the negotiation process with developers for the inclusion of public amenities and services in upcoming projects (specifically, CLSCs, primary schools, CPEs, and community/cultural centres)
- » Develop a standard approach in identifying community benefit requirements directly in relation to increased densities or number of dwelling units to improve consistency and transparency in development negotiations
- » Include residents and community coalitions in the development negotiation processes and in the identification of potential benefits acquired
- » Ensure that the amounts specified in the financial guarantee correspond directly to the costs of the benefits with which they are associated, and that when they are paid, they go directly into fulfilling the required benefit instead of a general fund
- » Require all residential developments, not only those receiving zoning variances, to provide community benefits

Griffintown has the potential to be a model for dense, walkable, and livable communities. With a proactive planning approach that takes into consideration the community's concerns, decision-makers in the Southwest Borough have the power to make Griffintown a more inclusive and pleasant living environment.

1.0 Introduction

1.1 Mandate

The purpose of this study is to evaluate whether existing planning measures have been effective in providing neighbourhood amenities and services in Griffintown. The study first examines the Griffintown PPU to determine the City's targets for the area's development, then applies the principles of "the 15-minute city" to examine current and future accessibility-to-amenity needs in Griffintown. The accessibility analysis is complemented by interviews with community leaders and borough councilors as well as by a short resident survey (n = 265). The study then analyses 13 development contracts to evaluate whether they have been used effectively as a development tool in providing community benefits. The analyses are followed by recommendations to the City on how to ensure the better provision of neighbourhood amenities and services in Griffintown.

1.2 Site Context

Griffintown is a mixed-use neighbourhood in the Sud-Ouest Borough in the City of Montreal. The 84-hectare site is bound by Notre-Dame Street West to the north, Robert-Bourassa Boulevard to the east, Georges-Vanier Street to the west, and the Lachine Canal to the South.

Griffintown was developed from an agricultural land to a residential one in the 19th century when Irish immigrants settled in the area. It was a working-class neighbourhood that saw the development of many industries thanks to its proximity to the downtown core and the Lachine Canal, which served as the main commercial transportation route at the time. With the opening of the Saint Lawrence Seaway in 1959 that made the Canal obsolete, factories began to close their doors and the population in Griffintown gradually declined. The construction of the Bonaventure Expressway in 1965 tore the remaining social fabric of Griffintown. Following several failed attempts to revitalize the area, Griffintown finally began to improve after the redevelopment of Old Port and the establishment of the *École de technologie supérieure* (ÉTS) in 1996. Griffintown



Figure 1. Map of Griffintown context (Source: Griffintown PPU)

was one of the 26 "detailed planning sectors" identified by the 2004 *Plan d'urbanisme*. In 2007, a major revitalization project came underway to convert the Bonaventure Expressway into an urban boulevard that is now known as Robert-Bourassa Boulevard. The following year, the City adopted a *Programme particulier d'urbanisme* (PPU) to guide the redevelopment of a portion of Griffintown between Ottawa Street, the Lachine Canal, Seminary Street, and Robert-Bourassa Boulevard, known as the Peel-Wellington PPU. It was followed by a large housing development, Les Bassins du Nouveau Havre, in another part of Griffintown delimited by Ottawa Street, the Lachine Canal, Seminary Street, and Richmond Street. These developments spurred real estate interest from various private developers, and in 2010, the mayor of the Sud-Ouest Borough announced that multiple contractors were to begin 23 private housing developments for a total of 6,500 housing units in the area.

Foreseeing a rapid residential growth in the area, the City of Montreal began a public consultation process in September 2011 to gather input from various stakeholders for the future of Griffintown. In October 2012, the input was used to create a unifying vision for Griffintown, and the Griffintown PPU was introduced. In May 2013, following another public consultation, the PPU was adopted and published as the guiding plan for Griffintown.

1.3 Demographics

The population in Griffintown (see Appendix A) has been growing at a significantly faster rate when compared to other neighbourhoods in the Sud-Ouest Borough and to Montreal as a whole. From 2006 to 2016, the population of Griffintown grew 655% from 755 to 5,700 people. This number is even greater in 2021, as the population of Griffintown is currently estimated to be around 10,000. In contrast, the population of the City of Montreal grew by 5.2% from 2006 to 2016, and the Sud-Ouest Borough grew by 13.7%. A recent survey revealed that approximately 65% of the current residents are eligible to vote in elections, suggesting that a significant portion of residents may be recent immigrants or international investors.



Figure 2: Griffintown in 1972 (Source: Archives de la Ville de Montréal).

For commutes, the most common mode of transportation in Griffintown is active transit (walking or cycling), with 41.6% compared to 16.3% in the rest of the Sud-Ouest Borough and 12.5% in Montreal as a whole. There are, however, significantly less people taking public transit, with 18.3% in Griffintown compared to 40.4% in the Sud-Ouest Borough and 36.5% in Montreal. However, as the percentage of drivers in Griffintown is slightly lower than in Montreal, it appears as though the gap in public transit usage is being filled by active transit instead of automobiles.

Incomes in Griffintown are generally higher than those in the Borough and in the City, with a median income of \$65,375 before taxes compared to \$42,681 in the Borough and \$39,692 in the City. However, 15% of residents of Griffintown were reported to be low-income in 2015. While this is lower than the Borough (26.8%) and the City (22.7%), it is far from insignificant. This suggests the presence of two very different income demographics in the neighbourhood.

While the census is successful in providing summary statistics for Griffintown as a whole, it is limited when it comes to analyses of demographics within the neighbourhood. This is due to the fact that there are only two different dissemination areas in Griffintown. As dissemination areas are the smallest geographic unit in which detailed census data can be obtained, it becomes difficult to extract more location-specific data within the neighbourhood. With income statistics, for example, the very high income of certain residents ends up distorting the median income of dissemination areas in Griffintown, effectively rendering invisible the presence of low-income residents.

2.0 Analysis framework

2.1 The Griffintown *Programme Particulier d'Urbanisme* (PPU)

A *Programme particulier d'urbanisme (PPU)* refers to a plan that departs from the 2004 *Plan d'urbanisme* in order to guide the planning and (re)development of an area whose expected transformation is of particular interest to the City Council. The PPU sets long-term physical, social, environmental, and economic goals for the area and sets out methods to achieve them through new planning bylaws, programs, policies, and the improvement of public amenities.

The vision for the development of Griffintown as stated in the PPU is to create a livable, sustainable, and more densely occupied living environment. Specific goals include:

- 1) Cultivating innovation
- 2) Consolidating the social fabric
- 3) Creating links
- 4) Designing and integrating a new collective space
- 5) Providing truly public spaces
- 6) Consolidating the street landscape.



Figure 3. Murray street after redesign (Source: image by authors)

1

The PPU acknowledges the importance of cultural life in Griffintown and aims to establish conditions favorable for artists, artisans, and other actors of Montreal's creative scene. In particular, the PPU proposes a Cultural Corridor along Ottawa Street as a structuring axis for Griffintown. It promotes an innovative approach to the design and planning of new public spaces to enable artistic diffusion in the programming of these new spaces.

2

In order to ensure a diverse population and a strong social fabric in Griffintown, the PPU proposes to offer adequate housing options, to create more community and public spaces, and to provide necessary services and collective equipment, especially to meet the specific needs of children and adolescents. To do so, it promotes the continued application of the Affordable and Social Housing Inclusion Strategy and proposes several partnerships with local school boards (*commissions scolaires de Montréal*), public daycare services (*Regroupement des CPE de l'Île de Montréal*), and public health services (*Direction de la santé publique de Montréal*) to establish the conditions necessary for the provision of public schools, affordable daycares, and health services in the area. This strategy targets the needs of current and future family households in Griffintown and also of those in other neighbourhoods in the Borough.

3

To improve the street network while respecting the area's historical value and traditions, the PPU proposes to reinforce Griffintown's most important and structuring historic links, to create new ones, and to revitalize the Lachine Canal.

4

To promote public and active transportation, the PPU proposes to redesign the entire street network and to develop certain streets according to the *rues habitées* principles. It also seeks to collaborate with local (*Société de transport de Montréal*) and regional transit authorities (*Autorité régionale de transport métropolitain*) to expand public transit options and to revise the regulatory provisions regarding off-street parking for the sector, among other actions.

5

The PPU also aims to provide quality open public spaces that attenuate the effects of increased density and meet the needs of a diverse and growing population, including families and older residents. It proposes three main strategies to creating new public spaces:

1. land acquisitions by the City for park purposes;
2. **negotiations with real estate projects for the inclusion of publicly accessible open spaces (e.g. street gardens, public passageways, etc.);** and
3. redevelopment of streets following the *rues habitées* model.

6

Lastly, the PPU's goal to consolidate the street landscape targets creating a mixed, convivial living space that is respectful of the area's architectural heritage, with a thoughtful approach to densification that will render the area adequate for families with children. Specifically, the PPU proposes to reduce maximum heights allowed by zoning bylaws in certain areas that are more suitable for families and to increase them in other areas that are more adequate for services and collective equipment. It also proposes to revise the density and land use regulations allowed by zoning and offers *Projets particuliers de construction, de modification ou d'occupation d'un immeuble* (PPCMOI) as a development tool for projects requiring a derogation from the regulations.

2.2 PPCMOI

Projets particuliers de construction, de modification ou d'occupation d'un immeuble (PPCMOI) is a special bylaw that allows for developers in Griffintown to receive variances from the planning regulations of the Sud-Ouest Borough in exchange for specific community benefits outlined in the PPU. It functions as a negotiation tool and a development agreement, a legal contract between a developer and the City that often includes terms that are not required through existing regulations.

The PPCMOI allows, under certain conditions, for a development to occur even if it varies from the planning regulations, and it is meant to be an exceptional measure particularly suited for large-scale or complex projects. It is a multistep process that requires a public consultation and it typically takes approximately 4 to 6 months for the approval to be finalized. Since 2002, any municipality or borough with a planning advisory committee can adopt the PPCMOI. For a project to be approved, it must take into consideration the objectives of the master plan, and in Griffintown specifically, each project is evaluated on the following criteria:

1. compatibility of the occupations provided for in the project with the reintegration environment;
2. qualities of integration of the project in terms of implantation, volumetry, the density and layout of the premises;
3. advantages of proposals for integration or demolition of constructions existing and those for the conservation or enhancement of elements architectural origins;
4. advantages of proposals for enhancing outdoor spaces and plantations;
5. environmental impacts of the project, particularly in terms of sunshine, wind, noise, fumes and traffic;
6. quality of the functional organization of the project, particularly with regard to parking, access and security;
7. advantages of the cultural or social components of the project;
8. feasibility of the project according to the planned implementation schedule;
9. universal accessibility of the project, particularly in view of the reduction in height difference between a public road and a floor of the building, the development of safe and lighted trails between a building and a

- road public and the development of parking spaces reserved for people with reduced mobility near the accesses; and
10. advantages of proposals for creating a home garden or garden collective.

2.3 The 15-Minute Neighbourhood

One conceptual framework which has gained popularity in recent years is that of the 15-minute neighbourhood, sometimes used interchangeably with the “complete community” concept. The concept is broadly defined as a neighbourhood where residents can access most of their daily necessities within a 15-minute walk from their place of residence.

The City of Ottawa’s latest Official Plan, for example, harnesses this concept, which it defines as “a neighbourhood where you can walk to get to the grocery store, where you can easily walk to frequent transit, and where children can safely walk to school,” as a means of reaching its goal of being ‘the most livable mid-sized city’ in North America.

The 15-minute neighbourhood is often praised for its promise to help reduce dependence on private cars, to foster social equity and a greater sense of community, and to promote residents’ physical and mental wellbeing. The type of amenities targeted by this ideal usually includes grocery stores and other basic goods, transit stops, and both public and private third places (i.e. community gathering spaces). Public schools are also recommended as a crucial element of a 15-minute neighbourhood, especially a family-friendly one, as they enable kids to walk to school and provide benefits in terms of their health, independence, and community bonds. Likewise essential for forming a sense of community are places where people can socialize, gather, and organize as a community, in private places such as coffee shops or restaurants but more importantly in public outdoor and indoor spaces such as parks, plazas, libraries, and recreation or community centres.

Beyond easy access to these amenities, other considerations such as a mix of housing options for renters, homeowners, and residents of different ages and socioeconomic backgrounds are important to the success of a 15-minute neighbourhood. Further, the type of density needed for a 15-minute neighbourhood should carefully mix residential, commercial, and civic uses across the area. Lastly, ensuring that walking in the neighbourhood is safe, comfortable, and pleasant requires using human-scale design elements such as trees, street furniture, and lighting.

For these reasons – and because of the Griffintown PPU’s aim to create a pedestrian-friendly neighbourhood – the 15-minute neighbourhood is a useful conceptual framework for this study. Based on the concepts of the 15-minute neighbourhood, the study focuses on access to various private and public opportunities and includes in the accessibility analysis: grocery stores, pharmacies, indoor community spaces, playgrounds, outdoor public spaces, recreation hubs, affordable daycares (CPE), medical clinics, and primary schools.

2.3.1 The 15-Minute Neighbourhood and Employment

The 15-minute neighbourhood does not aim to reproduce all of the functions of a city within a neighbourhood. For the following reasons, access to employment within a 15-minute walk is excluded from the analysis. It is important to note that employment does not become completely void from these areas, as amenities and services also serve as employment options for some of the residents.

1. Montreal functions as a city with many different parts, all of which work together to allow for greater opportunities and choices for its residents. Due to their scale or specialization, many businesses are meant to draw on a wide range of customers and employees. This range often must exceed the 15-minute radius in order to remain viable. Examples of this are hospitals, aerospace companies, universities, and theme parks. We would not want to have these kinds of destinations every 15 minutes, and even if we did, they

would likely not survive. This means that employees cannot have access to every field of employment within 15-minutes from their homes.

2. Households with more than one member may not all work or go to school in the same locations.
3. People shift workplaces and education institutions over time. They tend to do this more often than they shift home locations. In fact, these turnover rates are increasing, making the location relationship between work and home less important.
4. There are several different factors that come into play when choosing a location to live other than proximity to a workplace, such as transportation mode preferences, proximity to different cultural communities, financial constraints, aesthetic preferences, and space requirements. As a result, even if everyone could feasibly live close to their workplace, many may not desire this option. For example, would someone working in aerospace necessarily want to live in or in very close proximity to an industrial area? Would someone who has grown up in a neighbourhood with close ties to friends and family want to move in order to be closer to their workplace? Everyone's situation and preferences are unique and dynamic. Giving people the opportunity to live near work is a positive thing but allowing for the opportunity to choose whether to do so or not in a sustainable way provides more freedom.

As the relationship between work and home location becomes less important, one of the main concerns that arises is the potential for automobile usage to increase. Consequently, we would argue that the most important thing when it comes to the work-home spatial relationship is to ensure that residents have access to safe and efficient active and public transit that promotes access to the greatest quantity and variety of opportunities such as employment. This allows for optimized access to the opportunities that the City has to offer and also for the diversity of residents, shifts in employment locations, and unique home preferences.



Figure 4. Residential development at the intersections of Wellington and De La Montagne. (Source: Image by authors)

3.0 Accessibility Analysis

The key principle in the 15-minute neighbourhood is access to opportunity. Accessibility is a measure of opportunity that is generated from the interaction between mobility and land use. An area that is highly accessible can reach a high quantity and a diversity of destinations (or opportunities) using minimal travel costs, both in terms of money and time. Quantity and diversity are highlighted as they provide more opportunity of choice according to unique circumstances such as affordability, taste, and convenience. This accessibility analysis measures access to opportunity in terms of everyday amenities and services for residents of Griffintown. The level of access in the neighbourhood is compared to the surrounding neighbourhoods in the Sud-Ouest Borough to determine how it fares in the larger context. This quantitative analysis is complemented by the qualitative survey and interview analyses.

Methodology

The accessibility measure used in this analysis is a cumulative opportunity measure conducted using GIS software. It measures the quantity of destinations (amenities and services) that can be accessed within a fixed period of time/distance (15-minute walk/1,250 m). This is done by measuring the total number of destinations that can be accessed from the centre of each dissemination block in the Sud-Ouest Borough using the existing street network. Blocks that are located in areas with highly connected streets and are nearby many services and amenities have high accessibility rates. Similarly, amenities and services that are located near highly connected streets and large populations have greater accessibility rates. More details on the methodology can be found in Appendix A.

Limitations

- » According to average walking speed, a 15-minute walk corresponds to 1,250 meters. This measure, however, does not account for topography, as 1,250 meters on an incline may take more than 15-minutes to cover. As a result, while blocks closer to the hill in Griffintown and Little Burgundy may have access to certain amenities and services within 1,250 meters, this distance is not always able to be covered within a 15-minute walk. The extra time required, however, is minimal. In addition, while the hill may simply be a time delay for some, it can also be a physical barrier for others, ultimately limiting access.
- » The data is acquired using GeoIndex and Google Maps. As a result, the data may not be comprehensive.
- » Populations are calculated using 2016 census data. It is safe to assume that populations have grown in all neighbourhoods in the Sud-Ouest Borough, especially in Griffintown.
- » While the maps depict how many people are within 15-minutes from each amenity/service, they do not depict the capacity that each amenity/service can accommodate on a daily basis.
- » While the analysis depicts physical accessibility, it does not account for affordability and/or capacity.

The following maps (next page) can be used to identify areas in Griffintown and in the Sud-Ouest Borough that are lacking in terms of access to different kinds of amenities and services (grocery stores, affordable daycares, public primary schools, outdoor public spaces, playgrounds, sports and recreation hubs, medical clinics and CLSCs, pharmacies, and indoor community spaces). It also estimates the number of people within proximity to each amenity and service in the Borough.

3.1 Grocery Stores

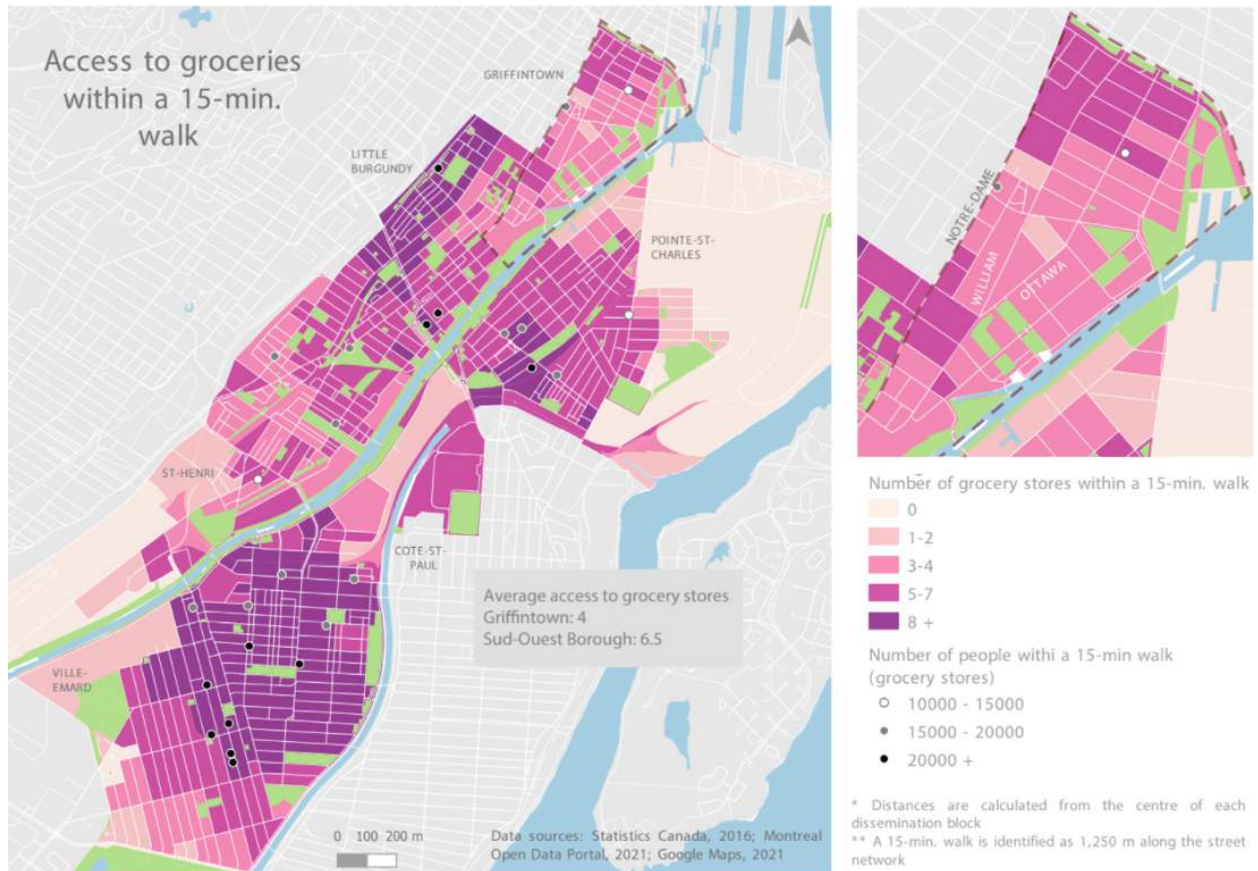


Figure 5. Access to grocery stores within a 15-minute walk for the Sud-Ouest Borough

Grocery stores are defined as supermarkets or fruit and vegetable stores, and it excludes dépanneurs. As depicted on Map 1, Griffintown is equipped with two grocery stores within its boundaries: Adonis, more centrally located, and Metro, farther north on Saint-Jacques. The lighter pink tone present in most of Griffintown's dissemination blocks indicates that it has lower accessibility (average of 4) to grocery stores than the rest of the Sud-Ouest Borough (average of 6.5). The western portion of Griffintown seems to have much lower access to grocery stores compared to the eastern portion, which is closer to Downtown. Interview and survey respondents are relatively satisfied with their access to grocery stores and the commercial offer in the area in general. However, a few mention that it is an amenity they would like to see more of in the neighbourhood (9% of survey respondents prioritize it as one of the top three amenities and services that they would like to see in the area), and considering the forecasted increase in population in the years to come, this will likely be necessary. A limitation to this analysis is that

Neighbourhood	Average access to grocery stores
Griffintown	4
Little Burgundy	8
Pointe-St-Charles	6
Cote-St-Paul	9
Ville-Emard	6
St-Henri	5
Sud-Ouest Borough	7

Table 1. Average access to grocery stores within a 15-minute walk for the Sud-Ouest Borough

it does not account for the affordability nor the quality of these grocery stores, as some survey respondents voiced a need for more affordable and sometimes more specialized grocery stores. This highlights the importance of quantity and diversity of available options. Having multiple options increases the potential for flexibility according to residents' unique wants and needs.

3.2 Affordable daycares (CPE)

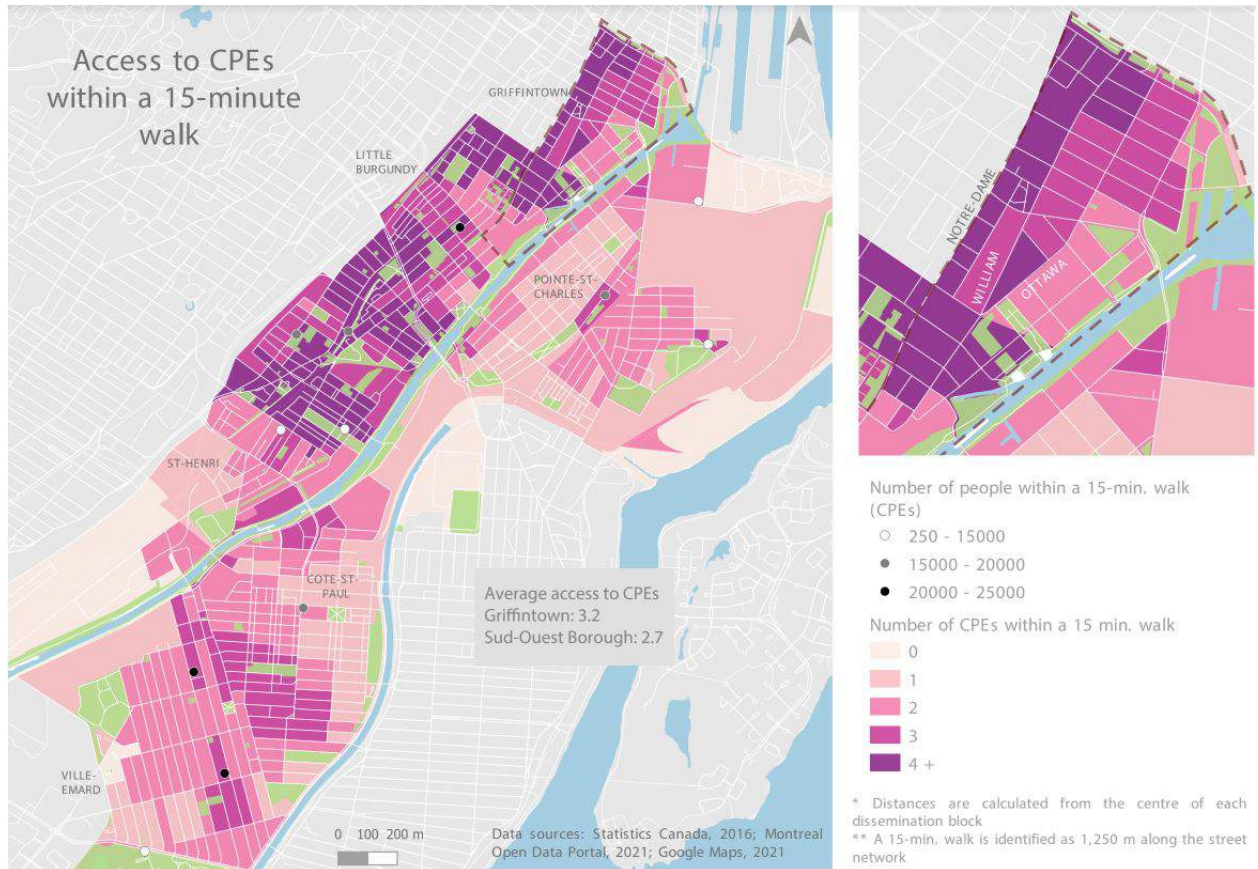


Figure 6. Access to CPEs within a 15-minute walk for the Sud-Ouest Borough

Affordable daycares, or centre de la petite enfance (CPE), comes up frequently as a lacking amenity in Griffintown during interviews and in the survey responses. Contrary to these claims, the analysis indicates that Griffintown has better access to CPEs than the rest of the Sud-Ouest Borough. This is likely due to the proximity to CPEs located Downtown. However, there are important barriers to access to a CPE which are not accounted for in this analysis. Notably, the area’s topography – walking from Griffintown towards Downtown requires an uphill climb which can be difficult with one or more children. Further, priority is usually given to residents within a certain radius of a CPE and to parents whose employer helps fund the CPE, which means that actually enrolling a child in a CPE is much more complicated than simple access within a 15-minute walk.

Neighbourhood	~ Access to CPEs
Griffintown	3
Little Burgundy	3
Pointe-St-Charles	2
Cote-St-Paul	2
Ville-Emard	2
St-Henri	3
Sud-Ouest Borough	3

Table 2. Average access to CPEs for the Sud-Ouest Borough

3.3 Public primary schools

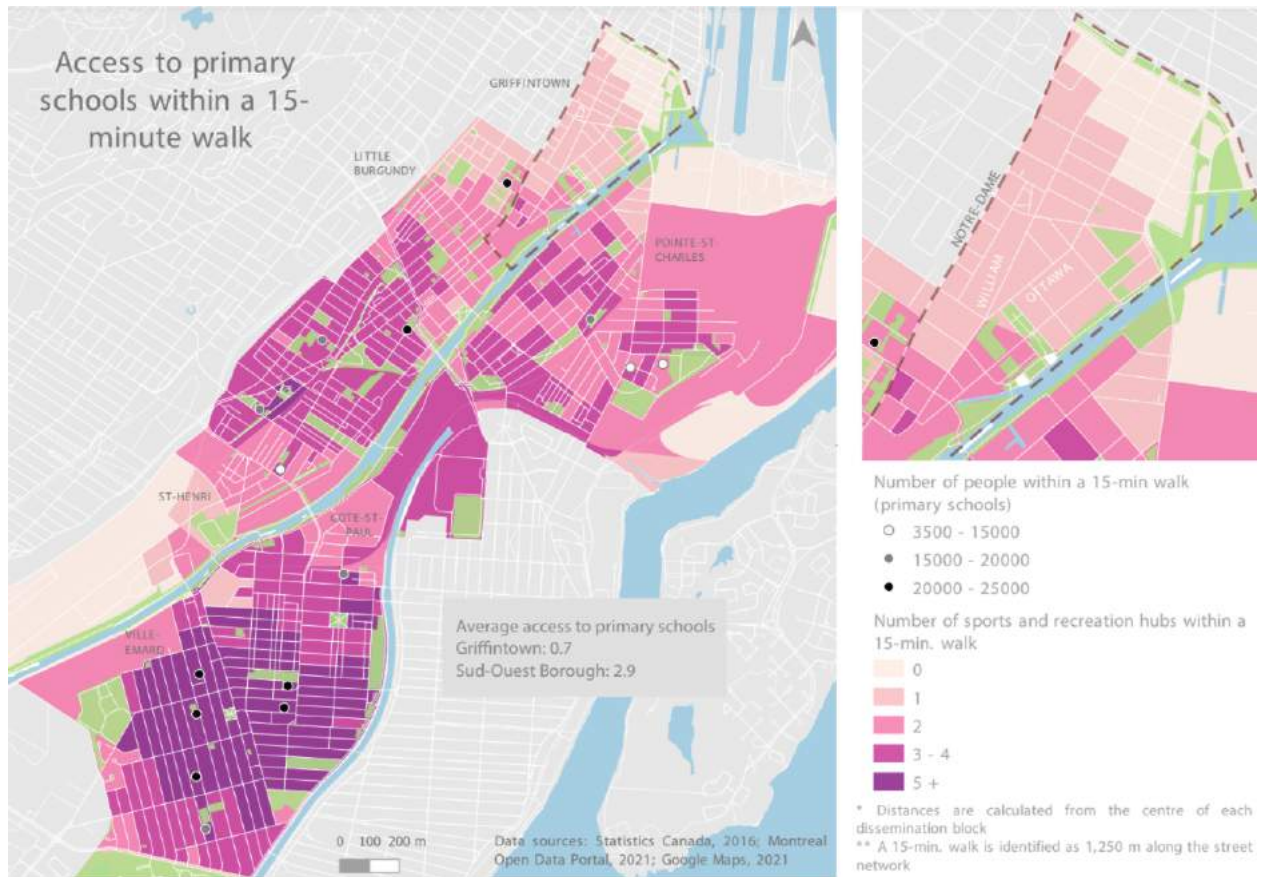


Figure 7. Access to primary schools within a 15-minute walk for the Southwest Borough

Access to primary schools is an important element in family-friendly 15-minute neighbourhoods and is widely desired in the resident survey and interviews. When asked which amenities and services the survey respondents would like to see most in the area, primary schools was the second most popular selection, with 33% of respondents listing it as one of their top three priorities. As seen in the map, Griffintown has very poor access to primary schools, with an average access of 0.7 primary schools within a 15-minute walk compared to a 2.9 average in the rest of the Borough. There are currently no options for public primary schools within the neighbourhood. The only primary school option within Griffintown is a private school which charges a \$14,000 tuition fee per year. The closest alternatives are the primary schools in Little Burgundy and Saint-Henri, which are

Neighbourhood	~ Access to primary schools
Griffintown	1
Little Burgundy	2
Pointe-St-Charles	2
Cote-St-Paul	5
Ville-Emard	4
St-Henri	3
Sud-Ouest Borough	3

Table 3. Average access to primary schools for the Southwest Borough

already over capacity. Although plans have recently been revealed for the opening of a public school in the neighbourhood, given the planned increases in population in coming years, this likely will not be enough to meet current and future needs, especially given the PPU's goal of retaining families in the area.

3.4 Outdoor public spaces

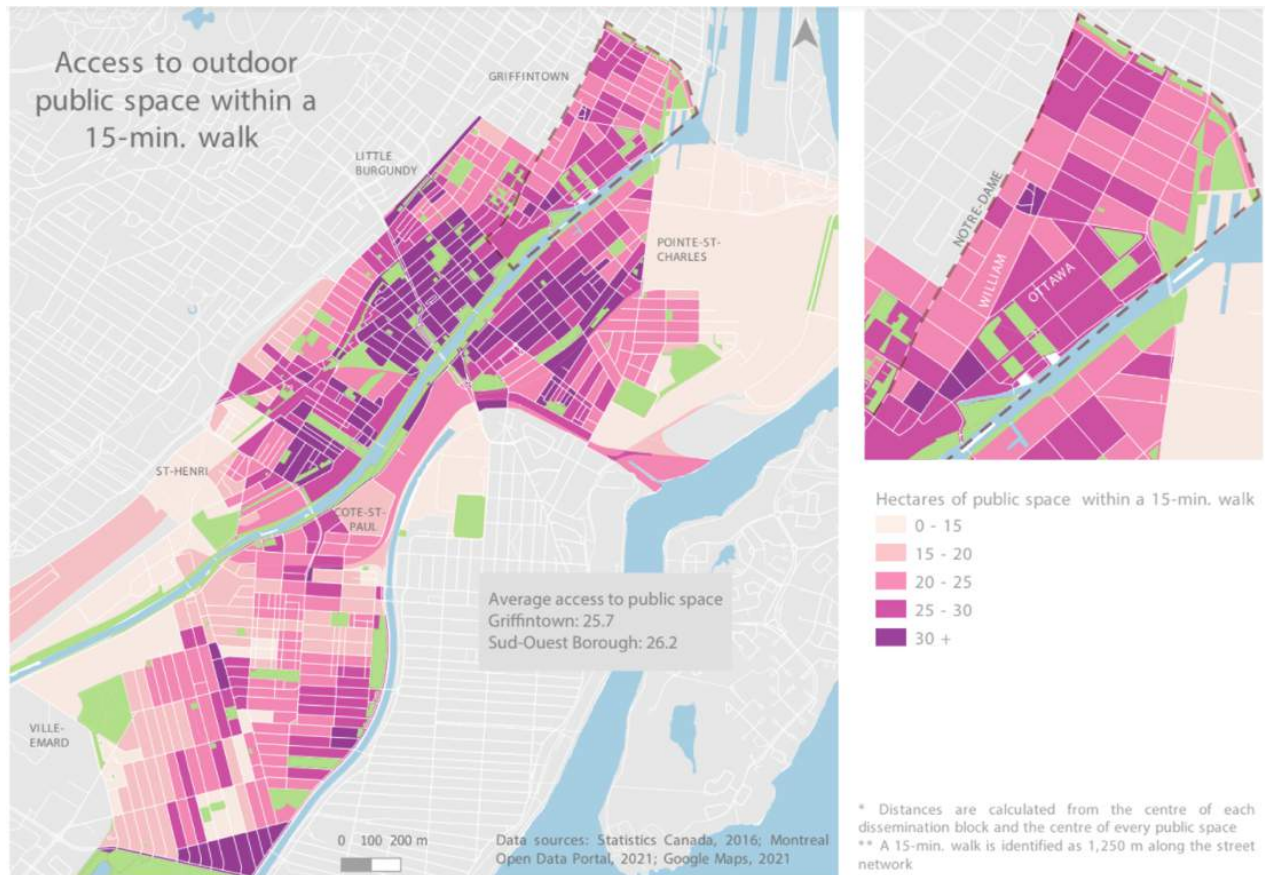


Figure 8. Access to outdoor public space within a 15-minute walk for the Southwest Borough

Outdoor public spaces include parks and public squares. According to the analysis, Griffintown’s average access to outdoor public space within a 15-minute walk (25.7 hectares) is slightly below the average for the rest of the borough (26.2 hectares). The western portion of Griffintown seems to have somewhat better access than the eastern portion, but it still has lower access than Little Burgundy and Pointe-Saint-Charles to the Lachine Canal. This suggests that the green space along the Canal might be less publicly accessible and/or of lesser quality closer to Griffintown. Interviews and site visits also suggest that while certain semi-public spaces are available to all, their design gives the impression that the area is private and does not make everyone feel welcome. Most respondents report having access to outdoor public space within a 15-minute walk and enjoying the public space by the Lachine Canal. However, many residents would still like to see more public spaces. When asked which amenities and services residents would like to see most in the area,

Neighbourhood	Average access to public space
Griffintown	26
Little Burgundy	30
Pointe-St-Charles	27
Cote-St-Paul	22
Ville-Emard	26
St-Henri	28
Sud-Ouest Borough	26

Table 3. Average access to outdoor public space for the Southwest Borough

outdoor public space was one of the most popular selections, with 24% of respondents listing it as one of their top three priorities. Providing open public space is prioritized in the PPU and concrete steps have been taken by the City to acquire land for park development purposes in Griffintown. The question remains, how much time and construction will residents have to endure before being able to enjoy these green spaces?

3.4.1 Playgrounds

Given the emphasis on family-oriented public space in the PPU, we also analyzed playgrounds as a subtype of outdoor public space. There is currently one playground within Griffintown located in the Parc du Bassin-à-Gravier, and with an average of 4.5, the access to playgrounds for the neighbourhood is lower than the Borough average of 5.7. While 16% of survey respondents report using nearby playgrounds, given the projected increase in population and the desire to foster a family-friendly neighbourhood, this type of amenity should be included in the future park development plans (see Figure 19, [Appendix B](#)).

3.4.2 Sports and recreation hubs

Access to sports and recreation hubs, defined as sports centres and other sports infrastructure or equipment (i.e. soccer field, outdoor gym, etc.), fares better than playgrounds with only a slight difference between the Griffintown average (3.2) and the rest of the Borough's (3.8). Nevertheless, the eastern part of Griffintown has much lower access than the rest of the neighbourhood and residents mention a lack of access to public sports centers in interviews and survey responses (see Figure 20, [Appendix B](#)).



Figure 9. Park Saint Anne, Griffintown. (Image by authors)

3.5 Health services

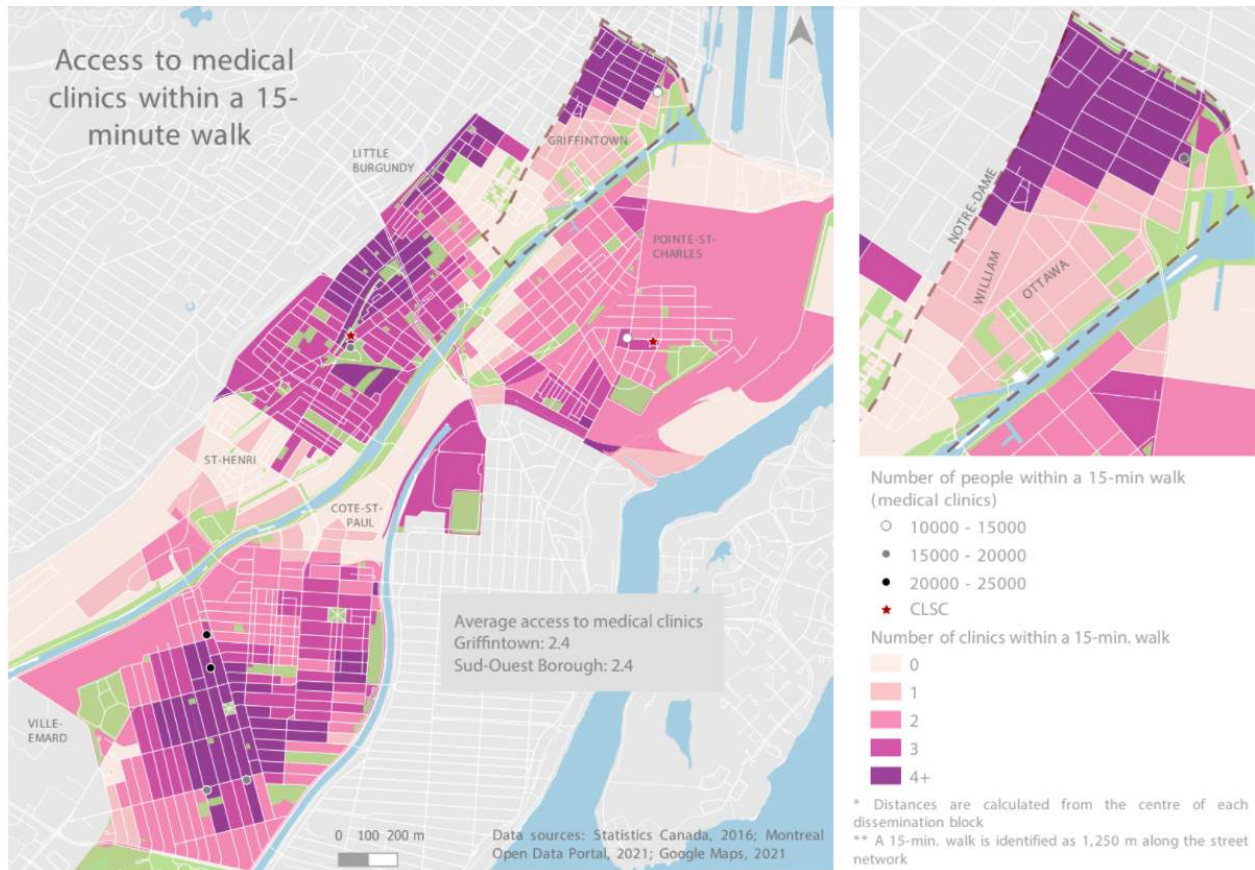


Figure 10. Access to medical clinics within a 15-minute walk for the Southwest Borough

Health services, defined as only CLSCs and medical clinics, are largely absent in Griffintown, with the exception of one private walk-in clinic inside a pharmacy in the eastern portion. The nearest CLSC that serves residents of Griffintown is the CLSC Saint-Henri, which, in addition to its own residents, also serves residents of Little Burgundy. While our analysis indicates that Griffintown has the same average access as the rest of the borough (2.4), with the growing population and a 30-minute walking distance between the center point of Griffintown and the CLSC Saint-Henri, more medical services are desired. CLSCs are of particular importance since they also provide, in addition to medical services, psycho-social services, especially for more vulnerable residents.

Neighbourhood	~ Access to clinics
Griffintown	2
Little Burgundy	2
Pointe-St-Charles	2
Cote-St-Paul	3
Ville-Emard	3
St-Henri	3
Sud-Ouest Borough	2

Table 4. Average access to medical clinics/CLSCs for the Southwest Borough

3.6 Pharmacies

While the eastern portion of Griffintown seems to have slightly greater access to pharmacies than the central and eastern portion, overall, the entire neighbourhood has relatively good access to pharmacies. This is echoed in the survey and interview respondents, who did not consider pharmacies to be a lacking amenity in the area. (see Appendix B)

3.7 Indoor community spaces

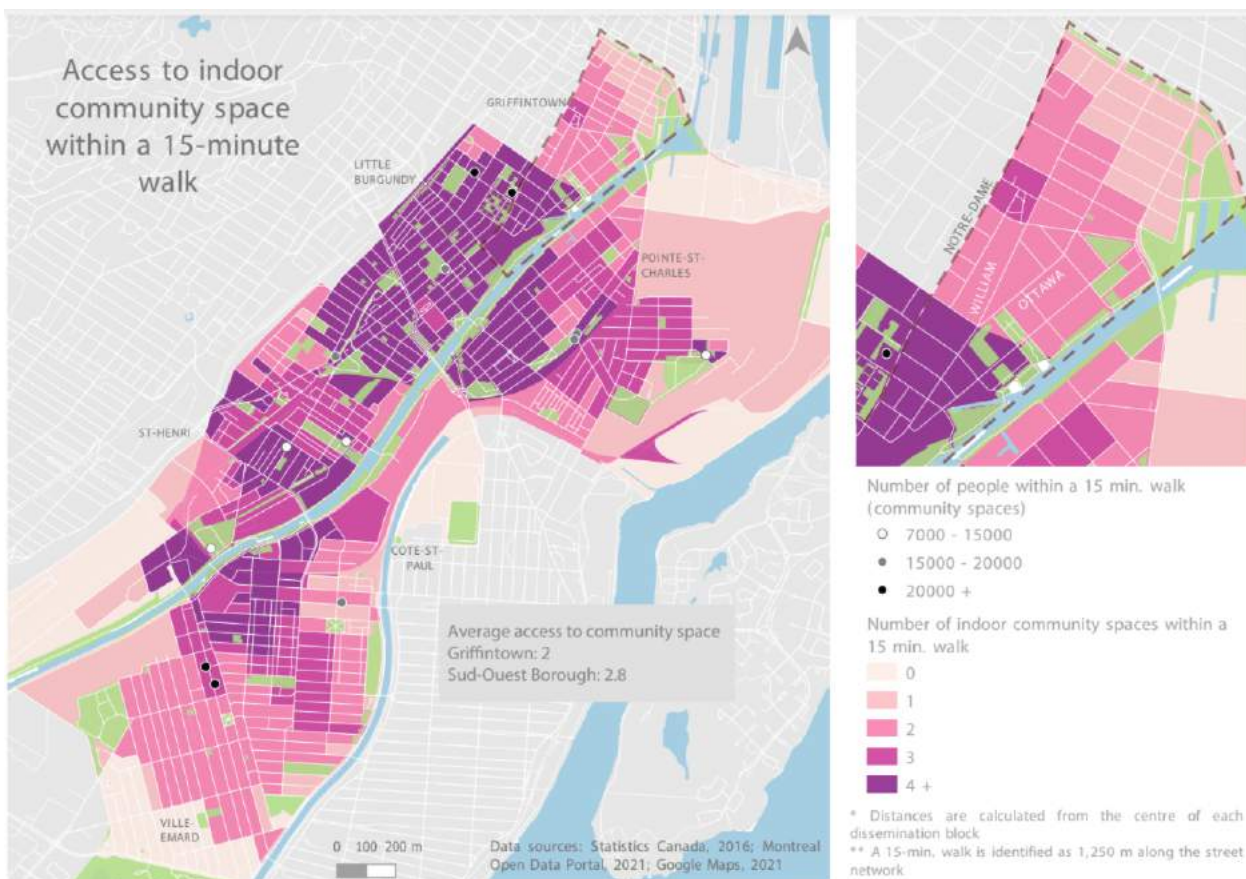


Figure 11. Access to indoor community space within a 15-minute walk for the Southwest borough

Indoor community spaces are defined as libraries and public rental spaces or espaces locatifs (rooms, gyms, arenas, etc.) that are managed by the City. This map depicts the lower accessibility to community spaces in Griffintown, especially in the eastern portion, compared to its neighbours Little Burgundy and

Neighbourhood	~ Access to community space
Griffintown	2
Little Burgundy	5
Pointe-St-Charles	3
Cote-St-Paul	3
Ville-Emard	1
St-Henri	3

Table 5. Average access to community spaces for the Southwest borough

Pointe-Saint-Charles. There are currently no libraries and no permanent indoor community spaces within Griffintown, despite this being a high priority in the PPU. Residents also express a significant lack of this type of amenity in the survey, as only about 13% of respondents reported having access to either a

community or cultural centre within a 15-minute walk from their residence. Additionally, when asked which amenities and services residents would like to see most in the area, community spaces was the most popular selection, with 36% of respondents listing it as one of their top three priorities.

KEY TAKEAWAYS

- » Griffintown has relatively good access to private amenities (i.e., pharmacies, gyms, etc.)
- » Griffintown has relatively poor access to public amenities
- » Several services are likely over-capacity as they service both Griffintown residents and residents of other neighbourhoods (ex: CLSCs, clinics, primary schools, indoor community spaces)

4.0 Resident Survey

We conducted an online survey with Griffintown residents in order to understand their perception of the neighbourhood, including their level of access to different amenities, how they make use of certain spaces and amenities, and what may be lacking to suit their needs. The survey was circulated on social media platforms and was open to respondents for a period of three days. It received 265 responses.

Key Respondent Characteristics

Age range	Survey	2016 Census
>18	0%	10%
18-25	5%	10%
26-30	25%	25%
31-45	42%	38%
46-60	21%	12%
61+	8%	5%

Table 6. Comparative age range proportion: resident survey and 2016 Census

- » Almost 60% moved to Griffintown in the last 5 years
- » Largest age group between 31 and 45 years of age (42%)
- » Majority (67%) own their dwelling unit
- » Majority two-person households (48%), followed by single-person (28.7%) – this differs from the 2016 census, which reports 34.4% for two-person households and 88.7% for single-person households.
- » Around 21% of households with at least one child compared to 10% reported in the 2016 census
- » The majority of survey respondents live in the eastern section of Griffintown, resulting in an underrepresentation of needs from residents in the western section of Griffintown. This was to be expected, as the eastern section has significantly more residents when compared to the western section.
- » The percentage of respondents for different age groups is relatively representative of the 2016 census, especially in the 26-30 and 31-45 ages groups.

4.1 Access to amenities and services

Respondents were asked to indicate, among a list of amenities and services (groceries, pharmacies, CPEs, primary schools, secondary schools, medical clinics, public spaces/parks, playgrounds, public sports centre, community centre, cultural centre, and public transport) those which they could reach within a 15-minute walk from their residence.

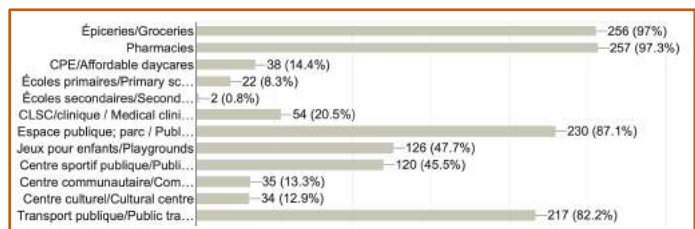


Figure 12. Resident survey question about which amenities and services they have access to within a 15-minute walk from their residence

Responses reflect relatively closely the findings from the accessibility analysis: private amenities such as grocery stores and pharmacies are accessible within a 15-minute walk for nearly all respondents (97%), while public services such as CPEs, medical clinics and community centers are accessible to a much smaller proportion of respondents (14%, 20%, and 13%, respectively). On the other hand, some public services such as public spaces,

parks, and public transport are accessible to a relatively high proportion of respondents (87% and 82%).

These gaps between access to public and private amenities and services is reflected in the results when respondents were asked to choose among the list above, the three amenities they would most like to see added to the neighbourhood, in order of priority (Table 7). The most asked for amenity is a library, cultural centre, and community centre (grouped together due to similarity and interchangeability). These are followed closely by primary schools and CLSCs. The fact that only 20 % of respondents were from households with a child (under 18 years of age), yet 33% of respondents named primary schools as a top priority for the area, indicates that the lack of schools may be a barrier to couples staying and raising a family in the neighbourhood.

Most desired amenities and services	Counts	%
Library/Cultural centre/Community centre	95	36%
Primary school	88	33%
CLSC/Clinic	73	28%
Public spaces	64	24%
Sports and rec	51	19%
Daycare/CPE	38	14%
Grocery stores	23	9%
Public transport	19	7%
Pharmacies	7	3%

Table 7. Resident survey question about most desired amenities and services

One Griffintown resident we interviewed said:

"Basic services, you know, basic municipal services are just lacking. We don't have any library. The closest library is about a 25-minute walk. [...] We're also missing even just a community space. We don't have anything; we can't have meetings. If we want to have workshops for other people in the neighborhood, there's absolutely no space available for us. So, all those spaces are lacking right now."

4.2 A neighbourhood for who?

Respondents were asked to rank Griffintown in terms of its suitability for different age/lifestyle groups (families, young adults, and retirees) (Figure 13). The neighbourhood is mainly perceived as most suitable for young adults, followed by retirees. On the other hand, Griffintown is overwhelmingly perceived as

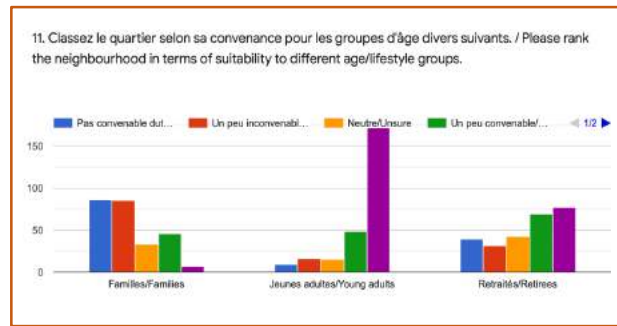


Figure 13. Resident survey question ranking Griffintown according to its suitability for different lifestyle groups

either not suitable at all or somewhat unsuitable for families.

When asked whether they picture themselves living in Griffintown long term (over the next 10 or more years) (Figure 14), responses were closely divided between those who did (54%) and those who did not (46%). Interestingly, respondents from older age groups were more likely to respond positively to this question, as 82% of respondents of 45 years of age and 100% of respondents over 60 said they saw themselves staying in the area long term.

Younger respondents, however, were more likely to respond negatively, with 65% of those aged between 18 and 30 responding "no" to seeing themselves staying in Griffintown over the next 10 years. When asked to explain why, many of the respondents who answered negatively related this to the fact that the

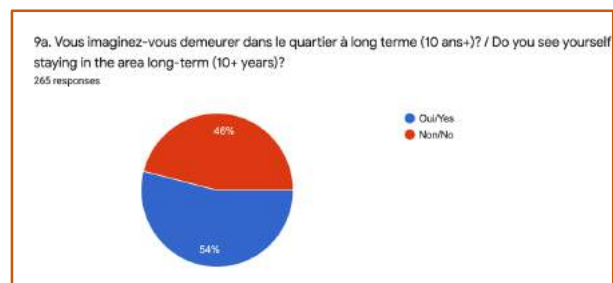


Figure 14. Resident survey question about living in Griffintown long-term

neighbourhood lacked certain family-friendly services and amenities such as schools and daycares. One resident claimed: *"Yes [I'd stay long term], if the neighbourhood develops the way it promises. Currently it's not possible to raise a family here, but with schools and more public spaces (parks, libraries) I would want to stay so I can have a more climate-friendly lifestyle."*

Further, the lack of family dwelling units and the unaffordability of a two- or more bedroom unit in the area makes the idea of starting a family in Griffintown impossible for many, forcing them to leave the area when this time comes: *"Need bigger, affordable living space and good school closeby"*.

Those who responded favorably, on the other hand, cited reasons such as the ability to walk to work and meet most daily needs without a car; the proximity to downtown, its amenities and associated lifestyle; and the proximity to the Lachine Canal. Further, some mentioned wanting to stay because they believed in the potential of what the neighbourhood can be once it is fully completed: *"Neighborhood in the heart of downtown, close to everything, will be even better in 10 years when the majority of construction and landscaping is completed."*

Some cautioned, however, that they would stay on the condition that future developments promise to be more human-scaled, rather than more high-rise condo buildings: *"[We would like to stay] because we like the proximity to the city center, the canal and the Old Port. However, the proliferation of high-rise apartment buildings is suffocating and making us question our plans. We fear that the overabundance of these towers will suffocate Griffintown and that it will become too dense and without sunlight. This is concerning and makes us fear for our quality of life."*

Another resident described the feeling of living in such a densely-built neighbourhood: *"the buildings are very tall, very brute and very massive, which gives the feeling of being closed-in. When you walk along the street there is a*

certain crushing effect due to the heaviness and height of the buildings."

Thus, there seems to be a certain level of dissatisfaction in terms of the types of dwellings (too small) and the type of buildings (too overbearing) which could jeopardize household plans of remaining in Griffintown throughout many life cycle stages (i.e. starting a family).

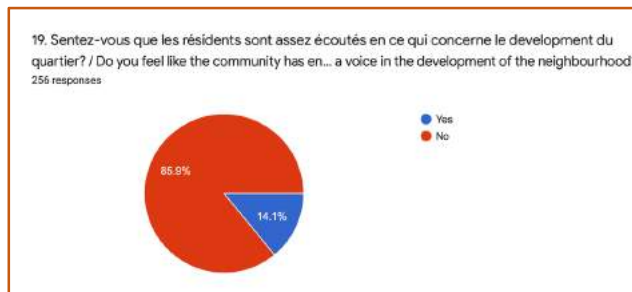


Figure 15. Resident survey question about whether residents have enough of a voice in the neighbourhood's development.

Finally, respondents were asked whether they felt that Griffintown residents have enough of a voice in the neighbourhood's development. An overwhelming proportion of respondents from all age groups (86%) said no. This indicates many residents' needs aren't being understood, met, or considered in Griffintown's planning and development negotiations.

KEY TAKEAWAYS

- » Griffintown is fairly successful in providing a car-free daily lifestyle for its residents
- » Griffintown is suitable for young adults and retirees but less so for families
- » Griffintown residents feel a lack of and would like to see more of indoor community spaces, primary schools, and CLSCs
- » Residents have relatively strong social connections and bonds with other residents of their building and of the neighbourhood
- » Residents suffer from the constant construction (pollution, noise, street obstruction, etc.) but are generally hopeful about the neighborhood's potential once it is complete

5.0 Development Contract Analysis

The purpose of the development contract analysis is to assess whether development contracts effectively provide community benefits. To do so, we examined how much variances developers are receiving and compared it to how much and which community benefits and amenities are being captured. We studied 13 development contracts that were selected by a City official, which included 2 *accords de développement* (development agreements, or DAs) and 11 *Projets particuliers d'occupation d'un immeuble* (PPCMOI) proceedings, which include 1 institutional project, 1 commercial project, and 9 residential projects. According to City sources, around 10

development contracts are processed each year, meaning that there have been roughly 90 development contracts that have been negotiated since the adoption of the Griffintown PPU in 2013. This number is greater when taking into account those that were negotiated prior to the PPU. Therefore, this study represents roughly 10% of all the development contracts in Griffintown. Each development contract is divided into three parts: considerations, authorizations, and requirements, as further explained below. A full list of the projects and the tabulations used for this analysis can be found in [Appendix C](#).

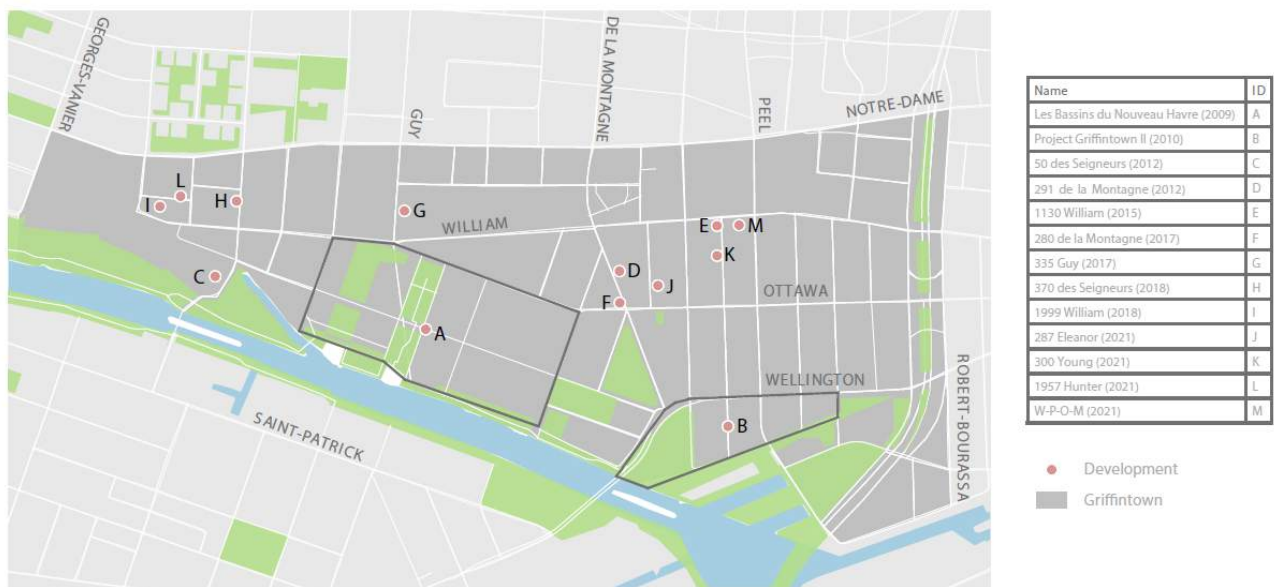


Figure 16. Map of analyzed development contracts

5.1 Considerations

Considerations are voluntary commitments put forth by the developers that are received favourably by the *comité consultatif d'urbanisme* (CCU, or the planning advisory committee). These include contributions to social, community, and affordable housing and “other” development-specific promises.

The housing contributions are based on the 2012 *Plan d'action en matière d'inclusion de logements abordables dans les projets résidentiels* (the Affordable and Social Housing Inclusion Strategy), a borough-specific inclusionary housing strategy that builds upon the city-wide action plan from 2005. Prior to the Strategy coming into effect, the inclusion of social, community, and affordable housing units was incentivized, but not mandatory. Among the 13, there are 6 developments (A, B, F, G, H, I) that provide more social, community, and affordable housing units than is required, including the 2 DAs that were negotiated prior to the Strategy coming into effect. Other residential developments either provide the minimum required number of housing units (C, D), have fewer than 100 units and therefore are not subject to the Strategy (K), or show insufficient

information for comparison (L, M). Here, the key trend seems to be that while affordable housing units are being consistently provided on-site, social and community housing units are increasingly being contributed monetarily or being provided off-site somewhere within the Borough.

Some developments also offer site-specific commitments to gain favorable interest from the CCU. For example, the developers of Les Bassins du Nouveau Havre (A) promise their “best efforts” to accommodate a public daycare and a medical service point or clinic on site. They also promise to reserve two lots on site for social economy enterprises for two years. At 1130 William (E), *École de technologie supérieure* (ÉTS) promises to provide a 50-sqm room in the newly constructed building that will be intended for community groups' use, for three years or until a school opens in Griffintown. In the meantime, a 45-sqm room will be made available in a different building on campus. While these commitments have tangible community benefits, they are temporary and limited by whether the developer actually provides those amenities.

5.2 Authorizations

Authorizations, or derogations, are zoning bylaw variances the developers receive from the City. These include major variances in land use and floor-area-ratio (FAR), as well as minor variances such as height, setback, lot coverage, and heritage protection radius encroachment. Demolition, maximum number of dwelling units, and “other” site-specific authorizations

related to land use are also present in this section.

The variances in land use and FAR are the most significant ways in which residential units are added to Griffintown. Ten developments received a major variance in land use, and all but one residential project required this variance in

order to develop. Four projects were granted a variance from a non-residential use to a high-density residential use (36 or more units), and six projects were allowed the change from a medium-density residential use (12 to 36 units) to a high-density one (36 or more units). Eight developments that received a variance in land use also received a variance in FAR, all of which were residential. There were two additional projects that were granted an increase in FAR, one institutional and the other commercial in nature. The net increase in FAR varies from 0.6 to 4.25, but because FAR refers to the total gross floor area of a building to the size of the lot, this alone is insufficient for comparing how much increase in residential units occurred. Therefore, in this study, a special attention is paid to the maximum number of units when comparing the gains for the developer to the benefits for the community. Because only six developments specify a maximum, the increase in the number

of units is deduced from the developer's project description. For the 11 residential developments, there was an average increase of 372 dwelling units per project from what was originally allowed in the Borough's zoning bylaws.

The variances in height, setbacks, and lot coverage are considered to be "minor" variances that can be typically obtained through a common planning tool called *Dérogation mineure*. However, these changes can be significant, especially when used with an increase in FAR, and all developments that received a variance in FAR also received a variance in height. A total of 12 developments were allowed a height increase, with a net increase ranging from 4 to 22 metres and averaging 10.4 metres. In terms of setbacks and lot coverage, only four to five projects specified any change, meaning that a majority of the projects may be respecting those elements of the zoning bylaw.

5.3 Requirements

Requirements, or exigences, are various obligations the developers must meet in order to receive the zoning variances required for their developments. The requirements are put forth by the City, and thus, this section can be seen as the most powerful tool for capturing community benefits and amenities. There are 14 categories of requirements that respond to the 6 different goals of the PPU's vision. Requirements for pedestrian infrastructure, cycling infrastructure, and active and public transit increase the street connectivity and thus the access to amenities (goals 3 and 4). Requirements for landscaping and greenspace, non-residential land use, family housing, and ground floor use capture

the tangible community benefits and amenities (goals 2 and 5). Meanwhile, requirements for heritage, public art, architectural integration, environmental management, parking, and waste management help create a healthy and pleasant living environment (goals 1 and 6). Lastly, financial guarantee places a penalty so that the requirements are actually procured. It should be noted that while they are analyzed under this section, the "requirements" for 335 Guy (G) are actually voluntary proposals introduced by the developers, not by the City.

5.3.1 Increasing Street connectivity/access to amenities

Pedestrian infrastructure (6 of 13: A B C D E M)

Refers to negotiations regarding setbacks, easements (public rights of way), land transfers for widening of sidewalks, and other pedestrian infrastructure such as crosswalks, wayfinding signage, and street lighting. This requirement is crucial to splitting large blocks and creating a more permeable neighbourhood. Six developments, all of which are residential in nature, have requirements regarding pedestrian infrastructure. However, a majority of them are from before 2015, pointing to the fact that this requirement has been overlooked or demoted as a priority in the newer developments.

Cycling infrastructure (8 of 13: A B C E G I L M)

Includes requirements for bicycle parking, cyclist amenities (e.g. lockers and showers), e-bike charging, bike path easements, and the coordination of a bikeshare. This requirement is intended to encourage bicycle use in the sector, the physical infrastructure (i.e. bike paths) of which can also increase walkability and reduce car dependency. Out of 8 developments that are required to provide cycling infrastructure, only 2 projects (A, G) are required to contribute to the physical infrastructure. Further, most of the benefits (i.e. bicycle parking, cyclist amenities, e-bike charging) are private in nature, and only 1 development (A) is required to coordinate a public bikeshare system.

Active and public transit (8 of 13: A B G F J K L M)

Imposes different measures for improving the active and public transportation network and encouraging the use of active and public transit. Two developments (A, B) have more concrete strategies such as providing residents with “mobility kits” and transit passes, and one development (B) is also tasked with coordinating work with STM to provide an indoor waiting area for a future tram. Six other developments are only required to submit “a strategy for the promotion of active and public transit usage,” and no follow up documentation can be found on whether these approaches were ever submitted or enforced.

5.3.2 Capturing tangible benefits and amenities

Landscaping and greenspace (9 of 13: A B D E G H K L M)

Is important for creating publicly accessible outdoor spaces. It also ensures that they are pleasant and good for the environment through the use of greening measures such as green walls, green roofs, vegetation cover minimums, tree planting, and the use of diverse, climate-specific plants. Five developments stand out due to their contribution to public space: 2 projects provide semi-public squares (E, G), 1 project provides a semi-public square and a playground (D), and 2 projects transfer land to the City for the creation of public parks (A, B). One development (G) also includes space for a collective garden, designed to increase food security in Griffintown through the practice of urban agriculture.

Non-residential land use (5 of 13: C D G J M)

Refers to the requirement of certain non-residential additions to the ground floor of the developments in order to activate the pedestrian realm. More importantly, this section can be used to procure specific amenities like daycares. Although 9 out of 11 residential developments are authorized for non-residential use on the ground floor, only 5 of them have specific requirements. Most of these requirements only deal with minimum size, minimum depth, and where the non-residential use can be located. Only 1 development (J) explicitly stipulates the provision

of daycares. Meanwhile, daycares and other neighbourhood amenities (i.e. library, community centre, cultural centre, primary school) are allowed in most commercial (C.1 to C.5) and institutional (E.2 to E.6) land use designations, for which all 9 residential developments are authorized. It is likely that only a daycare was captured in this section due to the fact that other amenities require close coordination with the public sector.

Family housing (8 of 13: A C D G H I L M)

Is used to capture family-friendly dwelling units in each development. The requirements spell out the minimum number of two-storey ground floor units, the minimum number of units with 3+ bedrooms, and some minimum size requirements for the dwelling units. This section tends to work in tandem with the “ground floor use” requirement to provide direct access to exterior space from dwelling units (and commercial units) that are located on the ground floor. In total, 8 out of 11 residential developments have this requirement. Although the inclusion of this category is in line with the PPU’s vision to make Griffintown more attractive for families, it is uncertain whether this measure alone is effective for not only bringing in but keeping families in the neighbourhood.

5.3.3 Creating a healthy and pleasant living environment

Heritage (8 of 13: A B C D E J K L)

Is a cultural asset that completes the character of a living environment. Griffintown has a rich history, and many buildings remain as evidence to that fact. However, there are no designated heritage buildings in Griffintown which are protected by law. Thus, while most developments (10) receive authorization for the demolition of an existing building, only a few (3) are asked to conduct an expert study beforehand. Three developments are also authorized to encroach within the protection radius of a building of heritage interest. While 2 developments have explicit requirements to restore the facades of existing buildings of heritage interest, other development requirements concern the commemoration and showcasing of heritage (i.e. “favour the recreation of characteristics of demolished buildings”). One development (B), however, is required to transfer an old chalet building to the City so that it could be reused as public space.

Public art (6 of 13: E G I J K L)

Is another cultural asset that contributes both to the aesthetic of a neighbourhood and to the community’s identity and sense of belonging. Six developments have this requirement, with the stipulation that the artwork must be made visible to the public and not just the residents. Some are concerned with the history of Griffintown and establish in tandem with the “heritage” category the requirement for artistic interventions alongside heritage commemoration and showcasing. One development (G) voluntarily establishes ongoing cultural and artistic programs such as community film screenings.

Architectural integration (11 of 13: A B C D E G H I J K M)

Concerns the development’s impact on the neighbourhood in terms of its massing and aesthetics. Eleven developments have requirements regarding architectural integration, but they are, by nature, very site-specific and therefore vary widely. While some developments have more explicit demands in the innovative treatment of the development’s facade or the visual impact from its massing, the approval is subject to the judgment of the committee with little to no normative guidance.

Environmental management (11 of 13: A B C D E G I J K L M)

Deals with various short- and long-term sustainability measures to mitigate development impact on the site. One development (A) is required to obtain a LEED-ND to ensure that the community is developed with quantifiable sustainability metrics. Another development (B) requires an environmental study and soil rehabilitation in order to develop, with additional requirements for reusing building materials. Further, one project (G) is voluntarily designed to meet BREEAM certification and LEED energy performance, with a pilot project integrating smart technologies for energy efficiency. Out of 11 developments that have requirements for environmental management, the remaining 8 are asked to submit an “environmental approach” or an “environmental performance plan” including measures such as water saving, rainwater harvesting, high-albedo exterior coating, efficiency lighting and appliances, and passive thermal performance of openings. One development (D) is also asked to provide solar panels and planting spaces on balconies. However, no follow up documentation can be found on whether these approaches or plans were ever submitted or enforced.

Parking (7 of 13: A B C G J L M)

Establishes parking minimums for different types of parking needs such as reduced mobility, visitor and short-term, carsharing (A, B, G), EV charging, and priority for small and energy efficient cars. It moves exterior parking indoors and limits access to them so as to reduce visual pollution and increase outdoor space efficiency. Two developments are also required to unbundle parking costs from housing costs in order to further reduce demand for parking and car ownership (A, B). In total, 7 developments have parking requirements, and 1 development is exempt from providing parking. The remaining 5 projects are assumed to have respected the parking requirements laid out in the zoning bylaw.

Waste management (10 of 13: A B C D E I J K L M)

Includes waste management and recycling plans, temporary and permanent outdoor waste storage areas, waste management rooms with temperature criteria, and plans for the treatment and disposal of demolition and construction materials. It is meant to avoid congestion in the public domain and to reduce nuisance from waste materials. Ten developments have waste management requirements.

Financial guarantees (10 of 13: C D F G H J K L M N)

Are placed on the developers in order to ensure that the project is completed according to the agreement. A financial guarantee is a debt obligation, meaning that the developer would owe the City a guaranteed amount when it fails to complete the project. Only 10 development contracts specify a financial guarantee, but typically, all developments are required to submit a financial guarantee before receiving a building permit. Among the contracts we studied, financial guarantees range from \$60,000 on a partial lot to \$1 million for the entire project site. However, each contract places a guarantee only on certain requirements. In order of frequency, they are: environmental management (7), landscaping and greenspace (6), heritage (4), active and public transportation (3), social and affordable housing (2), land transfer (2), public art (2), parking (2), and site lighting (1). This means that if such requirements are not provided in the completion of the development, the developer is obligated to pay the guaranteed amount instead. The money goes into a general City fund rather than to a specific one allocated for the improvement of the specific benefits on which the guarantee was placed. There is no publicly verifiable system currently in place to assess whether the benefits are being provided, or whether the amounts specified in the financial guarantees are enough to cover the cost of actually providing these benefits in the first place. Lastly, when developers do deliver community benefits, some may be providing infrastructure that they are not accustomed to developing, which may increase costs, reduce predictability, and overall increase the likelihood of them opting to pay the amount specified in the financial guarantee.



In sum, the developers are receiving zoning variances that allow a significant increase in the number of housing units in Griffintown, while the community benefits that are being captured are kept at a minimum. Because the derogations are justified by the 2004 *Plan d'urbanisme*, it is not that the developers are receiving too much variance but rather that the City is asking for too little. It seems that whereas all six goals of the PPU are present in the requirements, they are not all given equal weight. For example, in terms of securing tangible community benefits, while parks and outdoor public spaces have been sufficiently captured through the development contracts, amenities such as daycares and indoor community spaces have been largely neglected. This may be due to the fact that while parks and outdoor spaces are indeed the responsibility of the planning department, other public amenities and services require the coordination of multiple departments within the City. Although the PPU states that multiple stakeholders will inform the planning of Griffintown (p. 38), there is little evidence to the claim. Without other departments' coordination to inform where certain amenities and services are planned, it becomes difficult to negotiate for community benefits in the development process.

The development contracts that have been most effective in capturing community benefits are the accords de développement (development agreements, or DAs) that were negotiated prior to the Griffintown PPU. These DAs are associated with the earliest planning guidelines in Griffintown, Les Bassins du Nouveau Havre and the Peel-Wellington PPU, suggesting that a more site-specific approach to planning for residential growth within the sector could be beneficial for its long-term development. Meanwhile, some PPCMOI proceedings such as projects D and J have shown that the City is willing and able to ask for more benefits but have been unable to do so consistently for all developments. This indicates that the development negotiations and approvals may be outpacing the adequate time frame needed for the identification and the provision of neighbourhood amenities and services.

KEY TAKEAWAYS

- » Financial guarantees act as loopholes when securing community benefits.
- » PPU goals may be present in the requirements, but they are not all given equal weight.
- » DAs are more successful than PPCMOI proceedings due to the more thorough, site-specific approach to planning that went into the developments.

6.0 Conclusion

6.1 Key Findings

6.1.1 Strengths

» There is generally **good access to private amenities** such as grocery stores, pharmacies, rooftop terrasses, pools, and gyms. Access to **public parks** and **public transport** is also relatively good, due to the proximity to the Lachine Canal and Downtown.

» Residents are able to **meet most of their daily needs without using their car**, by walking or biking instead.

» A **very large percentage** of residents use **active transit** for commuting and everyday errands compared to the rest of the Borough and to the City.

» **Proximity to the Lachine Canal.** Residents value access to this resource, as proximity to the Canal was cited to be one of the main deciding factors in choosing their housing location.

» **Proximity to downtown.** Many survey respondents referred to the proximity to Downtown and that 'urban lifestyle' as a reason for wanting to remain in the area long term.

» There is **opportunity for development** in the **western section** of Griffintown to better suit the needs of residents in the area.

» Most survey respondents believe that Griffintown is a **convenient place to live for young adults and retirees.**

» The majority of survey respondents would **recommend Griffintown to their friends.**

» The majority of survey respondents **over 45 see themselves staying in Griffintown long-term.**

» Most survey respondents have **social connections** in the area.

» The **PPU** offers a guide for future development in the area and has potential to bolster consistency.

» Elected officials are **open to changes** in the development contract process to secure more benefits for current and future residents.

» The **PPCMOI tool** offers the City **leverage in acquiring benefits** in exchange for variances to the zoning bylaw.

» **Development contracts** are successful in increasing pedestrian infrastructure and securing outdoor public spaces and services for residents.

6.1.2 Weaknesses

» There is generally **poor access to public amenities and services** such as medical clinics, CLSCs, and community spaces within a 15-minute walk for residents of Griffintown.

» There is a significant amount of **public space** that is **privatized or appears private**, deterring usage of these spaces

» While the most common car usage is for traveling outside of the city, and Griffintown is located centrally, the **majority of survey respondents still reported owning a car**

» Compared to the rest of the Borough and to Montreal as a whole, Griffintown residents **use public transit less often**

» The **eastern portion** of Griffintown is relatively **built up**, making it difficult to adjust the urban landscape

» Many residents resent the **intensity of the density** of current developments and would like to see more human-scaled developments in the future

» Many survey and interview respondents believe that Griffintown is **not very family friendly** due to lack of (affordable) dwellings and services such as schools and daycares.

» 66% of younger adults (26-30) do **not** see themselves staying in Griffintown **long-term**

» A significant majority of survey and interview respondents of all age ranges believe that **residents do not have enough of a voice** in the

development of the neighbourhood. In addition, residents/community coalitions do not appear to be involved in development negotiations

» Many survey and interview respondents who were familiar with the **PPU** believe that it is **not adequate** or that it needs to be updated

» A **significant number of people** who live/own property in Griffintown **are not eligible to vote**

» There is a **lack of community organizations** in Griffintown

» The **ongoing construction** is a nuisance which affects residents' quality of life and a **deterrent to mobility** in the area

» Development contracts have **not** been used to provide services and amenities such as community spaces

» Some of the requirements in development contracts are very **vague** and do not guarantee fulfillment of objectives (ex: plan for the promotion of active and public transit)

» **Financial guarantees** go into a general fund for the City that **does not directly provide for the benefit** it originally intended to fulfill

» Developers often **opt to pay** the financial guarantee **instead of providing certain benefits**, as it is often a cheaper alternative

» **A lack of coordination among public decision makers** in the planning and provision of public amenities and services

6.2 Summary

While Griffintown is growing at a significantly faster pace than other neighborhoods in the Southwest Borough and is bringing in more revenue due to its growth, it has significantly less amenities and services compared to the other neighbourhoods in the Borough. While residents' access to private amenities and public parks is adequate, access to community spaces, primary schools, and CLSCs is particularly lacking in the neighbourhood. The lack of public amenities and services along with the lack of affordable housing units make the neighbourhood increasingly inaccessible to families. If densities continue to increase without the amenities and services needed for existing and new residents, a complete community cannot be achieved.

Whereas the Griffintown PPU promotes the use of PPCMOI as a tool to capture community benefits from private developers while allowing

variances to the zoning bylaws, it has not been used to its full potential, as only two of the thirteen development contracts analyzed successfully provided some type of tangible benefit for the community. Further, while the PPU suggests coordinating public amenities and services with various responsible City departments, the accessibility analysis and interviews suggest a lack in coordination and delivery. The absence of a strategy to identify current and future needs in relation to new developments is partially responsible for these shortcomings and reduces the City's ability to negotiate benefits in development processes.

In light of these findings, we offer some recommendations (section 7.0) to improve the planning tools and the quality of life for all residents of Griffintown.

7.0 Recommendations

From the accessibility analysis, the resident survey, and the development contract analysis, we were able to assess the strengths and weaknesses in the current planning tools that guide the provision of neighbourhood amenities and services in Griffintown. Based on these key findings, we have come to two main conclusions:

1. Existing development tools have not been used effectively to meet the goals set out by the PPU and secure the needed community benefits for Griffintown.
2. Existing development tools are inherently inadequate to provide the required neighbourhood amenities and services in Griffintown.

Therefore, our recommendations correspond to how existing development tools (i.e., PPU and PPCMOI) can be used to better secure community benefits and to how the development tools themselves can be improved in order to increase their potential in securing community benefits.

Improve the use of development tools to secure community benefits

- » Revise and update the PPU every 5 years with an OCPM hearing to make adjustments to the vision as the need is created or foreseen with the increase in population
- » Prioritize coordination with different public services departments to improve the negotiation process with developers for the inclusion of public amenities and services in upcoming projects (specifically, CLSCs, primary schools, CPEs, and community/cultural centres)
- » Ensure future developments along the Canal prioritize public access (e.g. height limitation, smaller lot divisions, etc.)
- » Increase wayfinding signage to make sure the public is aware that they have access through private developments
- » Improve public green space along the eastern portion of the Lachine Canal
- » Promote car rental and/or car sharing options for out-of-city trips to further reduce car ownership
- » Ensure future developments include larger, more affordable 3 or more-bedroom units to accommodate families
- » Require construction impact mitigation strategies for mobility, noise, and dust that are regularly evaluated for efficacy throughout the construction process

Improve the inherent structure of development tools

- » Develop a standard approach in identifying community benefit requirements directly in relation to increased densities or number of dwelling units to improve consistency and transparency in development negotiations
- » Include residents and community coalitions in the development negotiation processes and in the identification of potential benefits acquired
- » Ensure that the benefits that are provided are geographically sensitive, serving the areas on which the increases in densities are going to have an impact
- » Ensure that when spaces can only be temporary, that deadlines for their accommodation coincide with plans to secure permanent infrastructure
- » Give developers a cash-in-lieu option for each requirement to ensure that the community benefits are being captured either by the developers or by the City
- » Ensure that the amounts specified in the financial guarantee correspond directly to the costs of the benefits with which they are associated, and that when they are paid, they go directly into fulfilling the proposed benefit instead of a general fund
- » Require an annual report on how the financial guarantees from different developments have been used
- » Require all residential developments over 10 units to provide community benefits regardless of whether they request variances or not

Note: There are different types of negotiation tools to better acquire community benefits. For example, Ontario uses tools such as Density for Benefits Agreements (DBA), Development Charges (DC), Community Benefit Charges (CBC), and Community Benefit Agreements (CBA). More information can be found in [Appendix D](#).

Recommended locations for new amenities and services

The following maps can be used to identify the best locations for new amenities and services based on access to populations and connectivity of the street network.

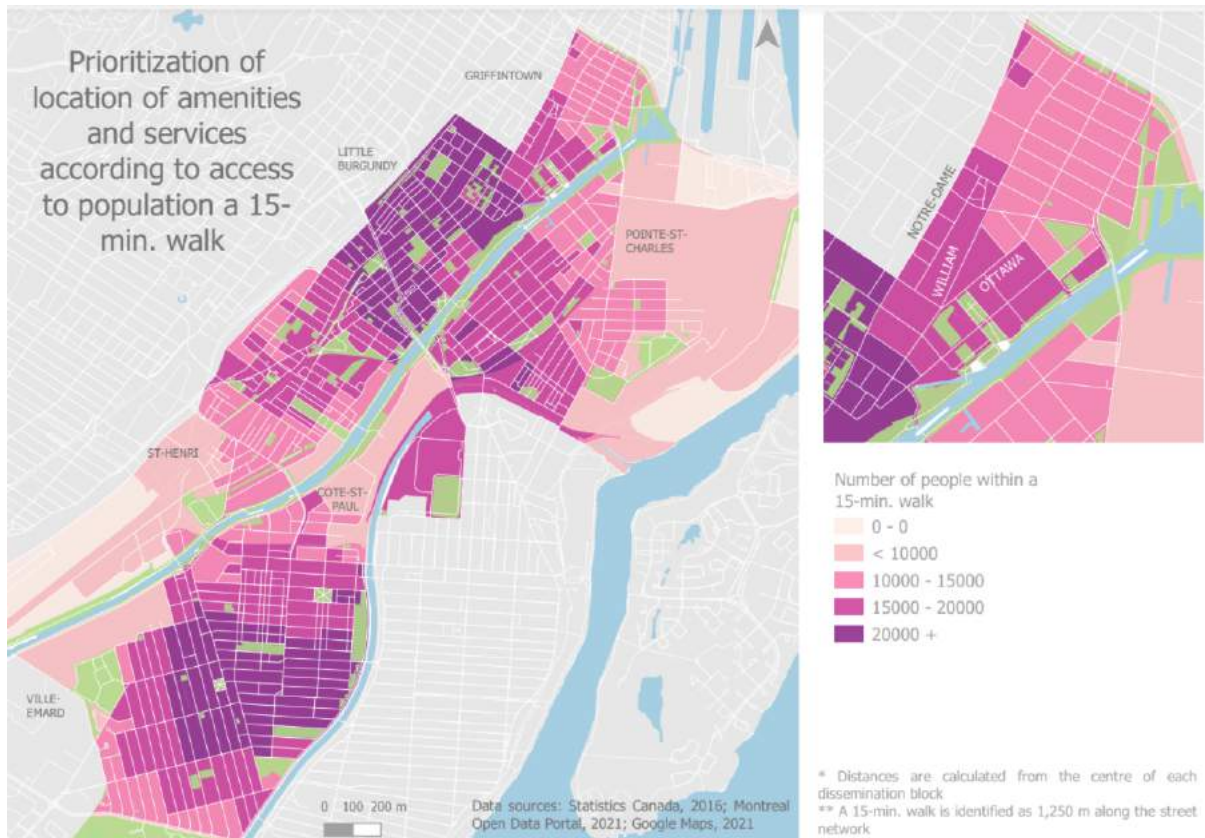


Figure 17. Areas most connected to populations, best for new amenities and services

The connection to population analysis identified which blocks could access the greatest number of people within a 15-minute walk. Population estimates were calculated using 2016 census data, which limits its applicability given Griffintown's population increases.

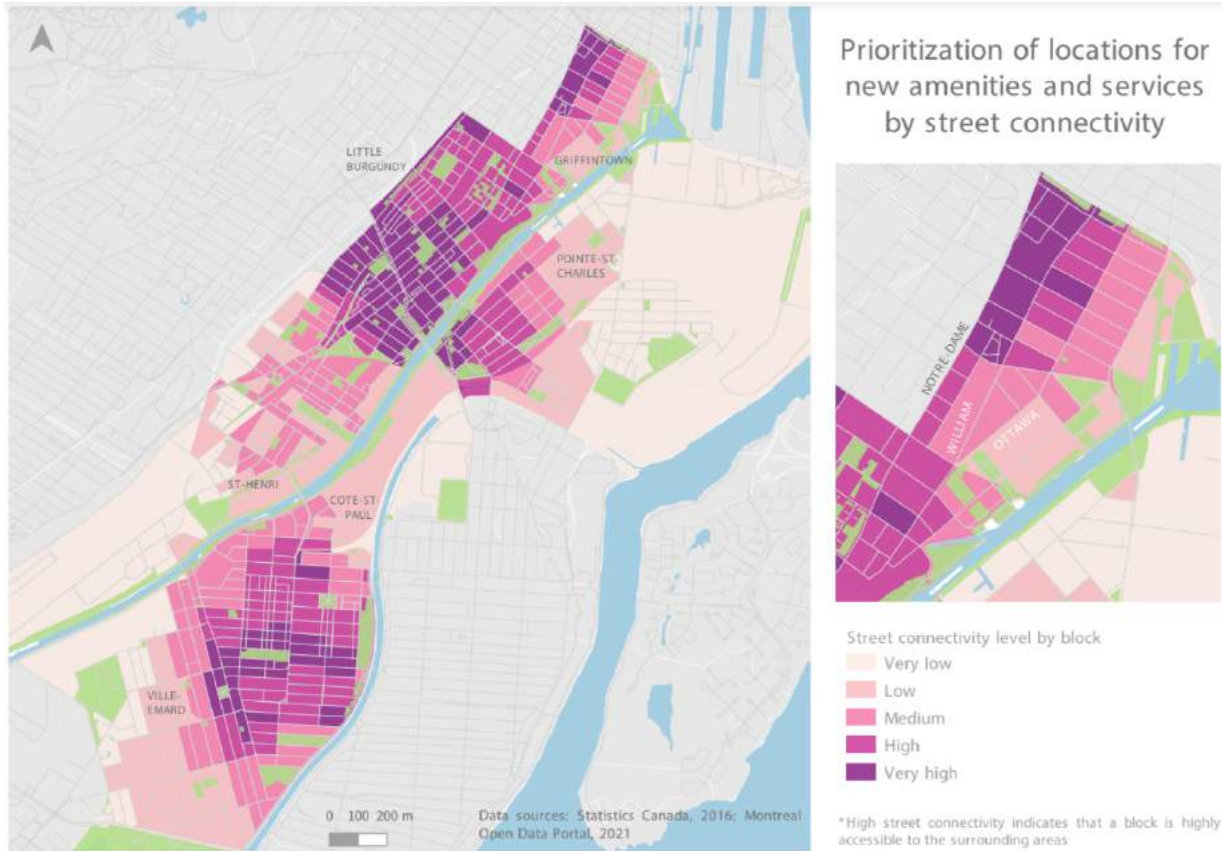


Figure 18. Suggested areas for new amenities and services based on level of street connectivity

The street connectivity analysis relies solely on current street connectivity instead of combining population statistics with connectivity. This allows for the identification of potential locations without being limited by outdated population estimations. The analysis complements the PPU designations for secondary commercial hubs (Figure 20), as all the designations fall within highly connected areas.

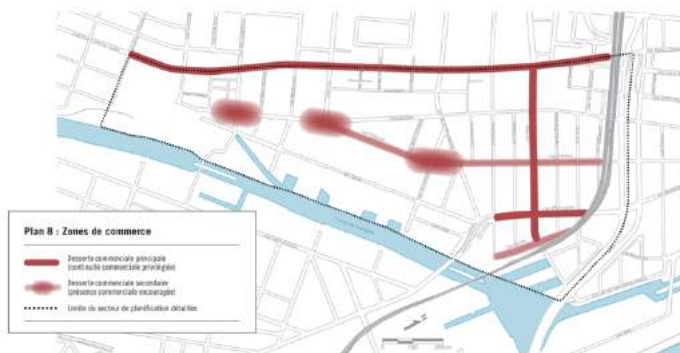


Figure 19. PPU designation of secondary commercial hubs

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Appendix A: Sud-Ouest Demographics

Tableau 1 - Répartition et évolution de la population, 2006-2016

Territoire	Répartition et évolution de la population, 2006-2016				
	2006			Taux d'accroissement (%)	
	nb	2011	2016	2011-2016	2006-2016
Ville-Émard	13 990	13 670	13 965	2,2	-0,2
Côte-Saint-Paul	16 325	16 570	16 565	0,0	1,5
Pointe-Saint-Charles	14 025	13 920	14 915	7,1	6,3
Saint-Henri	14 815	15 815	17 055	7,8	15,1
La Petite-Bourgogne	10 225	10 045	10 850	8,0	6,1
Griffintown	755	1 815	5 700	214,0	655,0
Le Sud-Ouest	68 755	71 540	78 150	9,2	13,7
Saint-Paul-Émard			35 535		
St-H-P-B-Pte-St-C			42 615		
Montréal (V)				3,3	5,2
Québec				3,3	8,2

Sources : Statistique Canada, Recensements 2006, 2011 et 2016

Tableau 36 - Personnes âgées de 25 à 64 ans selon le plus haut certificat, diplôme ou grade, 2016

	Population totale de 25 à 64 ans selon le plus haut certificat, diplôme ou grade, 2016										
	Sans diplôme d'études secondaires		Diplôme d'études secondaires		Diplôme d'une école de métiers		Diplôme d'études collégiales		Grade universitaire		Total
	nb	%	nb	%	nb	%	nb	%	nb	%	nb
Ville-Émard	1 275	16,1	1 595	20,2	1 130	14,3	1 330	16,8	2 595	32,8	7 915
Côte-Saint-Paul	1 455	14,8	1 990	20,3	1 340	13,7	1 695	17,3	3 315	33,8	9 800
Pointe-Saint-Charles	1 320	14,2	1 425	15,3	975	10,5	1 355	14,6	4 235	45,5	9 310
Saint-Henri	1 130	9,9	1 635	14,3	995	8,7	1 870	16,3	5 825	50,8	11 460
La Petite-Bourgogne	680	11,4	1 050	17,7	470	7,9	905	15,2	2 835	47,7	5 940
Griffintown	90	2,1	380	8,7	170	3,9	610	13,9	3 140	71,6	4 385
Le Sud-Ouest	5 945	12,4	7 970	16,6	5 065	10,5	7 655	15,9	21 460	44,6	48 090
Variation 2011-2016	-19,2		5,5		1,7		18,9		28,8		11,8
Variation 2006-2016	-30,2		-4,6		1,2		33,6		67,1		16,8
Saint-Paul-Émard	3 115	15,0	4 040	19,4	2 870	13,8	3 490	16,8	7 270	35,0	20 785
St-H-P-B-Pte-St-C	2 830	10,4	3 930	14,4	2 190	8,0	4 160	15,2	14 190	52,0	27 300
Montréal (V)		11,3		16,9		11,8		16,5		43,5	
Québec		13,3		18,5		19,8		19,0		29,4	

Sources : Statistique Canada, Recensement 2011, Enquête nationale auprès des ménages 2011 et Recensement 2016

Tableau 45 - Population active occupée totale de 15 ans et plus selon certains modes de transport, 2016

	Population active occupée totale de 15 ans et plus selon certains modes de transport, 2016							
	Automobile				Transport en commun		À pied ou à bicyclette	
	Conducteur		Passager		Nb	%	Nb	%
Ville-Émard	2 665	44,1	195	3,2	2 590	42,9	565	9,4
Côte-Saint-Paul	3 420	45,0	245	3,2	3 240	42,7	585	7,7
Pointe-Saint-Charles	2 665	38,3	160	2,3	2 875	41,3	1 205	17,3
Saint-Henri	3 335	36,5	160	1,7	4 105	44,9	1 440	15,7
La Petite-Bourgogne	1 425	35,4	125	3,1	1 555	39,4	830	20,6
Griffintown	1 440	37,7	75	2,0	700	18,3	1 590	41,6
Le Sud-Ouest	14 695	39,7	945	2,6	14 965	40,4	6 045	16,3
Variation 2011-2016	16,1		13,8		12,9		31,7	
Variation 2006-2016	17,4		-28,1		22,3		69,4	
Saint-Paul-Émard	7 095	44,3	495	3,1	6 790	42,4	1 465	9,2
St-H-P-B-Pte-St-C	7 590	36,1	455	2,2	8 175	38,9	4 680	21,8
Montréal (V)		47,2		2,9		36,5		12,5
Québec		74,6		3,6		13,7		7,1

Sources : Statistique Canada, Recensements 2006 et 2016, et Enquête nationale auprès des ménages 2011

Appendix B: Accessibility analysis methodology and maps

Methodology: Accessibility analysis

Acquisition of amenities and services data

- » Groceries: Geindex food services (extracted markets, fruits and vegetable stores, grocery stores)
- » Affordable daycares (CPEs): Google Maps
- » Primary schools: Geindex dataset on all education institutions (extracted primary schools)
- » Outdoor public space: Montreal Open Data Portal
- » Playgrounds: Montreal Open Data recreation facilities (extracted “Aires de jeux” for children under 12)
- » Sports and recreation hubs: Montreal Open Data recreation facilities (extracted fields, courts, pools, etc. and reduced into ‘hubs’)
- » Clinics and CLSCs: Geindex health services (extracted medical clinics and CLSCs)
- » Pharmacies: Google Maps
- » Indoor community spaces: City of Montreal
- » Montreal roads: Statistics Canada
- » Montreal Dissemination Blocks: Statistics Canada

Accessibility analysis (GIS software)

- » Count points in polygon function to establish how many amenities and services are in each Dissemination block in Montreal
- » Origin-Destination matrix function to determine the distance between the centre of each Dissemination Block to the centre of every other Dissemination Block
- » Extract all distances that are 1,250 m and under (average distance covered in a 15-minute walk)
- » Sum the total accessible amenities and services and by category as well as populations for each Dissemination Block

Connected areas analysis for future amenities and services (GIS software)

- » Service area function to determine the possible distances that can be covered in 1,250 m from the centre of their Dissemination Block

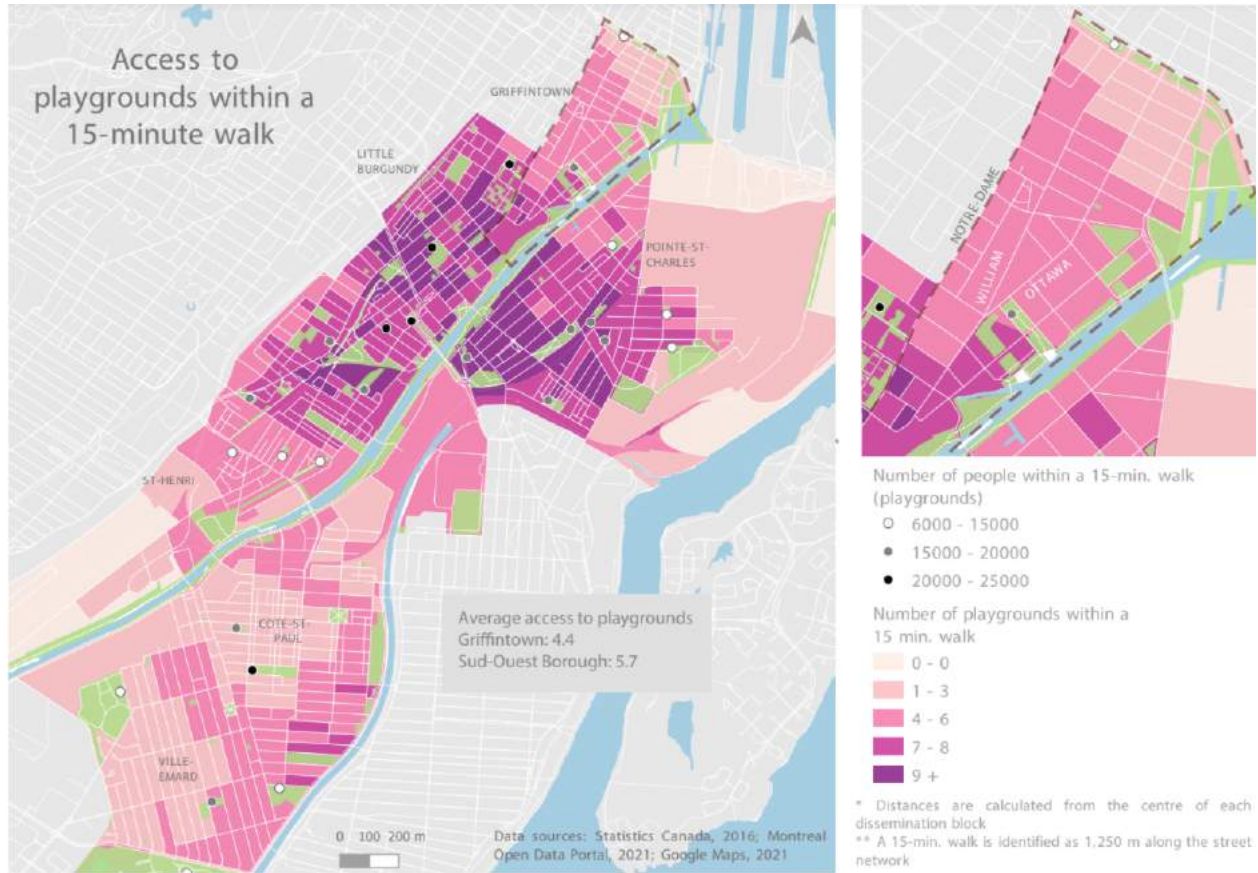


Figure 20. Access to playgrounds within a 15-minute walk for the Sud-Ouest Borough

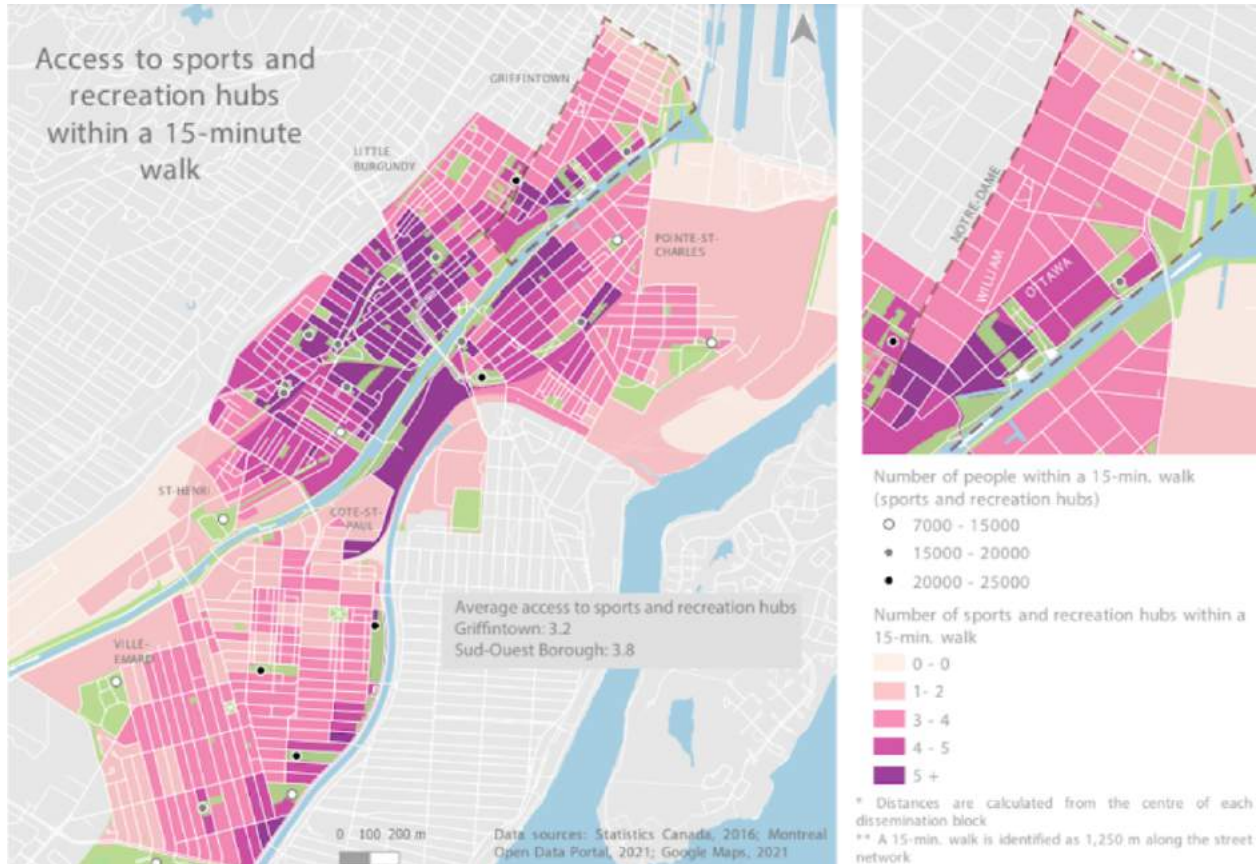


Figure 21. Access to sports and recreation hubs within a 15-minute walk for the Sud-Ouest Borough

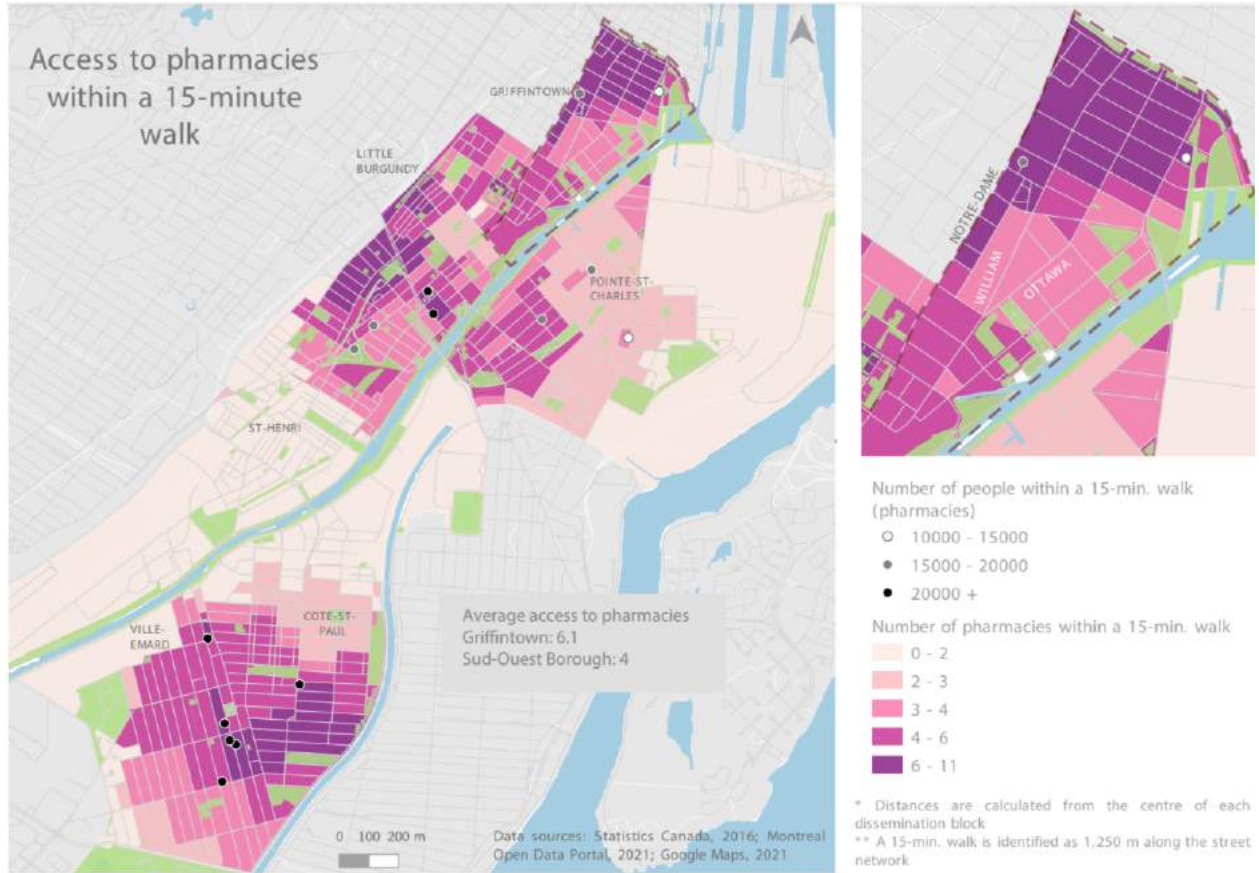


Figure 22. Access to pharmacies within a 15-minute walk for the Southwest Borough

Appendix C: Development contracts summary

	A		B		C		D	
	Les Bassins (2009)		Project Griffintown II (2010)		50 des Seigneurs (2012)		291 de la Montagne (2012)	
	bylaw	project	bylaw	project	bylaw	project	bylaw	project
land use	I4A, C7A, C2C32 (west) I4A, C62A, C7A, C2C (east)	(+H7)	C2C, I3, H (west), C5C, I3, H (east)	-	industrial; storage	family housing; C2	C2C, I3, H6	family housing, family commerce, collective equipment and institutional
FAR	max 4.5 (west), max 3.0 (east)	-	max 10.5	-	max 6	max 6 on lot 1 and 4.8 on lot 2	max 3.5	max 4.1 on lot 1 & 4.6 on lot 2
number of units	n/a	-	no max	-	n/a	484 projected	12 to 36 units	434 projected
height	max 20m (west), max 12.5m (east)	-	max 60m (west), max 70 (east)	max 70	max 20m	max 25m on lot 1 and 31m on lot 2 (except up to 44 m on max 15% of lot 2)	max 25m	max 25m
Δ residential units (#)	2 000		n/a		484		398	
Δ height (m)	-		10		5 to 22		-	
Δ FAR	-		-		-		0.6 to 1.1	
tangible community benefits (landscaping and greenspace; non-residential land use; family housing)	land transfer for public park; daycare; community space		land transfer for public park; building transfer for public use		min 10% of units with 3+ bedrooms; include two-storey ground floor units		semi-public square; playground; community space; include 30 two-storey ground floor units	
	required	received	required	received	required	received	required	received
social & community housing	n/a	20% on site	n/a	18.7% on site	15% on site	15% on site	15% on site	15% on site
affordable housing	n/a	10% on site	n/a	18.7% on site	15% on site	15% on site	15% on site	15% on site

E		F		G		H		I	
1130 William (2015)		280 de la Montagne (2017)		335 Guy (2017)		370 des Seigneurs (2018)		1999 William (2018)	
bylaw	project	bylaw	project	bylaw	project	bylaw	project	bylaw	project
C2C, E4(3), I3	E4(3)	C2, I3, H6	C2, H7 (residential, 36+ units)	C2, I3, H6	H7, C4	C2, I3, H6	H, C2, cafe-terrace	C2C, I3(1), H6	H7 (family housing)
max 3.5	max 6	max 3.5	max 5	max 3.5	max 4.95	max 3.5m	max 5.5	max 3.5	max 5.1
n/a	n/a	12 to 36 units	max 79 units	12 to 36 units	max 220 units	12 to 36 units	max 118 units	12 to 36 units	186 projected
max 16m	max 25m	max 16m	max 25m	max 16m	max 35m	max 16m	max 25m	max 16m	max 25m
	n/a		43		184		82		150
	9		9		19		9		9
	2.5		1.5		1.45		1.5		1.6
	semi-public square		-		collective garden for urban agriculture; daycare; min 10% of units with 3+ bedrooms; include two-storey ground floor units		include 4 two-storey ground floor units		min 10% of units with 3+ bedrooms with min 30% as two-storey ground floor units
required	received	required	received	required	received	required	received	required	received
n/a	n/a	NONE	500 000\$	15% on site	60 units on site	16 500\$ x 15%	17 000\$ x 30%	16 500\$ x 15%	765 000\$
n/a	n/a	NONE	20% on site	15% on site	20% on site	10% on site	20% on site	10% on site	20% on site

J		K		L		M	
287 Eleanor (2021)		300 Young (2021)		1957 Hunter (2021)		W-P-O-M (2021)	
bylaw	project	bylaw	project	bylaw	project	bylaw	project
C2C, E4(3), I3	C2C, rooftop cafe-terrace	C2C, E4(3), I3	H7, C2C	C2C, I3(1), H6	H7	C2C, E4(3), I3	H7 (+C2C for lots A and C)
max 3.5	max 5.5	max 3.5	max 5	max 3.5	max 4.5	max 4.5 on A and C, max 3.5 on B	max 8.5 on lot A; 4.5 on lot B; 8.75 on lot C
n/a	n/a	n/a	max 70 units	12 to 36 units	max 165 units	n/a	max 140 units on lot A; 160 lot B; 250 lot C
max 16m	max 25 m	max 16m	max 25m	max 16m	max 20 m	max 25m on A and C, max 16 on B	max 44m on A and C, max 25m on B
	n/a		70		129		550
	9		9		4		9 to 19
	2		1.5		1		1 to 4.25
	daycare			min 20% of units with 3+ bedrooms; include 15 two-storey ground floor units		min 15% of units with 3+ bedrooms	
required	received	required	received	required	received	required	received
n/a	n/a	NONE	-	12.5% off site	off-site	17.6% off site	off-site
n/a	n/a	NONE	-	10% on site	?	15% on site	?

Appendix D: Development tools in Ontario

There are a variety of different tools used in Ontario to acquire community benefits through development agreements. Four different tools used in the Province were analysed in terms of strengths and weaknesses: Density for Benefit Agreement (DBA), Development Charges (DCs), Community Benefit Charges (CBCs), and Community Benefit Agreements (CBAs).

Density for Benefit Agreement (DBA)

Density for Benefit Agreements (DBAs) are negotiations made to allow variances in zoning by-laws in regards to buildings heights and densities in exchange for community benefits. In Ontario, DBAs are covered in Section 37 of the Ontario Planning Act. When developers request a variance over a specified amount, they become subject to provisions outlined in Section 37 such as community services and facilities to accommodate new growth. Furthermore, these benefits outlined in Section 37 greatly resemble the PPCMOI as it lists possible benefits such as heritage preservation, public art, childcare, affordable housing, recreation centres, and space for nonprofits. Similarly to the PPCMOI, there are no formulas for determining the quantity or type of benefits to be acquired in exchange for variances, leaving room for discretion and inconsistency. Where it differs, however, is developers may opt to either provide the service themselves (in-kind) or provide the funds for the City to develop it themselves (cash-in-lieu). If the developer opts to provide cash-in-lieu, the money is used directly by the City to provide that benefit instead of going into a general account. Approximately 55% of developers in Toronto provide in-kind benefits, and 45% pay cash-in-lieu instead. Another major difference in the tool is its inclusion of a public consultation process to identify potential benefits to be acquired from new developments. The PPCMOI, in contrast, relies on the planning team, elected officials, and the urban planning advisory committee or *comité consultatif d'urbanisme* (CCU) instead. Finally, benefits must be in close geographic proximity to the new developments in order to adequately provide gaps in amenities and services, whereas benefits provided through the PPCMOI for developments in Griffintown, for example, can be provided in other neighbourhoods within the Sud-Ouest Borough.

Strengths of DBAs

- » Flexibility in the benefits can that be acquired in exchange for variances
- » Flexibility in allowing developers the option to provide for the benefit or to pay for it instead
- » If a developer opts to pay cash-in-lieu instead of in-kind contributions, the cash is used directly to provide the benefit so that it is fulfilled regardless of the developer's decision

Weaknesses of DBAs

- » If no variances are requested, no benefits can be acquired
- » Because there is no specific formula for how to calculate benefits in relation to variances, there can be a lack of consistency and transparency

- » While the developer may cover capital costs for infrastructure, the City must be capable of maintaining operational costs
- » Extra costs often increase housing prices instead of reducing developer profit

Development Charge (DC)

Development Charges (DCs) are fees that are required for most new developments to contribute to the additional costs of infrastructure to accommodate increased densities. They are not restricted to developments requesting zoning variances. Previously, DCs were commonly used to provide for engineered services (ex: roads, sanitary sewers, stormwater management), however, many have been reformed to include both engineered services as well as general services (ex: libraries, parks, child care).

In Toronto, DCs are calculated by total units for residential developments (table D1) and by total area for non-residential developments (table D2). The fees collected are divided up in a fixed manner, with specific percentages dedicated to specific services. The top three service spending categories for fees collected for non-residential developments are transit, subway extensions, and parks and recreation (table D2). The top three service spending categories for fees collected for residential developments are transit, parks and recreation, and subsidized housing (table D1) DCs do not fully cover the costs of services required to accommodate increased densities, the remainder is funded through other tools such as DBAs.

CITY OF TORONTO

RESIDENTIAL DEVELOPMENT CHARGES RATES
\$ PER DWELLING UNIT OR DWELLING ROOM

EFFECTIVE NOVEMBER 1, 2020

Service	Residential Charge By Unit Type						Percentage of Charge
	Singles & Semis	Multiples 2+ Bedrooms	Multiples 1 Bed and Bach.	Apartments 2+ Bedrooms	Apartments 1 Bed and Bach.	Dwelling Room	
Spadina Subway Extension	\$2,733	\$2,259	\$1,133	\$1,600	\$1,044	\$741	3.13%
Transit (balance)	\$30,473	\$25,188	\$12,636	\$17,839	\$11,643	\$8,256	34.91%
Parks and Recreation	\$11,224	\$9,277	\$4,654	\$6,570	\$4,289	\$3,042	12.86%
Library	\$1,970	\$1,629	\$817	\$1,153	\$753	\$534	2.26%
Subsidized Housing	\$5,915	\$4,889	\$2,453	\$3,462	\$2,260	\$1,603	6.78%
Shelter	\$991	\$819	\$411	\$580	\$379	\$269	1.13%
Police	\$1,167	\$965	\$484	\$683	\$446	\$316	1.34%
Fire	\$483	\$399	\$200	\$283	\$185	\$131	0.55%
Paramedic Services	\$543	\$449	\$225	\$318	\$207	\$147	0.62%
Development-related Studies	\$552	\$456	\$229	\$323	\$211	\$150	0.63%
Civic Improvements	\$264	\$218	\$109	\$155	\$101	\$72	0.30%
Child Care	\$829	\$685	\$344	\$485	\$317	\$225	0.95%
Health	\$9	\$8	\$4	\$5	\$4	\$3	0.01%
Pedestrian Infrastructure	\$54	\$45	\$22	\$32	\$21	\$15	0.06%
Subtotal General Services	\$57,207	\$47,286	\$23,721	\$33,488	\$21,860	\$15,504	65.5%
Roads and Related	\$13,947	\$11,528	\$5,783	\$8,164	\$5,329	\$3,780	15.98%
Water	\$5,203	\$4,301	\$2,157	\$3,046	\$1,988	\$1,410	5.96%
Sanitary Sewer	\$8,449	\$6,983	\$3,503	\$4,946	\$3,228	\$2,290	9.68%
Storm Water Management	\$2,493	\$2,060	\$1,034	\$1,459	\$953	\$676	2.86%
Subtotal Engineered Services	\$30,092	\$24,872	\$12,477	\$17,615	\$11,498	\$8,156	34.5%
TOTAL CHARGE PER UNIT	\$87,299	\$72,158	\$36,198	\$51,103	\$33,358	\$23,660	100.0%

Table D1. Residential development charges rates \$ per dwelling unit or dwelling room for the City of Toronto

CITY OF TORONTO

NON-RESIDENTIAL DEVELOPMENT CHARGES RATES
\$ PER SQUARE METRE

EFFECTIVE NOVEMBER 1, 2020

Service	Development Charge	Percentage of Charge
Spadina Subway Extension	\$17.18	3.88%
Transit (balance)	\$191.90	43.31%
Parks and Recreation	\$9.11	2.06%
Library	\$1.60	0.36%
Subsidized Housing	\$0.00	0.00%
Shelter	\$0.00	0.00%
Police	\$7.36	1.66%
Fire	\$3.05	0.69%
Paramedic Services	\$3.42	0.77%
Development-related Studies	\$3.48	0.79%
Civic Improvements	\$1.66	0.38%
Child Care	\$5.22	1.18%
Health	\$0.05	0.01%
Pedestrian Infrastructure	\$3.31	0.75%
Subtotal General Services	\$247.34	55.83%
Roads and Related	\$90.29	20.38%
Water	\$34.81	7.86%
Sanitary Sewer	\$54.59	12.32%
Storm Water Management	\$16.01	3.61%
Subtotal Engineered Services	\$195.70	44.17%
TOTAL CHARGE PER SQUARE METRE	\$443.04	100.00%

NOTE: Non-residential development charges are applicable to the non-residential gross floor area located on the ground floor only.

Table D2. Non-residential development charges rates \$ per square meter for the City of Toronto

Strengths of DCs

- » Formal list and percentages increases transparency and predictability of process
- » Consistent requirements reduces the advantage that experienced developers may have in negotiating agreements
- » Benefits can be requested without approving zoning variances in exchange

Weaknesses of DCs

- » The percentages allocated by service are fixed, reducing flexibility to accommodate for diversity in developments and in local needs
- » The list of eligible services is fixed, reducing flexibility to accommodate for diversity in developments and local needs
- » Extra costs often increase housing prices instead of reducing developer profit
- » While the developer may cover capital costs for infrastructure, the City must be capable of maintaining operational costs

Community Benefit Charge (CBC)

The Community Benefit Charge (CBC) is a relatively new tool whose objective, in Toronto, is to either replace the DBA too (Section 37) and complement the DC tool. Unlike with DBAs, the CBC is not limited to developments seeking variances, however, it is limited to residential developments over a specific size. It requires a maximum 4% fee on land value pre-development that goes towards a general fund for infrastructure and services improvements. Similar to DCs, there is a fixed list of possible services that the fees can be used for. However, unlike with DCs, there are no fixed percentages for different service categories, allowing for increased flexibility in spending. The City, however, must provide several reports such as estimated increases in required facilities and services related to developments, identification of existing excess capacities, and capital costs necessary to provide these services. Developers may opt to provide for the service themselves for a reduction in required fees. Finally, CBCs require municipalities to report on progress updates on how the funds are being used. As its implementation is not required until 2022, there is little data in regards to its efficacy

Strengths of CBCs

- » Percentage cap allows for increased predictability for cities and developers
- » A list of eligible services instead of fixed percentages that can be devoted to different service categories increases flexibility to accommodate for diversity in developments and community needs
- » Expands the residential developments eligible to be subjected CBCs
- » Progress updates increase transparency
- » While the developer may cover capital costs for infrastructure, the City must be capable of maintaining operational costs
- » Benefits can be requested without approving zoning variances in exchange

Weaknesses of CBCs

- » Costs of increased services may not correspond to land values
- » Fixed fee caps may reduce ability to accommodate diverse needs - developments with higher densities would pay the same fees as those with lower densities as long as the land value was the same
- » Extra costs often increase housing prices instead of reducing developer profit
- » Commercial buildings are not eligible for benefit provision requests

Community Benefit Agreement (CBA)

The Community Benefit Agreement tool, used in Toronto and Vancouver, bolsters the role of community coalitions in the development agreement negotiation processes. The aim is to benefit those who are not benefiting directly from the development itself and to ensure that the development does not diminish quality of life. In Toronto, this is typically through the implementation of employment and training opportunities, affordable housing, and community and environmental improvements (ex: green space, daycares, land trusts, incubators for new enterprises, and environmental mitigations). There are three major stakeholders in this process: government officials, developers, and community coalitions. The government officials use their role to access leverage such as tax deferrals and other subsidies, developers seek to minimize costs, maximize profits, and to deliver projects quickly, and community coalitions are established groups that develop positions on issues to inform development. A key difference in this tool compared to DCs and CBCs is the community involvement in the identification of goals for the negotiation process.

Strengths of CBAs

- » Inclusion of community coalitions in the development process
- » Flexibility in the scope of benefits that can be negotiated can accommodate diversity in needs
- » Transparency and accountability in spending of funds and progress of developments

Weaknesses of CBAs

- » Community groups may not have consensus on all issues
- » Active community groups may not be established in all districts
- » Implementation requires local political will and resources