

2.4



# 2.4

## Dynamic, accessible and diversified employment areas

The City is taking the necessary measures and acquiring the appropriate means to support the adaptation of its economy and therefore increase the competitiveness of the metropolis. After losing many jobs in the traditional manufacturing industries over the past decades, Montréal is making major gains in several sectors of the knowledge economy, notably in business services, medium- and high-tech manufacturing as well as in arts and media. The preparation of a Stratégie de développement économique (Economic Development Strategy) seeks to support the development and diversification of the economy in order to increase the collective wealth and improve Montrealers' quality of life.

In accordance with this Strategy, the Master Plan recognizes the increasing role that the quality of the urban setting plays in retaining and attracting businesses. In this respect, Montréal's main assets are the Central Business District's prestige as a place of meeting and exchange, the dynamism of its institutions, particularly in the field of research and the quality and diversity of the industrial and residential areas of the City. Whether by improving the living environment or developing the Centre's assets, the Master Plan provides for various actions that will contribute to Montréal's economic development.

The Plan sets forth three objectives that relate more specifically to the development of employment areas:

- 8 Consolidate employment areas by attracting dynamic firms and improving transportation links.
- 9 Diversify and reinforce activities at the Centre's periphery in order to support the more intensive use of existing infrastructure.
- 10 Promote the development of major institutional employment areas while ensuring their integration with the urban fabric.

Actions aimed at developing the Central Business District and Montréal's Centre more generally, which form the main employment node of the City, are covered in Objective 5.

## THE ECONOMIC DEVELOPMENT STRATEGY

The City has undertaken the development of a Stratégie de développement économique (Economic Development Strategy), slated for adoption before the end of 2004. This project follows a consensus reached at the June 2002 Montréal Summit, where it was identified as a priority.

The City would like to assume a new role, larger and more dynamic, required by the evolution of its environment. Creating a competitive business market and supporting the transformation of the economic structure and the development of companies are objectives for every metropolis in North America working to keep pace with market forces.

The strategy identifies interventions to be pursued by the Ville de Montréal which will offer concrete support to specific enterprises and the wider business community, pursue the support of other levels of government, reinforce its many partnerships and help it fully and actively participate in the economic development organizations of which it is a member.

### A vision of Montréal's economic position

- Montréal, an international metropolis, a city of knowledge and innovation, oriented towards technology, a metropolis of culture and a festive city where people want to live and do business.

### Main strategies:

- Reinforce Montréal as a metropolis of knowledge and innovation, the only way to maintain a dynamic, wealth-creating economy.
- Support the development of strategic sectors of the economy, particularly those working in new technologies.
- Encourage productivity growth in companies.
- Reinforce Montréal's outreach as a city of culture, supporting the creators and industries of culture and entertainment.
- Maintain a high level of quality and safety throughout the Centre and the City's boroughs.
- Make Montréal a city that is open for business.

### Main objectives:

- Improve the standard of living: Be among North America's leading cities in this matter by 2025.
- Accelerate the growth and improve the quality of life by establishing partnerships with other governments to:
  - Invest in infrastructure to accelerate the pace of economic growth;
  - Share the revenues created by growth;
  - Ensure continued growth with continual reinvestment.

### Main intervention priorities:

The City's action plan is centered on five priorities, each of which lead to a set of measures to be implemented over a three-year timespan:

- 1 – Montréal, a city open for business
- 2 – An accelerated enhancement of assets
- 3 – A business support network
- 4 – Support for strategic sectors
- 5 – Promotion of Montréal's advantages

## Jobs by employment sector, Montréal 2001

	CMA number of jobs	percentage	City number of jobs	percentage
Manufacturing	283,350	17.5%	194,485	17.5%
Wholesale commerce, transportation and warehousing	189,320	11.7%	132,145	11.9%
Consumer services	385,890	23.8%	237,310	21.3%
Finance, insurance and real estate	107,490	6.6%	83,235	7.5%
Business services	190,910	11.8%	151,205	13.6%
Public services, education and health care	376,215	23.2%	256,960	23.1%
Information technology and culture	39,105	2.4%	35,450	3.2%
Other sectors*	50,450	3.1%	22,000	2.0%
Total, all sectors	1,622,710	100.0%	1,112,820	100.0%

\* Including primary industry and construction

Source: Statistics Canada Census 2001, Custom Product - Workplaces

## EMPLOYMENT AREAS MAP



The areas shown on the Employment Areas Map (Map 2.4.1) are essentially devoted to employment activities. Home to industrial activities and linked to major road, rail and port facilities, the employment areas are generally not appropriate for housing development. Therefore, the Master Plan allows mixed uses only in the Central Business District and in business and retail areas that present potential for residential development.

A number of other areas include both employment and housing uses, such as commercial arteries, former industrial areas undergoing conversion and sites that are well served by public transportation and for which the Plan favours intensification and a greater employment and housing mix.

Map 2.4.1 identifies seven types of employment areas based on their function and built form:

**The Central Business District:**

As the economic heart of the region, this district has the greatest concentration of jobs in the metropolitan area, including many activities in the expanding service sector. This area is characterized by high building density, ease of access by public transportation and an attractive urban environment composed of high-quality public places and buildings. Objective 5 of the Master Plan deals more specifically with the Central Business District.

**Business and retail areas:**

Located near major highway intersections, these areas are composed of shopping centres, large- and medium-sized stores and office buildings. Consisting mainly of one-storey commercial buildings and large parking lots, they have major redevelopment and densification potential, particularly through the insertion of office buildings. Some of these areas also display residential development potential, based on existing or projected public transportation infrastructure.



**Institutional employment areas:**

These areas house large metropolitan institutions that provide a substantial number of jobs in such fields as health care, higher education, sports or culture. These ensembles encompass institutions on their own contiguous sites or those spread out over several blocks, with both types designated as Major Institutional Facilities on Map 3.1.1. Many of these institutions include buildings of heritage interest, green spaces or land with development potential.

**Corporate areas:**

These offer a prestigious environment aimed at attracting industries and leading-edge services, including research activities and high-tech production. These areas, generally composed of multi-storey office buildings, include quality private and public facilities and could be densified in order to increase employment.

**Diversified employment areas:**

These are composed of various combinations of industrial, commercial or office activities. Some of the areas surrounding the Centre include multi-storied buildings with multiple occupancy potential. Other areas, such as those along major thoroughfares, are composed of single-use buildings of various sizes. Many of these areas have potential for increased employment and building density.

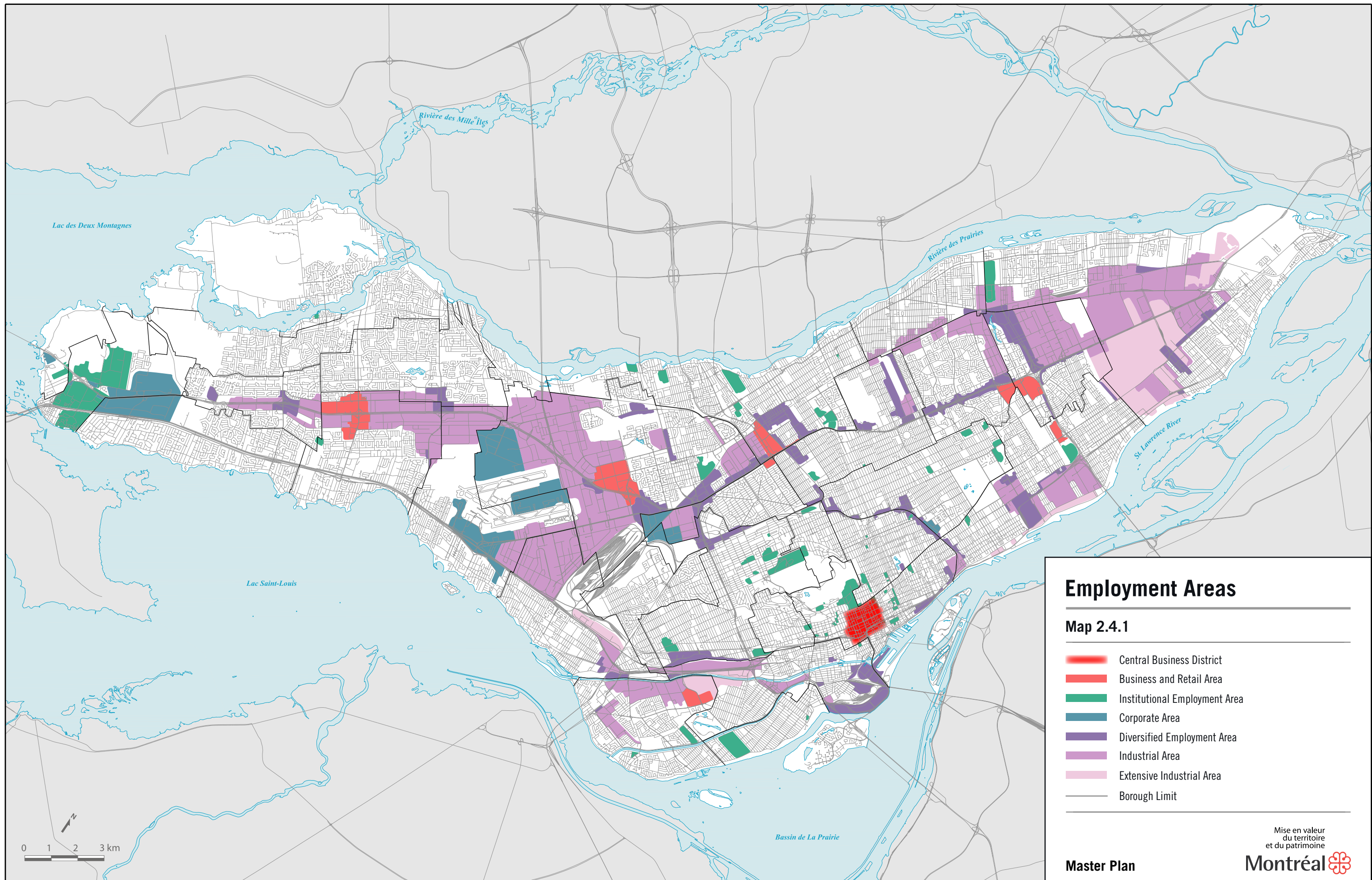
**Industrial areas:**

These encompass a variety of manufacturing firms, distribution activities, complementary businesses and business services. The areas surrounding the Centre are characterized by a rather high building density, with a number of multi-storey buildings. With a lower employment intensity, the industrial areas in the western and eastern portions of the Island have a lower density and the buildings are laid out in such a way as to allow exterior facilities: landscaped front yards, parking areas, storage, etc. They also generally have good road access.

**Extensive industrial areas:**

These areas of low-intensity employment are home to businesses that occupy large pieces of land, often because their processes involve exterior activities or outdoor warehousing. They require spatial segregation from residential areas and are directly connected to the highway network.





## Employment Areas

Map 2.4.1

- Central Business District
- Business and Retail Area
- Institutional Employment Area
- Corporate Area
- Diversified Employment Area
- Industrial Area
- Extensive Industrial Area
- Borough Limit

## objective

### Consolidate employment areas by attracting dynamic firms and improving transportation links

Concentrating at first around the port and the Lachine Canal, then next to the rail network, employment areas now tend to locate along the major highways that cross Montréal. Given their varying forms and specialities, they attract a variety of businesses.

The eastern and western employment areas of the City consist mainly of industrial areas presenting a substantial number of vacant lots, while other areas have a conversion potential that could allow them to renew their economic activities.

By defining the configurations and roles of City areas that are reserved for employment purposes and by clarifying development objectives, particularly for areas to be built or transformed, the Plan is creating favourable conditions for investment and reinvestment in Montréal.

In the interest of consolidating Montréal's territory with respect to its existing and projected transportation network, the Plan favours the redevelopment and the densification of business and retail areas. As major service nodes distributed throughout the City, they have potential for intensified service and office activities. To varying degrees, there are opportunities in these areas for reorganizing parking areas and for transforming the built form in order to improve the quality of the urban landscape.

The Master Plan prescribes changes to the road network that will improve the accessibility of employment areas, especially industrial ones. These improvements will open up new sites for development within underused or destructured areas.

To bolster the transformation of the City's economy, the Master Plan supports the revitalization and redevelopment of sites previously occupied by heavy industry or railyards. The rehabilitation of these sites will contribute to the renewal of the City as well as create added value for its economy.



# action 8.1

## Support the development of quality employment areas

The Master Plan aims to improve the architectural and urban quality of Montréal's employment areas in order to support the competitiveness of the City both regionally and internationally.

In accordance with a comprehensive vision for the new City, the Employment Areas Map identifies the areas reserved for economic activities by clarifying the desired uses and built form (see Map 2.4.1).

### Implementation measure

- Based on the Employment Areas Map, urban planning by-laws will identify the types of activities allowed, in accordance with the nature of the surroundings. They will also prescribe development standards and criteria, ensuring:
  - That activities are compatible and complementary, by segregating nuisance-producing uses;
  - An increased building density in areas with employment intensification potential, especially near certain metro and commuter train stations;
  - Quality architecture in harmony with local environments and respecting the general principles of consolidating and improving the built environment (see Objective 12).



## action 8.2

### Promote the densification and redevelopment of business and retail areas

Established near major highways, Montréal's six business and retail areas are occupied by shopping centres and office buildings as well as large- and medium-sized individual stores flanked by vast parking lots (see Employment Areas Map).

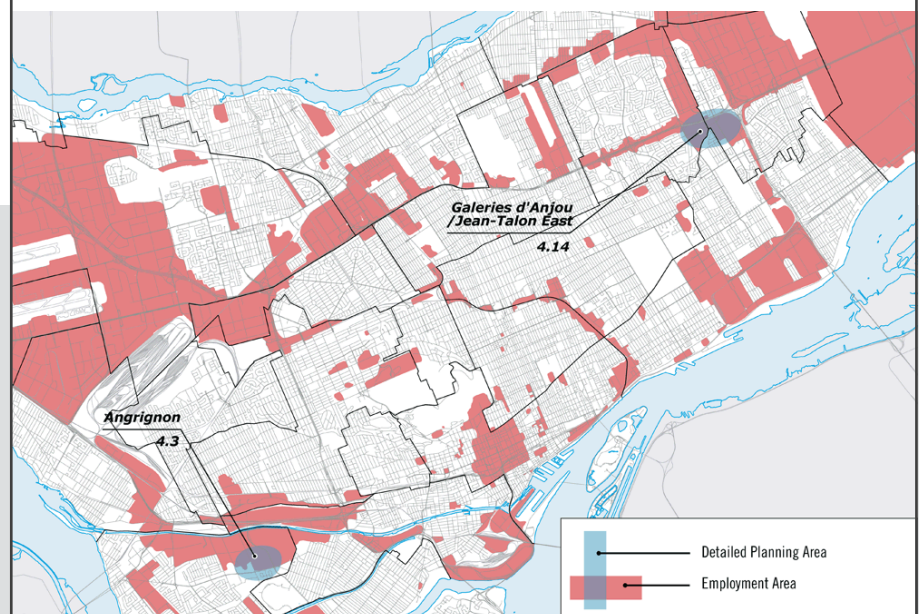
In order to improve the built form of retail sectors, especially in business and retail areas, the Master Plan establishes a regulatory framework for the design review of projects involving the construction of large- and medium-sized stores (see Objective 12 and Part III).

In addition, in order to ensure increased density and to improve the urban landscape, the Plan proposes to intensify activities within business and retail areas by reorganizing existing outdoor parking lots and commercial buildings. Some sites also have potential for housing development, given existing or projected public transportation infrastructure.

#### Implementation measures

- Increase the multifunctional role of business and retail areas by supporting the densification and diversification of activities, particularly in connection with existing or projected public transportation infrastructure.
- Reinforce the urban character and favour the reconfiguration of these areas in accordance with the architectural and public space improvement principles described in Objectives 12 and 13.
- Through a detailed planning process, define the means for redeveloping the following business and retail areas:
  - Galeries-d'Anjou / Jean-Talon East;
  - Angrignon.

ILLUSTRATION 2.4.1 BUSINESS AND RETAIL AREAS TO BE DENSIFIED WHILE CREATING NEW PUBLIC TRANSIT CORRIDORS



## action 8.3

Develop new sites for employment purposes by reconfiguring the road network

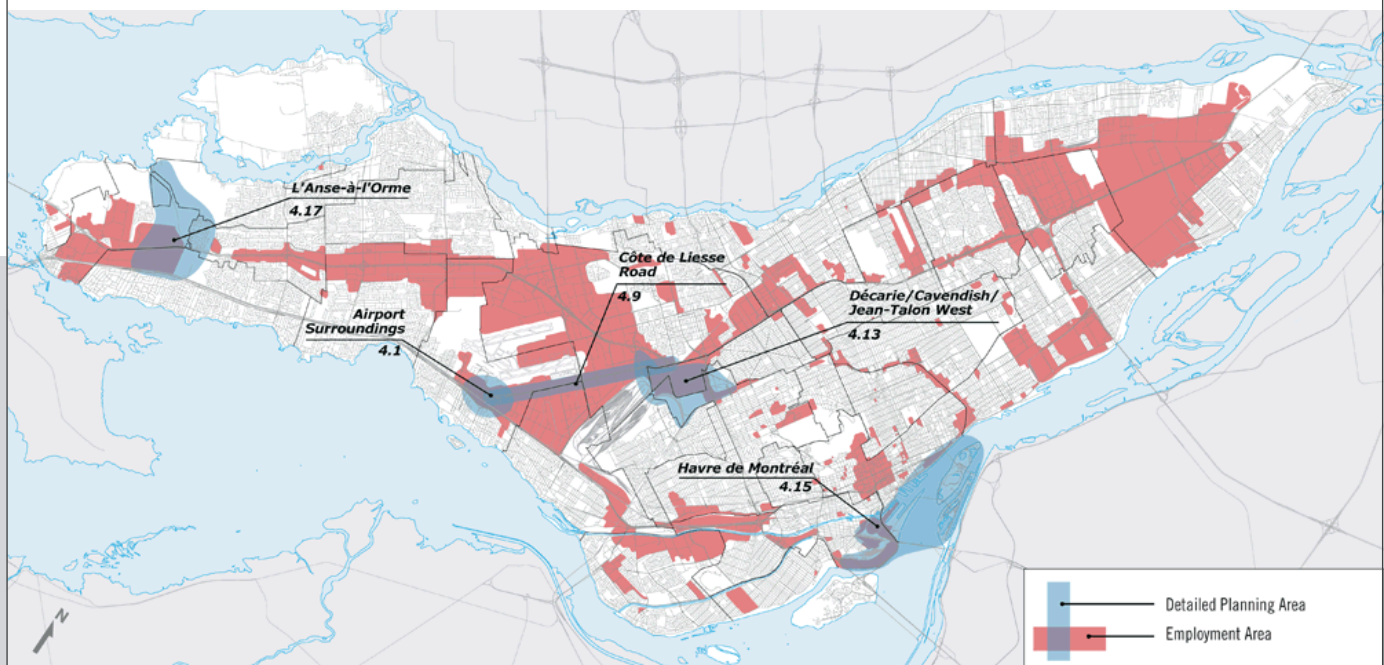
Recognizing that efficient transportation links are required for the development of employment areas, the Plan proposes to improve their accessibility, both for workers and for goods (see Objective 3).

In addition to solving network discontinuity problems, the reconfiguration of some roads will serve to redevelop and enhance the image of employment areas while increasing the number of high-quality sites available for economic activities.

### Implementation measure

- In connection with projected changes to the road network, redevelop partly destructured or underused employment areas. These areas will undergo a detailed planning process following the adoption of the Master Plan (see Chapter 4). They include:
  - The Airport surroundings, in connection with actions involving the highway network near the Dorval Circle;
  - The area along Côte-de-Liesse Road and its potential redevelopment as an urban boulevard;
  - The industrial spaces in the Décarie / Cavendish / Jean-Talon West area, where access will be improved by the construction of new road links;
  - The industrial spaces in the L'Anse-à-l'Orme area in the West Island, in connection with the reconfiguration of the Morgan Boulevard interchanges at the intersections of Highways 40 and 20, as well as the reconfiguration of the service roads;
  - The area along the Bonaventure Expressway, in connection with its replacement by an urban boulevard.

ILLUSTRATION 2.4.2 EMPLOYMENT AREAS TO BE REDEVELOPED WHILE MAKING STRUCTURING INTERVENTIONS TO THE ROAD NETWORK



## action 8.4

Redevelop large abandoned sites in order to prepare them for new economic activities

In keeping with the promotion of urban redevelopment, the City intends to support the conversion of large brownfields with complex development problems.

The challenge is to rehabilitate the environment and to provide infrastructure to these sites in order to realize their potential value to Montréal's economy.

Because the high cost of adequately managing contaminated soils is a major constraint in developing a number of these disused sites, the City plans to take action to promote the rehabilitation of contaminated land (see Objective 19).

The development of a number of these sites requires building new road links and reparcelling underused lots. The City will develop an overall plan for these areas by assessing their urban development potential and specific economic development vocation.

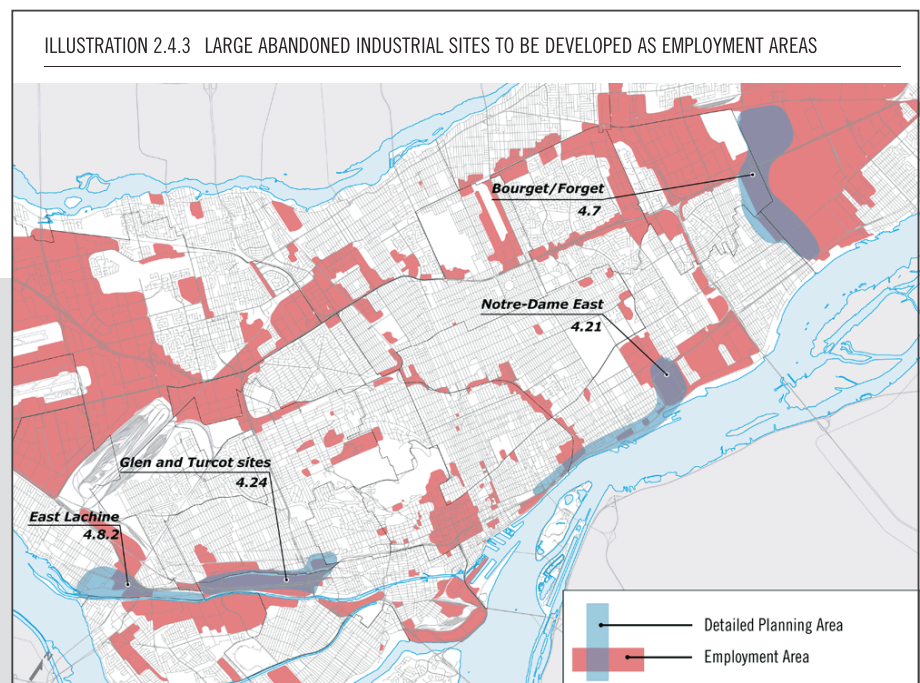
### Implementation measure

- Define and implement a land use concept and development strategy for each of these large abandoned or underused sites, by reviewing road links and subdivision options that would promote the intensification of employment.

The sites concerned are included in the detailed planning areas (see Chapter 4). They are notably:

- The former Glen and Turcot railyards;
- The industrial sites in the Notre-Dame East area, in connection with the construction of the Assomption / Notre-Dame road link;
- The former heavy industrial area of East Lachine;
- The industrial sites of the Bourget / Forget area.

ILLUSTRATION 2.4.3 LARGE ABANDONED INDUSTRIAL SITES TO BE DEVELOPED AS EMPLOYMENT AREAS





## objective

Diversify and reinforce activities at the Centre's periphery in order to support the more intensive use of existing infrastructure

The diversity of the businesses established in the employment areas surrounding the Centre contributes to the vitality of these urban environments. Whether the structures involved are industrial, office or retail buildings, these areas encompass a wide variety of employment sectors.

The Master Plan proposes to reinforce employment activities in the areas surrounding the Centre, in particular in order to reduce the distance between homes and workplaces. In accordance with the principles of sustainable development, the City wants to increase the cost-effectiveness of its infrastructure by promoting the consolidation of employment areas already served with infrastructure.

The challenge is to realize the full development potential of these employment areas in order to maintain and increase employment near densely populated neighbourhoods that can be reached by public transportation. Public and private reinvestment in these already-developed economic areas will contribute to covering the cost of rehabilitating their older infrastructure.

From an urban redevelopment perspective, the Plan also provides for the conversion of some portions of these areas to new economic forms and functions, in some cases in combination with housing.



## action 9.1

Support the transformation of the employment structure within the existing industrial fabric

The decline in traditional manufacturing activity has led to the loss of a number of industries in the employment areas surrounding the Centre. The disappearance of certain types of industrial establishments, particularly those near housing, has helped improve the residential environment (see Objective 18).

However, many dynamic industrial firms now established within the diversified employment areas of the Centre's periphery are key components of the local economy. The Plan proposes to recognize, in the zoning by-laws, these industrial activities that are well integrated into the urban fabric.

The disappearance of some industrial activities has left numerous vacant lots and underused buildings. A number of these underused areas have potential for a diversification of their economic activities, with a view to sustaining employment vitality and diversity near densely populated neighbourhoods. In light of this, the Plan supports the adaptation of these under-performing areas by broadening the range of permitted economic activities and promoting the densification of employment areas surrounding the Centre.

### Implementation measures

- Maintain the dynamic industrial activities established in the areas surrounding the Centre in accordance with the following principles:
  - Protect industrial sites from the unplanned insertion of housing projects that could undermine their functional character and productive value for the economy.
  - Provide an appropriate interface between industrial activities and housing areas, notably by containing operations and odours within industrial areas and improving their relationship with the street as well as the exterior quality of the buildings.
  - Promote the relocation, to appropriate employment areas, of activities that generate major nuisances in residential areas.
  - Maintain sites reserved for public infrastructure: public works yards, municipal vehicle maintenance centres, electric power stations, etc.



- Promote the consolidation of established employment areas by broadening the range of authorized economic activities: light industry, offices, services and certain types of shops.
- Support the redevelopment of buildings that could accommodate new activities, such as the loft-type buildings on Chabanel Street or those in the vicinity of the Canadian Pacific tracks.
- Support the conversion of areas with employment diversification and intensification potential, notably those in proximity to metro stations, by consolidating underused sites occupied by obsolete industrial and commercial buildings, such as:
  - The Namur and De La Savane metro stations area;
  - The Canadian Pacific tracks area in the boroughs of Rosemont–La Petite-Patrie and Villeray–Saint-Michel–Parc-Extension;
  - The area bordering Jarry Street and the Métropolitaine Expressway south of the former Francon quarry in the Borough of Villeray–Saint-Michel–Parc-Extension.



## action 9.2

Convert, to a mixed-use function, changing industrial sites that could be integrated into the residential fabric

The Master Plan proposes the conversion of rundown and poorly accessible industrial sites whose consolidation potential is greatly reduced by their problematic interfaces with the residential environment. It also supports the conversion to mixed uses of several sites that were originally exclusively employment-oriented, but that now have residential development potential due to the shortage of vacant lots in the residential areas surrounding the Centre.

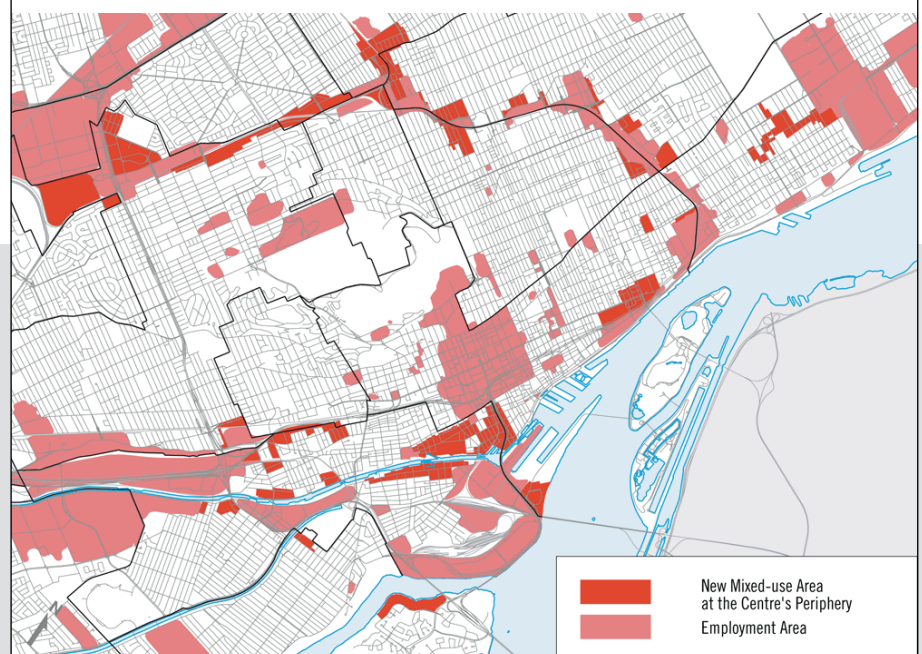
In addition, with the added value generated by targeted interventions and strategic investments, former industrial areas such as those along the Lachine Canal could also be considered for mixed-use development.

These areas of potential conversion surrounding the Centre present opportunities for the City to rebuild itself in accordance with the principles of sustainable development. To this end, the City plans to direct future site rehabilitation funds to these areas to be transformed (see Objective 17).

### Implementation measure

- In a detailed planning process (see Chapter 4), define the measures required to redevelop the areas that could be converted to mixed-use activities. These areas are:
  - Griffintown, located south of the Central Business District and along the Lachine Canal;
  - The Saint-Viateur / De Gaspé area and a portion of the Marconi / Alexandra area located in the vicinity of the CP tracks;
  - The Hippodrome site as well as the vicinity of the De La Savane metro station in the Décarie / Cavendish / Jean-Talon West area.

ILLUSTRATION 2.4.4 AREAS SUITED FOR TRANSFORMATION TO MIXED-USE ACTIVITIES



## objective

Promote the development of major institutional employment areas while ensuring their integration with the urban fabric

Montréal benefits from a wide range of institutions that generate a large number of jobs (see Map 2.4.1) in health care, higher education, culture and sports. The Employment Areas Map identifies the major institutional areas that house these large complexes.

The City supports the maintenance and expansion of large institutions in their established environments, notably in Montréal's Centre (see Objective 5). Their development helps to reinforce employment activities and supports a more intensive use of existing infrastructure, notably public transportation.

Recognizing the dynamism of these institutional activities and their contribution to Montréal's influence, the City intends to promote their development and to support the establishment of institutions that are well integrated with the urban fabric.



# action 10.1

Ensure the harmonious integration of institutions into the urban environment

Changing clienteles and services in large institutions require the adaptation of facilities, which raises major architectural and planning challenges. Development projects entail expansion, conversion or relocation, which often have a major impact on the urban environment, particularly the urban landscape, the built and natural heritage and passenger transportation networks.

Many of these large institutions are located in highly urbanized or particularly sensitive areas, including Montréal's Centre and the periphery of Mount Royal. The City intends to support these institutions as they prepare their growth and expansion plans, so that issues and stakeholders, as well as appropriate planning guidelines, are properly identified well before actions are taken. These comprehensive site planning efforts will also enable the City to develop an effective regulatory framework for real estate development and concurrently improve accessibility and circulation patterns for pedestrians, cyclists and motorists. Similarly, the City will gain a head start in thinking about ways to intervene in the public domain, or even to negotiate the shared use of buildings or outdoor facilities.

Various institutions, including McGill University, Université de Montréal and Collège Jean-de-Brébeuf have already established a planning framework in concert with the City, to determine by-law modifications and agreements to enhance their sites and surroundings. The City intends to extend such invitations to other large institutions in accordance with the Plan's orientations and objectives.

## Implementation measures

- Confirm the vocation of large institutions with a land use designation of "Major Institutional Facility" on Map 3.1.1, thereby supporting their development and preserving their public character.
- Establish, in cooperation with institutional partners, collaborative planning efforts that define comprehensive site guidelines with respect to architecture and urban planning. This approach ensures the consideration of numerous elements, such as:
  - Sites with development potential;
  - Acquisition, construction, demolition or reconfiguration projects;
  - Projects relating to pedestrian, vehicular and bicycle traffic, as well as to parking availability;
  - Buildings, green spaces and views that should be protected and enhanced;
  - Appropriate redesign of public space.

