

SPECIAL PLANNING PROGRAM

QUARTIER DES GRANDS JARDINS

Arrondissement de **Ville-Marie**



Dear Montréal residents,

I enthusiastically invite you to read this proposal for a Special Planning Program (SPP) for the Quartier des grands jardins. This planning tool is a social contract that engages the city and its citizens to work together to revitalize the Centre-Ouest district of the borough.

The Centre-Ouest sector of the Ville-Marie borough already offers a unique living environment and identity that includes a remarkable built heritage.

Born of the collective desire to highlight these attractions, the SPP sets forth the broad orientations that will guide the evolution of the sector. Valuing and protecting the heritage and urban landscapes, improving the quality of the housing and public services and stimulating economic dynamism in the district are all part of the vision and objectives that the city wants to bring together and realize with the citizens and the community, to guarantee the sustainable development of the district.

This document was produced by the Ville-Marie borough with support from various local organizations, particularly the Table de concertation du centre-ville Ouest. It takes into account the main policies and orientations established by the city that represent the pillars of all urban development programs: the Heritage Policy, the Transportation Plan, the Montréal Community Sustainable Development Plan, and so on.

Once it is adopted, the SPP for the Quartier des grands jardins will be an integral part of the Master Plan, the urban planning reference tool for Montrealers and the municipal administration.

I am convinced that together, we can harness the strengths of this unique district to make downtown Montréal an even more extraordinary place.

Gérald Tremblay
Mayor of Montréal

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Introduction

Presentation of the approach

The Centre-Ouest sector of downtown, also known as the Quartier des grands jardins because of the vast institutional gardens it hosts, has several attractive characteristics: a central location between mont Royal, the business centre and the Lachine Canal, a strong institutional core, a rich built heritage, institutions of higher education, and so on. Formulating the SSP was an opportunity to develop a coherent and detailed plan that harnesses the combined strengths in the district to guide its development.

The decision to produce a Special Planning Program (SPP) results from the common will of local organizations and the Ville-Marie borough to adopt a tool to regulate urban development. The borough designed this SSP in tandem with the Table de concertation du Centre-ville Ouest, a round table that brings together organizations, companies, institutions and residents who are active in the community.

The SPP presents the main development projects that will be launched by the Ville-Marie borough and the city in the coming years. This document is divided into three sections:

- The action context situates the territory in question, describes the history of the district and paints the sociodemographic portrait. It also diagnoses the strengths and weaknesses of the sector and outlines the resulting urban planning challenges.
- The planning framework covers the orientations, objectives and implementation measures proposed in response to the diagnosis established in the preceding section. It also describes a structuring project for which a more detailed plan has been produced: redevelopment of the Cabot sector.
- Implementation lists the concrete strategies to adopt to realize the SPP.

Preliminary version Coherence with city policies

The Special Planning Program for the Quartier des grands jardins will be implemented in conjunction with several major City policies. Coherence between the SPP and city policies is demonstrated in this section. These links will be elaborated on throughout the document.

Heritage Policy

As the Heritage Policy stipulates, the SPP for the Quartier des grands jardins rests on a broad definition of heritage that goes beyond built heritage to include landscape and natural components. The very fact of integrating this document in the Master Plan and translating its orientations into the urban planning bylaws of the borough responds to a need to concretely recognize the importance of heritage concerns.

The Heritage Policy underlines the importance of public ownership, considered the foundation of recognition and conservation of heritage in all its forms. Indeed, public ownership is a key condition for the recognition of the landscape qualities of the large institutional gardens in the district. Further, including this dimension of ownership in the SSP must be coupled with its integration in bylaws concerning conservation.

The Heritage Policy also considers the conservation and development of the religious heritage as priority issues. The SPP must strive to maintain the major characteristics of the large institutional estates, particularly their landscape components.

Mont Royal Protection and Enhancement Plan

The proximity of mont Royal is one of the important attractions of the Quartier des grands jardins not only because it is a large public park accessible to residents, but also because it is a key component in the offering of exceptional landscapes in the district. The mont Royal protection and enhancement plan analyses the means to apply to make the mountain more accessible. This objective coincides with the goals of the SSP, namely making the most of the proximity of the district to mont Royal.

Transportation Plan

From the outset, it should be emphasized that this district is favourably positioned relative to the vision stated in the Transportation Plan, which aspires to “reduce dependency on cars, through massive investment in active and collective modes of transportation.” The presence of two metro stations, a bicycle path usable year round and many self-service bicycle stations has enabled district residents to largely abandon car use in favour of collective and active modes of transportation. Thus, the 2006 census found that only 16% of residents travel to work by car, compared with 51% of the total population of Montréal. The statistics show that district residents are already applying many of the objectives of the Transportation Plan. Nonetheless, the SSP places importance on attaining some objectives of this plan, particularly regarding pedestrian traffic.

Montreal Community Sustainable Development Plan

The SPP integrates several elements of the action plan issuing from the Montréal Community Sustainable Development Plan, specifically attaining greenhouse gas reduction targets, reducing the net migration from Montréal to the suburbs and protecting canopy cover.

Strategy for the Inclusion of Affordable Housing

The Strategy for the Inclusion of Affordable Housing sets two specific targets: that 15% of new housing units built in Montréal should be social and community housing, and that 15% should be affordable housing resulting from private initiatives. Although the particular context of downtown could complicate the attainment of these objectives, the SPP underlines the importance of finding solutions adapted to the reality of downtown. This will ultimately foster the launching of initiatives intended to facilitate the creation of social and community housing and stimulate production of affordable property.

Targeted action plan for homelessness

To reduce problems of sharing urban space and [reinforce] the exercise of citizenship,” the Targeted action plan for homelessness proposes to target the Cabot Square vicinity for deployment of an action plan. Actions foreseen in this sector as part of the SPP will facilitate the implementation of this strategy.

To meet the basic needs of people who are experiencing or at risk of homelessness, the action plan also aims to offer housing for the homeless. Through its objective of favouring the quality of housing in the Quartier des grands jardins, the SPP abides by these orientations.

The City of Montréal's Economic Development Strategy 2005-2010

Because the revitalization of rue Sainte-Catherine Ouest is a key element in the economic recovery of the Quartier des grands jardins, this SPP reflects the priorities of the Economic Development Strategy by announcing concrete actions to stimulate the commercial dynamism of the thoroughfare and increase the number of downtown residents.

By proposing actions to support the growth of Concordia University, the SPP aims to improve the human capital development process, another priority of the strategy.

Lastly, many actions related to greening and development of the public domain respond to the need to improve the quality of the urban environment, specified in the economic development strategy.

Master Plan

The SPP addresses the broad themes stated in the Master Plan (orientations, objectives, actions, implementation measures) designed to protect, enhance and develop the main attributes of the district that contribute to its urban qualities and its overall identity. This document is an integral part of the Master Plan.

Action context

Area covered

The Quartier des grands jardins is situated in the western portion of the Ville-Marie borough. It measures 885 500 m², which represents about 5% of the total area of the borough. The district is bounded to the north by rue Sherbrooke and the Sulpicians' estate, to the west by avenue Atwater and the city of Westmount, to the east by rue Bishop and the south by the Saint-Jacques escarpment. Beyond this delineation, this document takes into account the interfaces with the immediate environment situated at these limits.

The territory of the Quartier des grands jardins encompasses the southern section of the Peter McGill district and the Shaughnessy Village and Lincoln-Tupper sectors. It is adjacent to the business centre, to the east, and the Sud-Ouest borough to the south. It houses the Concordia University campus, the Pepsi Forum—former home of the Montréal Canadiens—, Dawson College, the Montréal Children's Hospital, and many institutional estates of religious heritage interest. The district is advantageously situated less than 2 km away from mont Royal and the Lachine Canal.

History

1642-1800

First agricultural sectioning and arrival of Sulpicians

The Quartier des grands jardins dates back to the early days of colonization of Montréal. Between 1614 and 1842, the first agricultural sectioning occurred on the island of Montréal. The Sulpicians, proclaimed the lords of the island by the King of France, set aside a large estate on the southern flank of mont Royal. There they built an evangelical mission, whose traces remain today. A fort, made up of a compound and towers, was later erected. The estate is surrounded by fields, orchards and woods.

1800-1870

First residential subdivisions

In the early 19th century, the land situated to the south of the estate became a residential district characterized by large villas. In the middle of the century,

the Sulpicians hired architect John Ostell to subdivide the lots, intensifying this trend. A new assessment role, different from the typical Montréal subdivision, took shape and construction of row houses and walk-ups was authorized. Thus, between 1817 and 1910, the residential district that would later be known as Shaughnessy Village emerged. Today, one can still find important testimonials to this residential heritage.

1870-1950

Institutional urbanization

While what we currently call Old Montréal transformed under pressure from growing industrialization, several mother houses were built in this sector, lured by the rustic setting. By 1840, the Sulpicians had established the Grand Séminaire. In 1871, the Grey Nuns inaugurated a hospital and their new motherhouse, whose superb chapel was completed in 1879. The St. James the Apostle church was built in 1864. This institutional urbanization continued with the Franciscans' estate (1890), the retreat of the little sisters of the poor (1892), the motherhouse and college of the Congrégation de Notre-Dame (in 1908 and 1913 respectively), and the Montréal Children's Hospital (1928). The epoch thus spawned a rich architectural heritage. Around 1890, two other remarkable buildings were erected on boulevard De Maisonneuve Ouest, the former Victoria School and the Royal Montreal Curling Club. The latter is protected by an order from the British Crown.

1950-1970

Large urban renovation campaigns

From the 1930s to the 1950s, urban expansion was hampered by the effects of the great depression and World War II. The 1950s marked the return of optimism translated by the execution of major urban renovation projects. Several actions transformed the sector at that time, notably:

- enlargement of boulevard Dorchester (today René-Lévesque)
- construction of the Ville-Marie expressway
- site clearance to make way for boulevard De Maisonneuve
- construction of the metro

As part of this intensive construction campaign and the expansion of downtown, several residential islands that contained luxury homes were demolished to make way for high-rise apartment buildings and office buildings. Construction of these high rises triggered a sharp rise in the density of the population and a profound transformation of the social fabric in the sector.

1970-1995

Emergence of heritage concerns

Restoration of the Shaughnessy House stimulated the rehabilitation of the residential buildings in Shaughnessy Village. This initiative was supported by public actions. The designation of Shaughnessy House as a historical monument in 1974 and of the convent property of the Grey Nuns as a historic site in 1976 prevented the demolition of buildings situated in the two areas of protection thus formed (see plan 2). The 1970s also saw the birth of

a movement of heritage preservation, spurred by popular mobilization against demolition of Van Horne House in 1973. The residential heritage of this sector is currently managed by property owners who are conscientious and sensitive to the architectural value of their buildings. Today, Shaughnessy House is part of the Canadian Centre for Architecture.

1995-present Expansion of Concordia University and move of the Canadiens

The spectacular expansion of the Concordia University campus has given the district a new face in the last 15 years. By inaugurating the Richard J. Rena science complex in 2003 and the new building of the John Molson Business School in 2009, Concordia confirmed its status of major player in the development of the district .

While these investments revitalized the eastern portion of the Quartier des grands jardins, the western portion has been seriously disadvantaged by the relocation of the Montreal Canadiens in 1996. The disappearance of this important generator of traffic caused a marked deterioration of rue Sainte-Catherine Ouest in this sector. Although traces of this decline are still visible, the implementation of projects such as redevelopment of the site of the former Seville theatre into a mixed residential building bodes well for the future

Sociodemographic profile and evolution

According to 2006 census data, the Quartier des grands jardins is occupied by 14,222 residents, 20,000 workers and over 40,000 students. It is one of the most densely populated districts in the city, with over 16,061 people per km². A large proportion of this population lives in high rise buildings in the northern portion of the district. Here is some revealing data on the sociodemographic profile of the district population:

- Age: Nearly 50% of the population is aged 20 to 34. This rate is more than double that of the Montréal population, at 24.5% .
- Education: Residents are better educated than the average for the Montreal population. Nearly 40% of district residents are university graduates, compared with 30% for the city as a whole. The student population, which makes up 17% of residents, is expected to grow because many schools are continuing to expand in the sector. .
- Citizenship: 50% of district residents have immigrant status (vs. 30.7% for Montréal) whereas 15% are non-permanent residents (2.1% for Montréal).
- Income: Average household income is markedly lower in this district than in the city overall. 73% of residents have annual incomes below \$40,000 (52% for Montréal) and 29% have annual income below \$10,000 (9.4% for Montréal).
- Occupancy mode: 92% of housing units are occupied by tenants. Homeowners occupy only 8% of housing units, compared with 32% in Montréal overall.
- Mobility: one out of three people (33%) did not live at the same address one year before the 2006 census. By comparison, over two thirds of residents (72%) lived elsewhere five

years earlier. There is greater stability in the total Montréal population, for which the rates were 15% for the year preceding the census and 45% five years before the census.

Diagnosis and challenges

A rich heritage in a conversion context

Endowed with exceptional landscapes thanks to the proximity of Mont Royal, benefiting from the Saint-Jacques escarpment, the Lachine Canal and business centre, the Quartier des grands jardins can still count on a rich urban heritage granted by the institutional, residential and commercial built environment. Historically marked by the settling of the Sulpicians and several other religious communities, by the development of a centuries old high quality built environment and the arrival in the early 20th century of major entertainment venues (Seville theatre and the Forum), the district has faced challenges that result from sweeping changes since the late 1950s. As part of vast urban renovation campaigns, several buildings with great heritage value were demolished, which weakened the identity of the district. .

Today, the Quartier des grands jardins is gaining its second wind, notably thanks to private residential renovation initiatives and the expansion of the Concordia University campus. Major investments by the city to develop place Norman-Bethune have also burnished the image of the sector. Redevelopment of the site of the former Seville theatre into a mixed residential project heralds further transformations. The gradual departure of religious institutions and the eventual move of the Montréal Children's Hospital are raising challenges of conversion and protection of the built and landscape heritage that will be central concerns in the coming years. Plan 2 indicates the heritage protection mechanisms foreseen.

Challenge: combine the conversion of large institutions and urban development with protection and enhancement of distinctive components that give the district its identity.

A dense, animated and central living environment

Aside from the strong institutional character, the residential component is essential to the sector. It reflects three dominant typologies (see plan 3). The district is one of the most densely populated in the country, with 16,061 people per km². By comparison, the density of the population of the Plateau-Mont-Royal borough,--12,430 people per km²--, is nearly 25% lower. The proximity of the business centre and the presence of Concordia University have generated a sizeable flow of students and workers.

Living downtown offers several advantages, notably the efficiency of public transit, but residents are not sheltered from the typical disadvantages of central districts. They include problems related to the wear of some residential buildings and homelessness, which can partly explain the high turnover rate among tenants.

The evolution of urbanization has left little room for the creation of public green spaces within the limits of the district. It is important to note that large institutional compounds have not only architectural heritage value, but also landscape interest. In total, the district contains about 18 hectares of gardens largely unknown to the public. These gardens are presently fairly inaccessible and may vanish under pressure from real estate development if the sites are eventually converted. Not including these gardens, green spaces in the district are not numerous enough to ensure sufficient canopy cover.

Challenge: developing healthy, diversified and safe living environments in the particular downtown context.

An economic turnaround

Economically, there are encouraging signs of a turnaround after a difficult period, partly attributable to the move of the Montréal Canadiens in 1996. Although there are still perceptible traces of this decline—dilapidation of some facades, a few boarded up windows and spaces for rent still dot the landscape of rue Sainte-Catherine Ouest—, massive investments in the sector by Concordia University have acted as a true engine of development.

The proximity of the business centre is evidently a key component of the attractiveness of the Quartier des grands jardins, which also benefits from an efficient public transit system that can fuel its growth (see plan 4). The district features two subway stations (Guy-Concordia and Atwater), accessible from several points in the district within a five-minute walk. In addition, the Atwater terminal serves 15 bus routes, a bike path usable year round along boulevard De Maisonneuve Ouest and many self-service BIXI bicycle stations. The proximity of the Lucien-L'Allier intermodal hub represents another asset for the sector in terms of regional accessibility. Lastly, an important arterial system is the gateway to downtown for many motorists.

Challenge: stimulate the economic upswing of the district by orchestrating public actions to support the growth of Concordia University and the revitalization of rue Sainte-Catherine Ouest.

Framework

Heritage enhancement

This section presents the orientations, objectives and implementation measures proposed in response to the diagnosis made in the previous section. The SPP is formulated around three broad orientations:

- **Heritage enhancement**
- **Quality of living environments**
- **Economic dynamism**

A fourth subject of study is discussed: detailed plan for the Cabot sector.

The Quartier des grands jardins is over three centuries old. It is important to focus on protection and enhancement of the components that give this district its distinctive identity, namely its heritage properties, institutions, gardens, quality residential buildings and strategic location as the gateway to downtown Montréal.

Three objectives were retained to guide the implementation of this orientation:

- **Protect and enhance the heritage character of the large institutions in the district**
- **Promote and enhance exceptional urban landscapes in the district**

- **Preserve buildings of heritage interest**

Protect and enhance the heritage character of the large institutions in the district

The development of the Quartier des grands jardins rests on the recognition and promotion of the founding institutions that made their mark on this territory. Some institutions, including the Grey Nuns' estate, the Montréal Children's Hospital, the Franciscans' estate, the Little Sisters of the Poor estate and the former Victoria school have already expressed their intention to transform the occupancy of their property. In this context, it is important to ensure that conversion of these institutional entities does not detract from their great heritage value, both architecturally and with respect to landscape, which, ideally should be fully preserved.

It is important to note that protected heritage statuses already exist for some institutions. The estates of the Sulpicians and the Grey Nuns, along with Dawson College, are designated historical sites under the Cultural Property Act. Shaughnessy House, affiliated with the Canadian Centre for Architecture, was designated a historical monument under the same act. Any transformation and expansion work that affects the outdoor appearance of these buildings must be authorized by the Ministère de la culture, des communications et de la condition féminine. Lastly, the government authorities must validate the projects to ensure their financial viability. Consequently, the actions specified in the SPP are intended to reinforce the rigorous protection of the heritage character of the large institutions in the district.

IMPLEMENTATION MEASURES

- Evaluate all requests for changes to the use of institutional properties according to criteria related to preservation and enhancement of green space, and favour the signing of development agreements.
- Regulate actions on institutional sites closely by requiring any changes to the architectural and landscape components of these sites to be submitted for approval under a new by-law on Site Planning and Architectural Integration (SPAI)
- Encourage public ownership of institutional gardens to build a collective experience of these spaces
- Develop a public green space on boulevard De Maisonneuve that will highlight the Royal Montreal Curling Club and the former Victoria School, which is undergoing conversion
- Enhance the renown of the institutional heritage of the sector not only among district residents but also among the Montréal population as a whole.

COHERENCE WITH CITY POLICIES

- **Heritage policy:** The implementation measures proposed are intended to protect and promote the distinctive characteristics of institutional properties, mainly through regulatory tools. These means are conducive to actions to conserve the religious heritage, a priority issue of this policy. These actions are particularly important in the context of the imminent conversion of several institutions.
- **Montréal Community Sustainable Development Plan:** By protecting the large institutional gardens, the SPP is helping the city abide by its commitment to protect 6% of the land on the island of Montréal.

Promote and enhance exceptional urban landscapes in the district

The Quartier des grands jardins boasts exceptional landscapes that Montrealers would appreciate. Thanks to the strong influence of large institutions in the district, most of these remarkable landscapes have been fully preserved. They result from the combination of several characteristic elements of the sector:

- A topography that creates a route between mont Royal, the Saint-Jacques escarpment and the Lachine Canal.
- Landscape qualities of large institutional estates
- A rich architectural heritage that dates back to the 19th century
- Large boulevards inscribed in the history of Montréal

The Master Plan supports the protection of framed views of interest towards mont Royal, and mentions Atwater and Guy streets non-exclusively. The Mont Royal Protection And Enhancement Plan goes further by indicating the view from rue Lambert-Closse and underlines the precarious character of the view from Guy. In addition, the presence of the Saint-Jacques escarpment and the panoramic view of the river and the Montérégie are attractions that must be protected and enhanced.

IMPLEMENTATION MEASURES

- Upgrade Cabot Square and its surroundings, and undertake the greening of avenue Atwater and boulevard René-Lévesque to create a green corridor linking mont Royal to the gardens of the Canadian Centre for Architecture (see plan 5).
- Strive to maintain the views toward mont Royal, the Saint-Jacques escarpment and the remarkable sites in the district.
- Include emblematic sites of the district in heritage routes that feature signage and interpretation panels to encourage public ownership of these sites
- Contribute, through urban planning and regulation, to promotion and preservation of the main landscape units of district, namely the character of the grand boulevard of René-Lévesque, the prestigious thoroughfare Sherbrooke and the view from boulevard De Maisonneuve.

COHERENCE WITH CITY POLICIES

- **Heritage policy:** The implementation means are deployed to respond to an expanded definition of heritage that integrates the concept of landscape. The creation of the route that connects the strong elements of the built and landscape heritage will contribute to increasing the population's knowledge of the heritage of Montréal and thus encourage public ownership thereof.
- **Mont Royal protection and enhancement plan:** The SPP recognizes the importance of protecting views toward mont Royal in its strategy of landscape development.

Preserve buildings of heritage interest

Not only do large institutions grace its territory, but the Quartier des grands jardins also hosts a remarkable residential heritage that includes the Victorian estates of Shaughnessy Village. There are also former dwellings converted into businesses that have preserved the charm of the original building, along with contemporary structures of architectural interest. This section discusses the protection of these buildings that give the district a distinctive identity.

IMPLEMENTATION MEASURES

- Submit renovation, transformation, expansion construction projects for prior approval under a new Site Planning and Architectural Integration (SPAIP) by-law.
- Ensure the harmonious insertion of new structures in the existing urban fabric to avoid compromising the protection of buildings of heritage interest.

COHERENCE WITH CITY POLICIES

- **Heritage policy:** The reinforcement of regulatory parameters foreseen above should allow greater control over actions concerning heritage, as the policy prescribes. Ensuring the harmonious integration of insertions in the urban fabric will contribute to protecting the landscape heritage of the sector by preserving the built properties that mark the landscape of the district.

Quality of living environments

The Quartier des grands jardins offers residents several advantages: it is situated near the large employment hubs and major educational and cultural facilities. It is very well served by public transit and boasts an exceptional built heritage. Nonetheless, to improve the quality of the living environment in the district, some aspects must be improved. Increasing the amount of public space, consolidating the residential function and creating a healthy environment are key issues. Three objectives were retained to implement this orientation:

- Improve the offering of green space, notably by broadening access to large institutional gardens
- Consolidate the residential character of the district by improving the quality of housing and community services
- Implement a local sustainable development strategy

Improve the offering of green space, notably by broadening access to large institutional gardens

This densely populated built environment nonetheless contains 20 ha of green space. Only 10% of this area is occupied by municipal parks. Private institutional gardens of exceptional quality cover 18 ha, and therefore account for the bulk of the local green space offering. Looking beyond the limits of the district, there are two large green spaces nearby, namely Mont Royal Park and the Lachine Canal National Historic Site. The central position of this district between these two sites of public importance is a remarkable asset that deserves concerted enhancement.

The SPP advocates for maintenance of institutional green space and promotion of its accessibility to benefit the entire population. These gestures are intended not only to improve the quality of life of residents, but also to shape a collective experience essential for the attribution of heritage value to these sites. This objective is aligned with the goals of the Master Plan related to protection of large sites of institutional character and places of worship of heritage interest. The plan stipulates that “any project involving transformation, construction or subdivision on these properties will be evaluated along criteria notably intended to ensure public access to green spaces and natural environments.

Green spaces can be found at the following sites:

- Sulpicians’ estate
- Dawson College
- Congrégation de Notre-Dame
- St. James the Apostle Church
- Franciscans’ estate
- Canadian Centre for Architecture;
- Grey Nuns’ estate

Further, the district lacks local parks and there are no children’s playgrounds in the northern part of the district. Yet these facilities play a major role in the quality life of people living in a dense urban environment, where private recreational areas are quite rare.

IMPLEMENTATION MEASURES

- As part of the conversion of the institutional sites necessitating a change in land use, favour an increase in green space, and favour public access to these spaces by signing development agreements.
- Begin negotiations with some institutions to reach agreements related to public use of their green space, specifically regarding conditions related to maintenance, safety and activity programs.
- Set aside a reserve for park purposes to develop a new public green space intended for residents on the parking lot bordering the former Victoria School and the Royal Montreal Curling Club.
- Link the district to the Lachine Canal and mont Royal park by improving the routes of Guy and Atwater, increasing signage and developing a bike path in the tunnels on Fort and Saint-Marc streets.

COHERENCE WITH CITY POLICIES

- **Montréal Community Sustainable Development Plan:** By enhancing green space, the SPP will help the city abide by its commitment to protect 6% of the land on the island of Montréal.
- **Mont Royal protection and enhancement plan:** Improving the routes and signage toward mont Royal coincides with the objective of making the mountain more accessible. Similarly, connecting the district to the mountain is aligned with actions foreseen in the plan intended to improve entry points to the intersection of avenue Cedar and chemin de la Côte-des-Neiges.

Consolidate the residential character of the district by enhancing the quality of housing and community services

The Quartier des grands jardins is characterized by the presence of three main types of buildings:

- Victorian houses of Shaughnessy Village, south of rue Sainte-Catherine, which have preserved their century-old charm.
- Three-to five-storey walk-ups built between 1920 and 1950.
- High rise apartment buildings built mainly between 1950 and 1970 that house over 70% of the population.

Apart from the population of Shaughnessy Village, which has remained relatively stable, district residents, over 90% of whom are tenants, quickly leave their dwellings. One of the corollaries of this high mobility is that many buildings are showing signs of deterioration.

Maintaining a stable resident population in the district therefore represents a major challenge. It is consequently important to enhance the existing living environments and maintain the quality of the housing stock.

In parallel, discussions must be set in motion to review the parameters of the housing grant programs, to better respond to the particular reality of the borough.

IMPLEMENTATION MEASURES

- Encourage property owners to begin a renovation cycle of rental housing.
- Support the development of a diversified offering of housing to meet the needs of young families, students, the elderly and marginalized clientele
- Increase the number of owner-occupants by favouring residential densification in the western portion of the district
- Improve the quality of design and construction of residential buildings by submitting all construction projects for prior approval under a new Site Planning and Architectural Integration Program (SPAIP) by-law to this effect
- Adapt the living environments to their clientele, notably by offering families and seniors adapted services and facilities
- Continue to support the community action strategy to provide support and housing for homeless clientele in Cabot Square.

COHERENCE WITH CITY POLICIES

- **Strategy for the Inclusion of Affordable Housing:** The particular context of downtown makes it difficult to attain the targets of this strategy, which foresees that 30% of new housing built in Montréal should consist of social, community and affordable housing. The SSP is sparking the debate on the usefulness of creating a residential development fund. This fund would support targeted initiatives to facilitate the creation of social and community housing and stimulate the production of affordable properties.

- **Targeted action plan for homelessness:** The SPP foresees continuing the community action process to provide support and housing for homeless clientele, in line with actions already implemented, notably regular maintenance of premises, organization of a police presence and the enlisting of cooperation from local organizations.

To meet the basic needs of people who are experiencing or at risk of homelessness, the action plan aims to offer homeless clientele housing. The question of the cleanliness of rooming houses corresponds to an intention of the SPP to slow the deterioration of the rental housing stock through increased inspections and promotion of renovation programs.

Implement a local sustainable development strategy

The SPP objective of sustainable development, which corresponds to a priority of the city of Montréal's Master Plan, elaborated on in the Montréal Community Sustainable Development Plan, offers a unique opportunity to apply principles recognized by international agreements.

Given that the district already has very diverse urban activities and contains a dense, mobile, engaged population that favours active transportation and public transit, it already applies the basic principles of urban sustainable development and is well on its way to becoming a green district. The city has applied concrete measures to reinforce active modes of transportation, including lowering the speed limits in some areas to 40 km/h and installing several radar posts. However, some environmental constraints still require actions to ensure a viable growth model:

- Presence of numerous urban heat islands (roofs, parking lots and roads)
- Lack of green space accessible to the public
- Sometimes difficult cohabitation between pedestrians and motorists along major transit intersections
- Design of existing buildings does not meet current construction standards
- Complex management of selective waste collection

The Peter-McGill éco-quartier, a partner financed by the Ville-Marie borough, is interested in these problems and recently initiated one of the first Quartier 21 projects in the city. This project, which unfolds in the quadrilateral formed by Saint-Mathieu, Sainte-Catherine Ouest and Saint-Marc streets and boulevard De Maisonneuve Ouest, consists of various actions: waste management (composting and recycling), greening, urban agriculture, active transportation, mobilizing of the population, certification for businesses and creation of a green space.

IMPLEMENTATION MEASURES

- Foster a green district that places priority on collective and active transportation, notably by implementing traffic calming measures and increasing the pedestrian safety.
- Give greater weight to the integration of green components in the evaluation of construction projects.
- Encourage owners of private buildings and institutions to apply green initiatives intended for users, such as installing more bicycle stands.

- Increase the canopy cover in the district to counter heat islands by launching greening measures and introducing innovative practices.
- Support the Quartier 21 project by participating in developing a green alley in the quadrilateral targeted.
- Ensure the continuity of urban planning in the public sphere and aim for a lifetime of over 25 years.
- Plan the implementation of the tramway by paying particular attention to the quality of urban design and infrastructure.

COHERENCE WITH CITY POLICIES

Montréal Community Sustainable Development Plan:

- Promotion of active modes of transportation --by facilitating pedestrian traffic and extending the bike path—reduces dependence on cars considerably and helps the city attain greenhouse gas reduction targets.
- Actions related to the greening of the public domain make communities more attractive and thus support the objective of reducing the net migration from Montréal to the suburbs.
- Creating green promenades through the most densely populated sectors is part of the city's commitment to protect biodiversity, natural environments and green space.

Transportation plan: The SPP addresses the implementation of 5 of the 21 development program mentioned in the transportation plan, namely:

- Implementing a tramway network in the centre of the agglomeration (1st program)
- Doubling Montréal's bike path system within seven years (13th program)
- Enhancing the pedestrian character of downtown Montréal and of the city's central districts (15th program)
- Restoring the appropriate quality of life to Montréal's residential neighbourhoods (16th program)
- Enhancing transportation safety (17th program)

The SPP considers attaining objectives of the Transportation Plan very important, particularly those related to pedestrian traffic. Favouring active modes of transportation and enhancing traffic safety represent the SSP's concrete contributions to implementation of the Transportation Plan.

Economic dynamism

The Quartier des grands jardins has the requisite characteristics to actively contribute to the economic development of the city. It boasts an exceptional infrastructure network, local services, effective public transit service, superior access to the road network and large institutional facilities. In a perspective of sustainable metropolitan growth, the economic development policies should capitalize on the assets of this central, dense and animated district.

The implementation of this orientation ensues from two objectives:

- Promote the revitalization of rue Sainte-Catherine Ouest
- Support the development of activities on the Concordia University campus and at other district institutions.

Promote the revitalization of rue Sainte-Catherine Ouest

The appeal of the Quartier des grands jardins flows from the vitality of its main commercial thoroughfare, Sainte-Catherine Ouest. It hosts buildings with various uses: shopping centres, institutions of higher education, entertainment facilities, office buildings, local businesses and dwellings. The SSP must nonetheless seek to reverse the current trend of real estate and commercial disuse.

This disuse is perceptible to various degrees in the built environment of the thoroughfare. Since January 2009, a work group formed of municipal stakeholders and local players has worked on producing a statement of heritage interest for rue Sainte-Catherine. This process, which exceeds the limits of the Quartier des grands jardins, has given rise, in phase 1, to discussions of the value of particular locations, be it symbolic, landscape, artistic or historical. In phase 2, the thoroughfare was divided into sectors and the group performed a more refined analysis to identify the values specific to each sector. The group's diagnosis of the various sectors of the Quartier des grands jardins territory largely corresponds to that which guided the formulation of this document. The categorizations of buildings on rue Sainte-Catherine according to the recommended level of conservation, an exercise that is underway, will guide the formulation of regulatory tools to favour the rehabilitation of the built environment of this thoroughfare.

In economic terms, the owners and merchants on rue Sainte-Catherine Ouest should focus on the large market of consumers in the Centre-Ouest sector of Montréal and on the sectoral market of students and workers in the district. Major investments should be made to renovate or rebuild commercial and residential buildings. The arrival of new owner occupants thanks to residential projects such as Le Seville is a positive sign that can help revitalize this section and enhance its commercial dynamism. By proposing densification of part of the thoroughfare and construction of dwellings on upper floors, and by publicizing a series of actions to revitalize rue Sainte-Catherine Ouest, the SPP supports the revitalization of real estate along this strategic thoroughfare.

IMPLEMENTATION MEASURES

- Regulate the rehabilitation of the built framework by submitting renovation, transformation, expansion and construction projects for prior approval under a new Site Planning and Architectural Integration Program (SPAIP) by-law.

- Favour residential densification of sites to redevelop, while assuring pedestrian-friendly architectural treatment.
- Reinforce commercial animation alongside the Faubourg Sainte-Catherine, Pepsi Forum and Place Alexis-Nihon by multiplying street-oriented establishments.
- Ensure harmonious integration of patios (terrasses) while striving to reduce nuisances for residents
- Promote existing renovation grant programs among merchants and property owners.

COHERENCE WITH CITY POLICIES

- **The City of Montréal's Economic Development Strategy 2005-2010:** The revitalization of rue Sainte-Catherine Ouest is a key component of the economic revival of the Quartier des grands jardins. The rehabilitation of the built framework on this thoroughfare reflects a priority of the Economic Development Strategy, which affirms the importance of increasing the power of attraction of downtown as a business destination. The commercial revival of rue Sainte-Catherine also represents a concrete action to accelerate the development of sectors conducive to intensification and diversification of activities. Further, residential densification is a means of increasing the resident population downtown. Lastly, actions to green and redevelop the public domain meet the need of improving the quality of the urban environment, specified in the strategy.

Support the development of activities on the Concordia University campus and at other district institutions

Since the Concordia University was founded in 1974, the downtown campus has played a key role in the cultural, economic and demographic evolution of the district. Today, the institution has over 44,000 students and 6000 professors and employees, distributed in several buildings situated inside a perimeter circumscribed by boulevard René-Lévesque Ouest and Guy, Sherbrooke and Bishop streets. The university contributes considerably to the vitality of the sector and plays a structuring role in the development of the district through the investments it both undertakes and attracts.

The university has undergone a period of growth and expansion that has translated into construction of new buildings (integrated engineering, computer science and visual arts building, and the John-Molson building) and the acquisition of the Grey Nuns' motherhouse. It is seeking to improve its visibility in the district and enhance the space it occupies in the urban fabric. In 2006 it presented a proposal to the city of Montréal to create a distinctive university district, which has been integrated in the SPP.

The growth-related problems of the campus are typical of institutions located in the centre of a vibrant downtown core. These problems notably include:

- Difficult interaction among components of the campus
- Scarcity of public space
- Conflict between automobile and pedestrian traffic
- Poor expression of its identity
- Lack of reach of community services

Since 2006, the city of Montréal has responded to these concerns by conducting several projects in the Concordia district, notably upgrading boulevard De Maisonneuve, installing a bike path and developing the place Norman-Bethune at the heart of the campus. This SSP continues this process and represents an opportunity to establish new partnerships with other educational institutions, to reinforce the positioning of the district in the knowledge economy.

IMPLEMENTATION MEASURES

- Continue to cooperate with Concordia University in planning the expansion of its campus, notably by seeking to create a stronger link between the Grey Nuns' motherhouse and other sectors of the university.
- Create friendly, animated paths alongside private property to benefit students and the local population.
- Plan the installation of a tramway line connecting the Côte-des-Neiges district, Concordia University, the business centre and Old Montréal.
- Consider the needs of other educational institutions in the district (Dawson College, LaSalle College, École des métiers du tourisme, Collège de Montréal) by jointly planning development of the public domain.

COHERENCE WITH CITY POLICIES

- **The City of Montréal's Economic Development Strategy 2005-2010:** Improving the "human capital development process" is another priority of this strategy that has been integrated in the SPP. Development of the Concordia University campus is considered a structuring element of growth in the district. Actions proposed by the SPP are intended to support and regulate the university's real estate development projects, thus reinforcing Montréal's positioning as a city of knowledge.

Detailed plan: Cabot sector

Cabot Square is a highly symbolic and strategic downtown site. It was completed in the 1930s and was associated with the Montréal Forum, the former home of the Montréal Canadiens. Today, the sector shows signs of deterioration. Indeed, there is evident erosion of the retail fabric on rue Sainte-Catherine Ouest, disinterest by some real estate owners and the presence of a homeless population. Nonetheless, major projects are underway or have been announced, notably a residential and commercial project on the site of the former Seville theatre, consolidation of the Pepsi Forum entertainment centre and the upcoming conversion of the Montréal Children's Hospital. In addition, the business subsidy program currently in force can burnish the appearance of rue Sainte-Catherine Ouest. Given the budget commitments announced in the city's three year capital works program, these projects offer a historic opportunity to create a true hub of development in the downtown core.

In the spring of 2008, the Table de concertation du centre-ville Ouest, in collaboration with the Ville-Marie borough and its partners, participated in a charrette, namely a brainstorming exercise intended to propose development and urban planning orientations for this strategic site. Various scenarios were proposed by multidisciplinary teams. Inspired by the recommendations formulated by the Table de concertation du centre-ville Ouest, the SSP proposes a development concept intended to make Cabot Square a genuine metropolitan landmark.

Based on the consensus achieved at this charrette, the SPP recommends the following actions:

- Cabot Square is strategically situated at the intersection of the Atwater and Sainte-Catherine thoroughfares, near boulevard René-Lévesque, which makes it a gateway to downtown Montréal. Redevelopment should confirm the importance of this hub of activity in the urban structure of Montréal. The city of Montréal should therefore initiate major urban planning actions to make this square a distinctive place that can attract substantial real estate investment.
- Redevelopment of Cabot Square should respect the historical character of the district. Plans specify restoration of pedestrian alleys, resurfacing materials and urban furniture. There are also proposals to expand the square eastward and design a stage and performance area to accommodate cultural and community activities.
- The program foresees creation of a contiguous network of friendly and safe green paths. Continuing the green corridor starting from mont Royal, the SSP aims to consolidate the green paths formed by avenue Atwater and the green space south of Cabot Square. Further, the development project should allow the preservation of the views toward mont Royal and views from the Saint-Jacques escarpment. Attention should also be paid to promoting landmark elements of the estates and institutions such as Dawson College, the Franciscans' estate and Shaughnessy House. Several public actions can be applied to attain these objectives:
 - Extension of the landscaped median strip on avenue Atwater
 - Upgrading and expansion of Cabot Square
 - Reallotment of place Henri-Dunant and rue Lambert-Closse
 - Development of a new garden accessible to the public
 - Restoration of Hector-Toe-Blake park
 - Development of the Franciscans' estate and the land of the Montréal Children's Hospital, as part of their conversion
 - Installation of a landscaped median strip at the centre of boulevard René-Lévesque Ouest

- The SPP proposes the improvement of walking paths alongside Cabot Square. Although the Atwater terminal is maintained, the actions proposed are intended to minimize its presence and favour the accessibility of the square and adjacent green spaces. The redevelopment plan foresees expansion of the park, widening of the sidewalks and planting of several trees. Safety at various intersections must also be improved.
- The SPP recognizes the high potential of the Cabot Square sector for the location of prestigious addresses and quality real estate projects. The city plans to create an exemplary built framework that would benefit from the heritage cachet of existing buildings surrounding the square. The redevelopment plan recommends intensification of residential use and an increase in density around the square. The program supports the conversion of the Montréal Children's Hospital and development of the Franciscans' estate for real estate purposes.
- Cabot Square is becoming pivotal to the revitalization of rue Sainte-Catherine Ouest. Real estate projects around the square will benefit, particularly as part of the expansion foreseen in the SPP. Thus, the program calls for construction of mixed use buildings facing the square, such as the Le Seville residential project, already underway. The relationship between the large shopping centres Place Alexis-Nihon and Pepsi Forum and the square should be reinforced by greater openness of businesses at ground level and architectural treatment of facades. This openness was initiated by the Pepsi Forum. The future by-law on SPAI will extend this concept by introducing criteria for the contribution of business facades to the animation of the street.
- Resting on the principles of sustainable urban development, the redevelopment project in the vicinity of the square must contribute to countering heat islands. It foresees a radical decrease in paved surfaces through expansion of the square, proposed reconfiguration of traffic lanes, and an increase in planting and greening of the Montréal Children's Hospital site following its conversion.

Implementation of SPP

The SPP outlines an ambitious vision for the Quartier des grands jardins: that of a green sector with a rich heritage, brimming with remarkable landscapes, an ideal setting to live and do business. To support this vision, the city will regulate actions in the private domain in keeping with the orientations presented above and will adjust the parameters of the Master Plan and by-laws governing urban planning to ensure their compliance with this document. The Ville-Marie borough should also adopt a by-law on Site Planning and Architectural Integration (SPAI) to control the quality of renovation and construction projects.

Beyond this role of supervision and regulation of actions undertaken in the private sector, the city is concretely engaging in the process by conducting a series of actions in the public domain. It intends to negotiate partnerships and agreements with local stakeholders to make institutional gardens more accessible. Lastly, this process gives the city powers of urban planning control that it intends to exercise to enhance the offering of public space in the district.

Actions in the public domain set forth in the SPP

The table below lists the actions that will be coordinated by the city to implement the orientations of the Special Planning Program. It is important to note that the actions proposed are subject to specific studies to evaluate their technical feasibility and financial consequences. Once these validations are done, a timetable prioritizing the work to carry out should be produced to ensure

coordination among the borough, the central services of the city and the various partners involved.

Nature of actions	Actions proposed
Redevelopment and creation of public places	<ul style="list-style-type: none"> • Creation of a park on boulevard De Maisonneuve, between the former Victoria School and the Royal Montreal Curling Club • Upgrade of place Norman-Bethune (in progress) • Upgrade of Cabot Square Greening of the public domain
Greening of the public domain	<ul style="list-style-type: none"> • Development of a landscaped median strip on Atwater between boulevard De Maisonneuve Ouest and rue Sherbrooke Ouest • Development of a landscaped median strip on boulevard René-Lévesque between Atwater and du Fort streets and between Saint-Marc and Guy streets • Tree planting • Greening of rue Guy • Greening of the quadrilateral formed by Saint-Marc, Sainte-Catherine and Saint-Mathieu streets and boulevard De Maisonneuve as part of a Quartier 21 project
Actions intended to facilitate	<ul style="list-style-type: none"> • Technical studies of many intersections to evaluate the relevance of pedestrian traffic taking corrective measures (addition of stop signs, traffic lights, pedestrian countdown timers and/or sidewalk markings) • Expansion of the sidewalks on Guy, Saint-Marc and Du Fort streets
Changes to the road network	<ul style="list-style-type: none"> • Reorganization of streets around place Norman-Bethune (in progress) • Addition of a bike path in the tunnels extending Saint-Marc and Fort streets • Elimination of a section of rue Lambert-Closse between Sussex and Tupper streets as part of the conversion of the Montréal Children's Hospital site • Reduction of the right of way of Tupper between Atwater and Lambert-Closse streets

Development of a park on boulevard De Maisonneuve, between Saint-Mathieu and Saint-Marc

The SPP propose that a new park be created on the south side of boulevard de Maisonneuve, between Saint-Mathieu and Saint-Marc streets. This new park, intended for sector residents, will contribute to the implementation of the objectives of the SPP related to improvement of the offering of green space. It will also highlight two buildings of heritage interest situated on either side of the site: the former Victoria School and the Royal Montreal Curling Club. The creation of a new green space on what is currently a parking lot will contribute to the greening of the district in a sustainable development perspective.

The Ville-Marie borough has ordered that the lot in question be set aside for park purposes, to ensure development of a green space.

Regulatory parameters

In general, the SPP does not radically modify the parameters of the Master Plan and the Urban Planning by-law of the Ville-Marie borough (01-282) applicable to this territory. The main amendment foreseen to the regulations concerns the height limit specified in the Master Plan.

Height limit

The SPP foresees an increase in the maximum heights specified in the Master Plan, from 25 to 44 m for the block edges on rue Sainte-Catherine, between rue Lambert-Closse and the intersection of rue du Fort. The Urban Planning by-law of the borough should also foresee a maximum height on the street of 16 m for extensions, typical of the traditional architecture of the sector. The provisions of the urban planning bylaw covering maximum heights above these extensions will be amended to take into account the existing built framework and ensure harmonious insertion of new buildings in the urban fabric.

This change was made in response to the objectives of the SPP of revitalizing rue Sainte-Catherine Ouest and consolidating the residential character of the district.

By-law on Site Planning and Architectural Integration (SPAI)

To optimize the regulation of insertions, expansions or transformations of the existing built framework and the preservation of architectural heritage, a by-law on Site planning and architectural integration (SPAI) targeting the Quartier des grands jardins will be drafted and adopted by the Ville-Marie borough. Based on specific objectives and criteria, the by-law on SPAI should allow better management of the regulatory provisions presented above, considered as priorities of the SPP.

This new regulatory approach, founded on a qualitative project evaluation, should promote knowledge of the territory through its characterization, while enhancing protection of the exceptional architectural heritage of the sectors included in this district. The dominant characteristics of each sector can be detailed to orient actions affecting heritage buildings and regulation of more contemporary actions considered opportune. The formulation of this by-law is an opportunity to further expand the analysis of the particular characteristics of the built and landscape heritage of the Quartier des grands jardins.

The by-law would also establish objectives and criteria for protection and enhancement of green spaces on large institutional estates. Such orientations affecting large sites of institutional character and places of worship of heritage interest are specifically stated in Chapter 2.6 of the city's Master Plan. More generally, the adoption of this by-law should regulate, through the formulation of objectives and criteria, the realization of implementation measures described in this document, notably:

- Preservation of the architectural characteristics of heritage interest
- Harmonious insertion of new buildings in the urban fabric
- Striving to maintain views toward mont Royal, the Saint-Jacques escarpment and other remarkable sites in the district

- Integration of green components in projects
- Contribution of commercial façades to the animation of rue Sainte-Catherine
- Quality of the layout of commercial patios (terrasses)

The SPAI by-law should group the objectives and criteria into five distinct chapters covering the following elements:

- Institutional and religious heritage
- Built environment of rue Sainte-Catherine
- Victorian houses of Shaughnessy Village
- New construction and expansion projects
- Changes visible from the street and public space.

The borough's urban planning by-law should be amended accordingly to eliminate, if applicable, references to Title VIII applicable to the sector. Instead, it should refer to the SPAI by-law.

Partnerships and agreements

The objectives of this SPP concerning public access to institutional gardens will be attained mainly by signing contractual agreements with these institutions. These agreements can clearly state the conditions for sharing of responsibilities and costs, activity programs, maintenance and capital expenses (for example in case of installation or repairs of fences) and security.

Housing improvement program

The housing improvement program was produced in response to the observation of the mounting deterioration of the rental housing stock. This phenomenon is not generalized, but the premature aging of some dwellings built according to standards in force in the 1960s and 1970s is increasingly perceivable in the field. Property owners should be encouraged to start a renovation cycle of the rental housing stock. City resources are available through action programs related to housing.