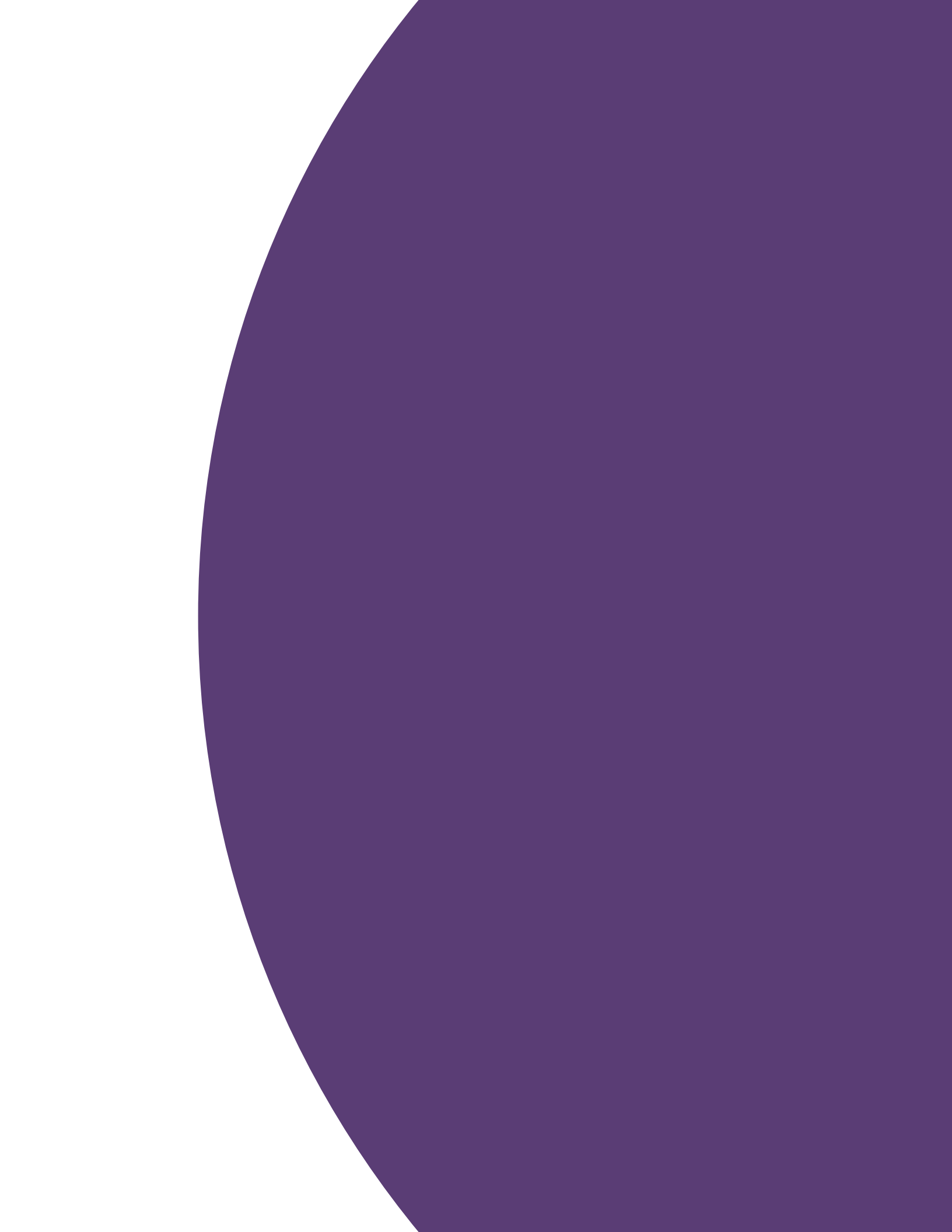


# 2020 Annual report





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May 1, 2021

Ms. Suzie Miron  
President of the City Council  
Ville de Montréal  
Montréal (Québec)

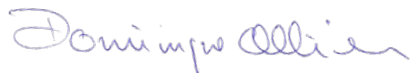
Madam President:

In keeping with the *Charter of Ville de Montréal* (R.S.Q., c. C-11.4), I am pleased to enclose the 2020 annual report of the Office de consultation publique de Montréal.

The report outlines the activities of the Office for the period of January 1 to December 31, 2020.

Please do not hesitate to contact me should you require further information.

Yours sincerely,



Dominique Ollivier,  
President of the Office de consultation publique de Montréal



# Thank you!

The Office de consultation publique de Montréal (OCPM) would like to thank all its collaborators who contributed to the promotion of Office activities in 2020.

The OCPM would also like to take this opportunity to thank the groups, organizations, citizens, civil servants and developers who participated in the various public consultations.

The Office owes the success of its public consultations to the involvement of borough and central department employees, professionals, management personnel and elected officials, who gave their help and expertise to help citizens and commissioners to understand the projects and issues involved.

Without everyone's good will and co-operation, the OCPM's public consultations would not have achieved their primary goal of providing Montrealers with pertinent information and data on the various projects, with a view to gathering their opinions and comments.

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# President's message

It would be a major understatement to say that 2020 was a year unlike any we have seen before, not only at the Office, but throughout the world. Last March, when Québec pressed pause, along with the rest of the planet, we were completing the drafting of three reports and getting ready to begin a new consultation. The year 2019 had been exceptional, both in terms of the diversification and growth of participation and the implementation of digital tools and methods to complement our processes. There was no indication of the major upheaval a global pandemic held in store for us.

Our new mantra, while preserving predictability and credibility, became “adaptation.” In response to Montrealers’ growing demand for participation, the entire OCPM team had spent years continually reviewing our way of doing things to ensure increased contributions. Our slogan was, “Participation without exclusion!” Our tool kit included universal accessibility, self-organized citizens’ contributory activities, prototyping, creative workshops, online questionnaires and role playing, an ever-expanding list of means aimed at harnessing Montrealers’ collective intelligence.

Armed with our 17 years’ experience and the strength of our basic process, we could allow ourselves to experiment in a thousand different ways to make citizen engagement less intimidating through deliberation exercises, sometimes entertaining, sometimes creative, but always enlightening in terms of grasping relevant issues to enable decision-making. I would like to take advantage of this opportunity to thank all the staff of the OCPM for dedicating countless hours to establishing the conditions required to ensure the success of those new methods of operation, even though they call for drastic changes. For example, when we plan consultations, we do not hesitate to schedule public events using those new methods, without preconceived notions regarding their format or content. We use the information gathered at such events to determine the format of ensuing events. We monitor participation to adjust our promotional campaigns when one group appears to be absent. This has allowed us to achieve great successes, such as that of the consultation on systemic racism and discrimination under Montréal jurisdiction, where the debates, despite the sensitive nature of the issue, were carried out peacefully and constructively.

## **A stressful situation nonetheless conducive to innovation**

It is that climate of innovation and open dialogue that allowed us from the outset, in March, to reflect on what we could do to ensure the continuation of our activities and the participation of the greatest possible number of people, despite COVID-prevention measures in force. A section of this annual report is devoted to a detailed summary of our consultation process during a pandemic situation and the evaluation of that process.

Our concerns included, but were not limited to, digital fracture, difficulty with the written word, overall feelings of insecurity, and the precariousness of certain populations with regard to technologies. We had always affirmed that virtual activities could only serve as complements to in-person ones, as collective deliberation, in listening to others, provides a richness that we did not want to lose. And, suddenly, we found ourselves in a situation requiring immersion into the virtual world, along with its seeds of exclusions, but also its significant potential.

At the time of this writing, I believe that we can safely say that we have been up to the challenge. We do not wish to be overly optimistic, but the results of the three mandates we have carried out since last summer compare well with similar in-person exercises. More young people, more new participants, more questions asked, almost as many contributions, and no loss of credibility amount to a balance sheet of which we can be proud. Over 1500 people used the means put at their disposal by the OCPM to become informed about a given subject and express their opinions.

We must now make sure that those new participations continue to represent the diversity of Montréal voices. Should that not be the case, we will need to think carefully about the new barriers to participation generated by the pandemic and about how to remove them. We also need to draw lessons from the experiments to ensure that, in our post-pandemic methods, we preserve the best ones to facilitate access by a larger public that does not always have the time or inclination to attend public meetings in person, while maintaining a debate framework that ensures enlightened contributions.

## **Ongoing quest for advances**

In 2019, we noted that it was truly paradoxical that, while the issue was no longer the representativeness of participation or the competence of participants, processes leading to final decision-making were becoming increasingly opaque. In 2020, we held discussions with the administration to have decision-makers justify choices made and explain how citizens’ suggestions had or had not been implemented. Given the current pandemic situation, more work remains to be done in that area.





The same applies to various other issues that we raised in 2019, such as the disparity in how right-of-initiative files are handled depending on the body conducting the consultation, the need to discuss our collective consultation tools, the revision of the Montréal Charter of Rights and Responsibilities, and the possibility of the Office serving also as a crucible to popularize or bring about new reflections, less connected to a particular subject or territory, but more to generic issues to help shape the priorities of tomorrow.

The COVID-prevention measures in force have put those projects on hold, but as the Office heads towards its 20<sup>th</sup> anniversary in 2022, rest assured that those issues remain firmly on the agenda. In fact, the slight slow-down imposed on us is probably an excellent opportunity to reflect on the path we have travelled, to take stock of our advances, and to identify pathways allowing us to take full advantage of the wealth of use-based knowledge acquired by the Office since its inception.

Sincerely,

Dominique Ollivier  
President

“

More young people, more new participants, more questions asked, almost as many contributions, and no loss of credibility amount to a balance sheet of which we can be proud.

”



# Mission and mandate

## Mission

The mission of the Office de consultation publique de Montréal, created under section 75 of the *Charter of Ville de Montréal*, is to carry out public consultation mandates with regard to land-use planning and development matters under municipal jurisdiction, and on all projects designated by the city council or executive committee.

## Mandate

The Office de consultation publique de Montréal, in operation since September 2002, is an independent organization whose members are neither elected officials nor municipal employees. It receives its mandates from the city council or executive committee.

## The Charter of Ville de Montréal defines the mandate of the OCPM as follows:

### Section 83

- 1°** to propose a regulatory framework for the public consultations carried out by the official of the city in charge of such consultations pursuant to any applicable provision so as to ensure the establishment of credible, transparent and effective consultation mechanisms;
- 2°** to hold a public consultation on any draft by-law revising the city's planning program;
- 2.1°** to hold a public consultation on any draft by-law amending the city's planning program, except those adopted by a borough council;
- 2.2°** to hold a public consultation on the draft by-law enacting the public participation policy provided for in section 80.1 of the Act respecting land use planning and development (chapter A-19.1), despite section 80.4 of that Act;
- 3°** to hold public hearings in the territory of the city, at the request of the city council or the executive committee, on any project designated by the council or the committee;
- 4°** to hold a public consultation on any element designated for that purpose in the public participation policy adopted under section 80.1 of the Act respecting land use planning and development.
- Sections 89 and 89.1 also provide that the OCPM must hold public consultations on all by-laws to be adopted by city council respecting projects that involve:
- > shared or institutional equipment, such as cultural equipment, a hospital, university, college, convention centre, house of detention, cemetery, regional park or botanical garden;
  - > major infrastructures, such as an airport, port, station, yard or shunting yard or a water treatment, filtration or purification facility;
  - > a residential, commercial or industrial establishment situated in the business district, or if situated outside the business district, such an establishment the floor area of which is greater than 15,000 m<sup>2</sup>;
  - > cultural property recognized or classified, or a historic monument designated under the Cultural Property Act (R.S.Q., c. B-4) or where the planned site of the project is a historic or natural district or heritage site within the meaning of that Act.

On December 7, 2005, the government adopted decree 1213-2005 amending the Charter of Ville de Montréal. This decree allows the agglomeration council, under the Act respecting the exercise of certain municipal powers in certain urban agglomerations, (R.S.Q., c. E-20.001), to authorize projects related to its jurisdiction anywhere within its territory, and to entrust the ensuing public consultation process to the Office de consultation publique de Montréal. This provision came into force on January 1, 2006.

On June 12, 2008, draft By-law 82 was enacted, amending section 89.1 of the City Charter so that, for purposes of the approval by referendum process pursuant to subparagraph 4 of the section, the territory of reference would be the borough or boroughs in which the project is planned. It is important to note that this modification applies only to projects located wholly or in part in the historic borough of Old Montréal.

On June 20, 2008, draft By-law 22 was enacted, returning to city council the power, concurrently with the borough councils, to take the initiative for an amendment to the planning program in respect of an object to which a draft amendment adopted by the city council pertains. Following this amendment, the functions of the Office were modified, giving it responsibility for public consultations on any amendment to the planning program initiated by city council.

On June 15, 2012, draft By-law 69 was enacted. Among other things, it redefined the criteria under which mandates could be given to the Office pursuant to section 89 of the Charter of Ville de Montréal. The draft By-law replaced, in sub-paragraph 1 of the first paragraph of the section, the words "university, college" with the words "public educational institution, college- or university-level educational institution." The purport of this amendment is to allow the application of the provisions of that section to secondary and primary schools.



The same draft By-law, under its section 25, allows Montréal to amend, with a by-law and without any other formality, certain provisions of the “Règlement sur la construction, la transformation et l’occupation du Centre universitaire de santé McGill, sur un emplacement situé à l’est du boulevard Décarie, entre la rue Saint-Jacques et la voie ferrée du Canadien Pacifique,” despite section 89.1 of the Charter of Ville de Montréal.

On June 16, 2017, Bill 122 was approved. It aims primarily to recognize that municipalities are local governments. The Act provides for the possibility of a municipality adopting a by-law to enact a public participation policy according to certain criteria. The adoption of the policy invalidates the referendum provisions provided under the Land Use Planning and Development Act. The by-law must be submitted for public consultation. For Montréal, the Act amends the Charter of Ville de Montréal (section 83), which provides that said draft by-law on public participation must be the object of a public consultation before the Office de consultation publique de Montréal. Another amendment to the same section 83 provides that the Office be empowered to hold public consultations on any element designated for that purpose in the public participation policy.

On September 21, 2017, Bill 121, pertaining to Montréal’s status as a metropolis, was adopted. The Act amends a provision of the Charter and reduces from 25,000 square metres to 15,000 square metres the floor area of residential, commercial and industrial establishments for which section 89 of the Charter may be invoked and the consultation required by Law assigned to the Office and thereby be exempted from approval by referendum.

### **Municipal by-law on the right of initiative**

The city council, during its meeting on August 22, 2017, amended the by-law on the right of initiative to allow recourse to the Office for consultations planned in the boroughs pertaining to the exercise of that right.





# Activities

The work of the Office de consultation publique de Montréal is carried out in light of two sections of the Charter of Ville de Montréal, sections 83 and 89. They provide that the Office must hold consultations on mandates it receives according to criteria provided for under the Charter. They also mention that the Office must promote best public consultation practices, notably with Montréal authorities. The Charter also stipulates that the agglomeration council may give the Office a mandate to hold a consultation on its territory when a project targeted by section 89 of the Charter falls under the jurisdiction of the agglomeration.

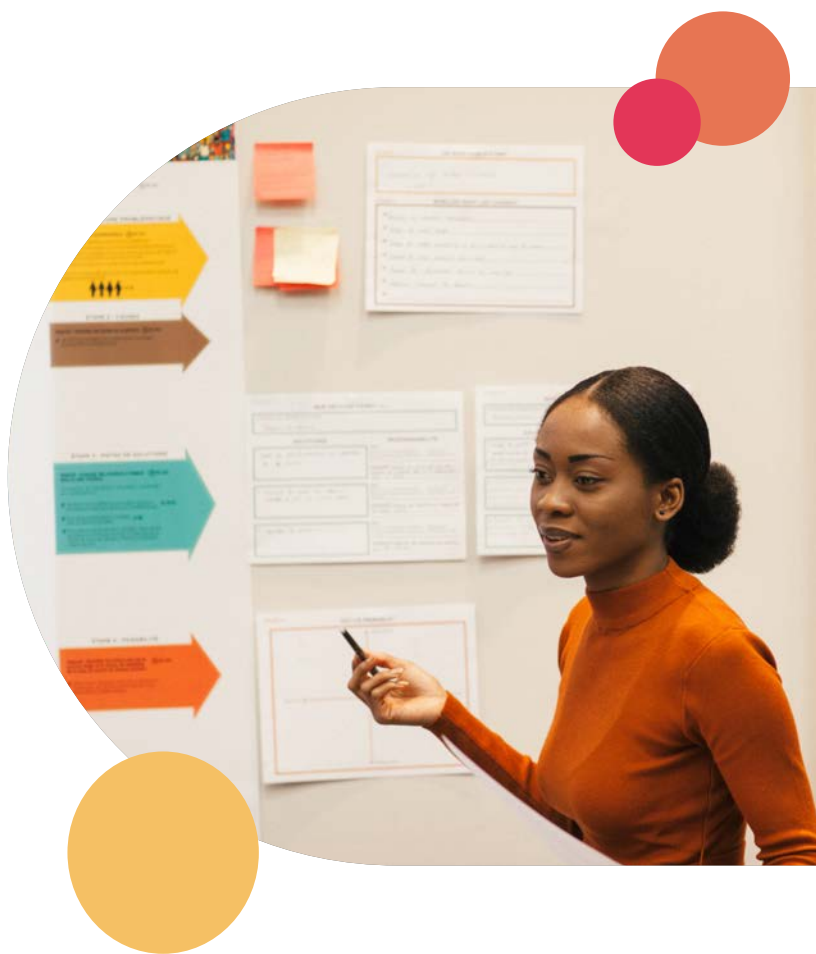
The issues involving by-laws are usually given under section 89, while amendments to the Master Plan and the examination of plans and policies are conducted under section 83. That section also allows us to develop partnerships and provide advice and support for all consultations led by a City body.

The Office held a lot of consultations again in 2020, despite the pandemic. The first half of the year did not give rise to any new consultations, but to the finalization of some already under way and the publication of reports on those files. That was the case for **the public consultation on systemic racism and discrimination** held pursuant to the right of initiative. Initiated in 2018, it ended with the submission of the report on June 15, 2020.

“ [...] one of the longest and most exhaustive processes led by the Office in its 18 years of existence.”

In total, 7000 people participated in that consultation, both in person and on line, in one of the longest and most exhaustive processes led by the Office in its 18 years of existence. The consultation was held throughout Montréal territory using a variety of means to allow citizens to express their views. The Office recorded more than 1000 people and organizations who contributed to some 34 citizen contributory activities and the formal hearing-of-opinions phase. In addition to the report, the consultation left us with a wealth of documentation, including personal accounts, data, research, suggestions and references to experiences in Montréal and other areas.

In keeping with the expressed wishes of the communities of citizens that initiated the process, the OCPM attempted, based on the information it received, to underscore the extent of the problem, to identify groups that could potentially be victims of systemic racism and discrimination,



and to pinpoint promising avenues and concrete initiatives to be introduced into Montréal's policies and programs, in line with its responsibilities, to bring about real change. From the outset, the commission noted that, despite generous discourse in terms of the principles and numerous actions undertaken by the City, results were not forthcoming.

In its report, the commission outlines 11 findings and 38 recommendations to guide the decisions of the municipal administration. Firstly, major cross-cutting recommendations, whose starting point is the acknowledgement that the phenomenon exists, target the implementation of operational changes that are consistent with the diagnosis. Secondly, it sets out thematic recommendations tackling specific problems, such as representation within the City's workforce and executive, racial and social profiling, culture and social inequities.

**The consultation on amendments to the Master Plan pertaining to housing**, known as Montréal, a Diverse Metropolis, followed a similar path. The Office began the consultation in September 2019, and it continued throughout the fall and into early 2020. The commission made its report public on May 14.



The consultation involved two draft by-laws aiming to define municipal orientations and increase the social, affordable and family housing supply on Montréal territory. The consultation attracted more than 1000 participants to the various information and expression-of-opinion activities. The commission received 233 written opinions and heard 44 oral presentations. The quality and diversity of contributions received attest to the level of interest raised by the issue with a great variety of participants.

In its report, the commission notes that the overall objectives and housing summary have the support of most participants, who interpret the municipal initiative as a willingness to listen to the needs of citizens and to act accordingly. However, many questions remain regarding the capacity of the draft by-laws to achieve the stated objectives.



Although participants recognized the value and potentially structuring effect of the proposed draft by-laws' "social housing" component, the majority of them questioned a number of concepts and parameters concerning the affordable and family components. It is important to note that the two draft by-laws submitted for consultation were drawn up in the context of the fast-paced real estate market prevailing in 2019, both in the greater metropolitan area and on a local scale. Furthermore, the consultation was held before the health crisis, which saw hundreds of thousands of Montrealers confined to their homes.

**“The quality and diversity of contributions received attest to the level of interest raised by the issue with a great variety of participants.”**

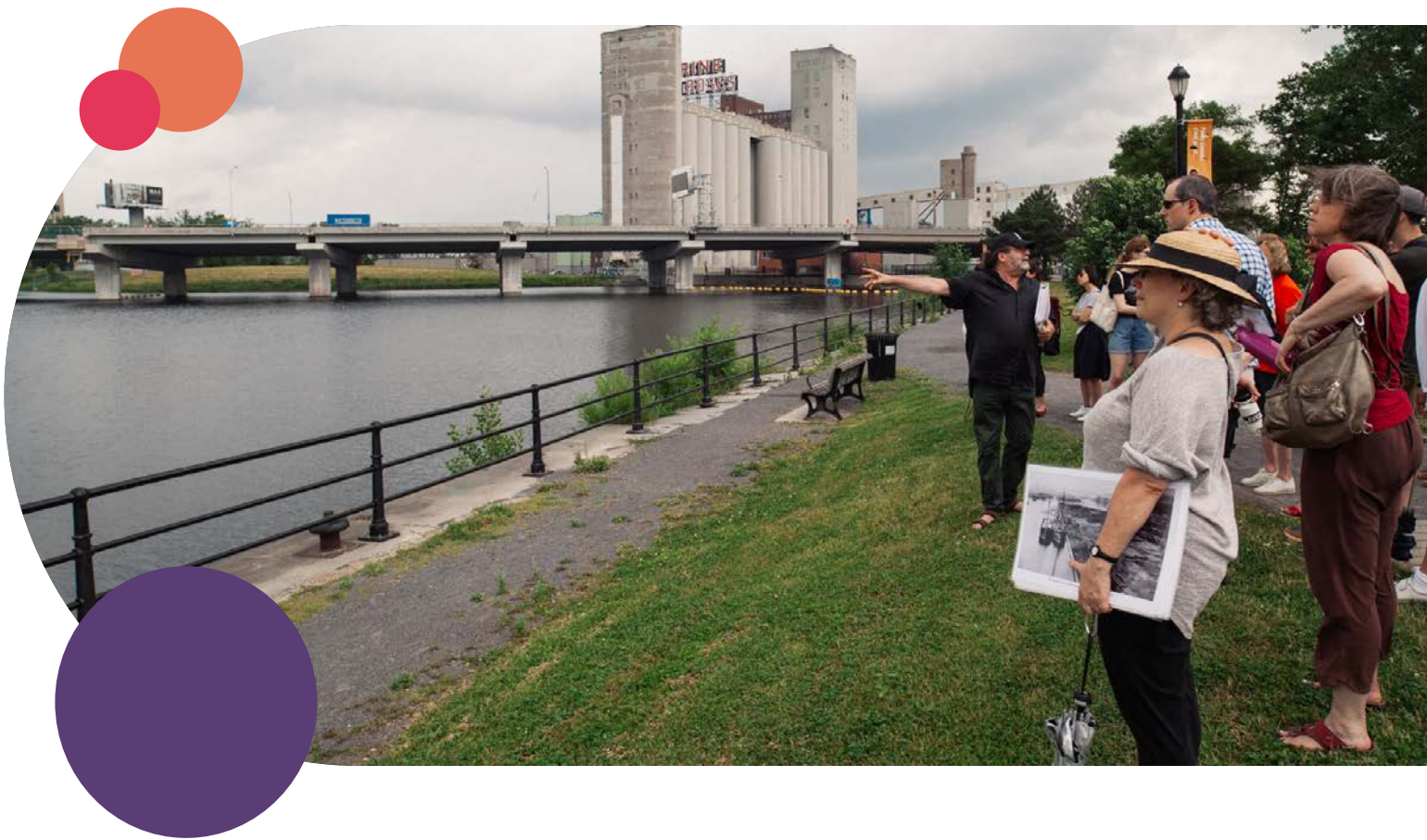
Nevertheless, the commission made 16 recommendations aimed at having the proposed tandem draft by laws allow not only immediate improvements to the housing supply, but also the allocation of the time and resources required to complete some essential phases of the planning continuum, such as the signing of the agreement relating to the National Housing Strategy, the definition of a shared metropolitan vision on matters pertaining to housing, and the revision of the Montréal Master Plan. It therefore suggests that the adoption of part of By-law P-19-041 be postponed in order to re-examine areas brought into question by participants, notably concerning housing affordability and the by-law's application parameter.

**The consultation on the Bridge-Bonaventure sector** ended in early 2020, and the report was made public in February. The sector covers 2.3 square kilometres straddling the boroughs of Sud-Ouest and Ville-Marie. It includes the area surrounding the Samuel-De Champlain and Victoria bridges, the Pointe-Saint-Charles business park, the shores of the river, the Peel and Wellington basins, the Cité du Havre, the Pointe-du-Moulin and the Bickerdike Pier.

The Bridge-Bonaventure sector is currently heavily mineralized, divided by transportation infrastructures and not very conducive to active transportation, but has unique landscapes and heritage. Although the area is home to a variety of economic activities, it has very few residents.

From May to October 2019, many in-person and online consultation activities were held to allow everyone to become informed, discuss the sector's vocation, better discover it, be inspired by examples from here and other places, and express their opinion. The main topics of discussion were: the vocation of the territory; the heritage elements to be enhanced; travel by active and public transportation; public spaces and their connectivity; the renewal of economic activities; entrances to the city; and the idea of a baseball stadium in the area. The participation was significant and active. The results of the consultation will allow Montréal to prepare a planning document comprising development and enhancement hypotheses.





Between April and October 2019, 4000 in-person and online participations were recorded for the various steps involved in the process. The commission received and heard 169 opinions. More than 1000 respondents filled out the online questionnaire. Such a level of participation attests to a great attachment to the sector and what it represents from a historical, heritage, economic, cultural and social standpoint.

In its report made public on March 9, the OCPM makes almost 50 recommendations to better bring to life the vision, protect and celebrate the heritage, improve travel, and make the territory a verdant, resilient and innovative environment, concerned with involving local communities in its development.

Overall, the commission notes that the vision proposed by the City was well received. The participants unanimously underscored the fact that the territory should be revitalized and more organically connected to neighbouring areas. Only the question of renewing urban and economic activities raised more diverging opinions.

The controversial project involving a baseball stadium in the Peel Basin drew comments from the majority of participants. It should be noted, however, that the subject remains peripheral to the object of the consultation. The information document prepared by the City at the start of the process made no mention of it, and it was only during the hearing-of-opinions that the developers of the project more officially announced their intentions. However, no plan or project has been submitted. Under the by-laws currently in force, a separate public consultation would have to take place should a more detailed project be filed.

**“ Such a level of participation attests to a great attachment to the sector and what it represents from a historical, heritage, economic, cultural and social standpoint.”**





**The consultation on the draft Special Planning Program (SPP) for the northern section of L'Île-des-Sœurs** also ended in 2020. Located in the borough of Verdun, the planning sector involves an area of approximately 79 hectares. This main southern gateway to downtown Montréal lies at the intersection of Highways 10 and 15 and the new Samuel-De Champlain Bridge. The sector includes the Place du Commerce, L'Île-des-Sœurs' main commercial hub, the Campus Bell Canada and the Pointe-Nord, a mixed neighbourhood combining residences and businesses.

The draft SPP targets the creation of a TOD- (Transit-Oriented Development) type living and employment environment near the future REM (Réseau express métropolitain). The consultation attracted significant real-time and virtual participation.

The consultation, held from September to November 2019, asked participants to reflect on the transformation of the sector, the heart of the neighbourhood's economic activity, into a structuring living and employment environment. The regulatory tool chosen to that effect is a Special Planning Program (SPP). Some 3700 participations were recorded over the various stages of the consultation, for which the commission received over 550 written opinions. The report was made public on May 14.



The vision for the future included five orientations focused on a desirable densification resulting from the upcoming arrival of a REM station, a transformation of mobility towards more active means of transportation, an enhancement of historical, natural and landscape components, as well as a framing of the built form and its environmental performance. In its report, the commission notes that the vision and major orientations of the SPP are generally well received and recommends that the SPP be adopted, on the condition that the development concept and proposed interventions be reviewed to better conform to that vision.

Transforming the Place du Commerce, completing the Pointe-Nord neighbourhood, densifying the area around the REM station and creating a complete TOD-type neighbourhood were seen as desirable interventions. However, there was little support for the development concept and proposed actions. To increase the acceptability of the draft SPP, the commission's report makes 25 recommendations concerning, among other things, heights and densities, social mix, mobility

and urban development. The commission also focused on the management of temporary nuisances resulting from the construction of the REM and bridge, and of more permanent ones related to the presence of road axes. In terms of governance, the commission's recommendation calls for better consensus-building with stakeholders.

A mandate had been given to the Office in 2019 to examine the development and enhancement project for **the Namur-Hippodrome site** in the borough of Côte-des-Neiges-Notre-Dame-de-Grâce. The City plans to repurpose the site of the former racetrack and the area surrounding the Namur metro station. It aims to develop a complete living environment there, inclusive, carbon-neutral, and focused on active and public transportation. The project may involve the construction of over 6000 housing units. The consultation targeted a better understanding of citizens' and local players' expectations and needs in order to develop a common vision for the future neighbourhood.

The territory of the future Namur-Hippodrome sector comprises the area surrounding the Namur metro station and the site of the former racetrack, which has been owned by the Ville de Montréal since 2017. The 75 hectares of land in question are bounded to the east by Mountain Sights Avenue, to the south and west by the CP railway right of way, and to the north by the border of Town of Mount Royal. An initial information evening was held on November 20, 2019, and other in-person and online consultation activities were held in early 2020. The report was made public on October 1.

More than 2800 participations were recorded during the various stages of the consultation. The commission received and heard 135 opinions and took into consideration the answers of the 788 respondents to the online questionnaire. Because the hearing-of-opinions sessions ended on February 19, just a few weeks before the implementation of extraordinary measures made necessary by the current worldwide coronavirus pandemic, the commission's analysis did not have the benefit of the citizens' readings of the situation that will prevail post-COVID-19, and could not consider the potential fluctuations of public opinion on many topics addressed during the consultation.

Nonetheless, the commission noted that the City did not present an explicit vision statement, but rather set out five development and enhancement principles to structure the creation of the new Namur-Hippodrome neighbourhood. The five principles, directly linked to the objective of developing a neighbourhood where natural and human health are taken into account in planning any development interventions and decisions, are received positively, but differently depending on whether the opinions are expressed from a metropolitan or local perspective. The commission believes that those principles should be retained and included in a clear vision statement.

The challenge of making a neighbourhood with a low ecological and carbon-neutral footprint, innovative and conducive to the full development of a mix of households, cohabit with a more hostile environment crossed by heavy transportation infrastructures, grappling with huge traffic problems and bounded by an industrial sector, raises both enthusiasm and concerns regarding the practicality of the project. Furthermore, the orientation targeting the considerable reduction of automobile use in favour of active and public transportation was also moderately well received, based on whether respondents resided on Montréal territory or in one of the linked cities bordering on the site.

Also, one mandate received in 2019 was not the object of consultation activities in 2020. It involves a draft amendment to the by-law adopted under section 89 of the Charter dealing with a portion of the site of the former Montréal Children's Hospital. The proposed amendment involves tower 6 of the real estate development under construction on that site. The Office has not received from the City the documentation required to allow it to hold the consultation.

Lastly, the support provided by the Office to the **Centre d'histoire de Montréal** in a new positioning process was suspended, owing to the lockdowns we have experienced this year. It should be noted that the support is the result of an accompaniment mandate given to the OCPM by the executive committee.

In the fall, we resumed our consultation activities, primarily on line, but also adding procedures to allow citizens without Internet access to participate by mail and by telephone.

Those new procedures are the subject of a text explaining how they work further on in this report.

See details  
on page 23





The mandate entrusted to the OCPM was voted by city council on February 24, 2020, a few weeks before the onset of the COVID-19 pandemic, which forced the Office to suspend its activities and modify its consultation schedule. The consultation activities that were to be held in March were finally carried out beginning in August, in an essentially virtual context. That new way of doing things proved successful as citizens, groups and corporations participated in the activities. The commission received 19 briefs, heard seven presentations during the hearing of opinions, and received 52 opinions on line. The virtual sessions allowed many citizens to express themselves and were viewed more than 1400 times.

The second file involved the examination of the **Special Planning Program, the SPP, for the Faubourgs sector**, in the east end of the Ville-Marie borough. The SPP was the result of the upstream consultation that the Office held last year on that same territory. The territory in question stretches from Saint-Hubert Street to the west to Fullum Street to the east, and from Sherbrooke Street to the north all the way to the river. It already contains very densely constructed areas, but also areas to be redeveloped, such as the Molson/Coors brewery, the Radio-Canada site, and the Porte Sainte-Marie sector.

Owing to the pandemic, all activities were conducted virtually. The City's presentation was webcast on September 9 and remained available on various platforms. The question and answer session was held on September 29 and webcast live on the OCPM Facebook page. During the session, City representatives answered citizens' questions sent in earlier or asked live by telephone.

Then, the opinions phase continued until November 3. The participants had the option of filing their briefs on line, sending them in by mail, or answering the open questions on the Office Web site. The latter dealt with four distinct themes: the urban network and mobility; the environment; living environments; and the built environment and urban form.

The consultation activities concluded with the holding of six hearing-of-opinions sessions. All sessions were held virtually, between October 27 and November 3, 2020. They provided an opportunity for all those wishing to do so to present their opinions to the commission.

The commission received hundreds of questions from some 50 participants during the information phases. In terms of the hearing of opinions, the commission received 83 written briefs, 35 of which were the object of a presentation during the hearing sessions, and 1 oral presentation was added without the filing of a brief. Moreover, a total of 55 opinions was filed on line and 3 briefs were received by mail. The consultation videos were viewed more than 2600 times.

Three files were the subject of activities under that new context. The first, beginning in late August, dealt with **a project in the Village Shaughnessy sector** located in the borough of Ville-Marie. The public consultation focused on amendments to the Master Plan pertaining to heights and densities in the borough. The amendments served two purposes. On the one hand, an increase of the construction height for 1920-1940 Sainte-Catherine Street West to allow the erection of a 14- and 15-storey building designed to hold 200 rental housing units and commercial premises on the ground level. The second amendment aimed to reduce the density and height allowed in the neighbouring Village Shaughnessy sector to ensure the conservation of the old built environment dominant in the targeted sector.

The themes addressed most often during the consultation were development, mobility and housing. In total, there were almost 2650 participations in the activities related to the consultation process.

Lastly, we held consultations on a **school project, coupled with an affordable housing project and also including community equipment, in the Griffintown sector** of the Sud-Ouest borough. The residential portion of the project called for the building comprising 81 social housing units, spread out over eight storeys, to be linked to the school building. It would also offer indoor parking spaces for cars and bicycles. A vegetated area and a sound barrier were also planned to reduce noise levels between the mixed project and neighbouring residences.

The project's community equipment consisted of a pavilion in the southern section of the parc du Bassin. The pavilion would contain a cloakroom, a Zamboni garage, and the mechanical equipment required to operate a future refrigerated skating rink on site.

The sessions on those projects were viewed over 1200 times, and some 30 people contributed by expressing an opinion to the commissioners. The main themes addressed in those contributions involved the school itself, its presence in the neighbourhood, its two school yards, and making its premises available to citizens outside of school hours, as well as parking in the neighbourhood. That issue was raised because

the school project does not plan for any parking, aside from a 15-minute drop off area on the public road, and the social housing project would also not offer parking to its residents. The practice of sports, linked to the pavilion in the parc du Bassin-à-Bois, notably winter sports, was also addressed by participants.

In closing, it should be noted that one mandate is still pending. It has to do with a consultation on the report of the interministerial committee on the use of redundant buildings of the university hospitals of the Université de Montréal (CHUM) and McGill University (MUHC). In the absence of the document that is to serve as the object of the consultation, no action has been taken regarding the mandate, which was entrusted to the Office by the executive committee in September 2013.

In total this year, we recorded over 1608 participations in Office activities, consisting in attending consultations, asking questions, filing briefs, and participating using the digital tools increasingly employed by the Office.



All webcast sessions are available online!





# The COVID method

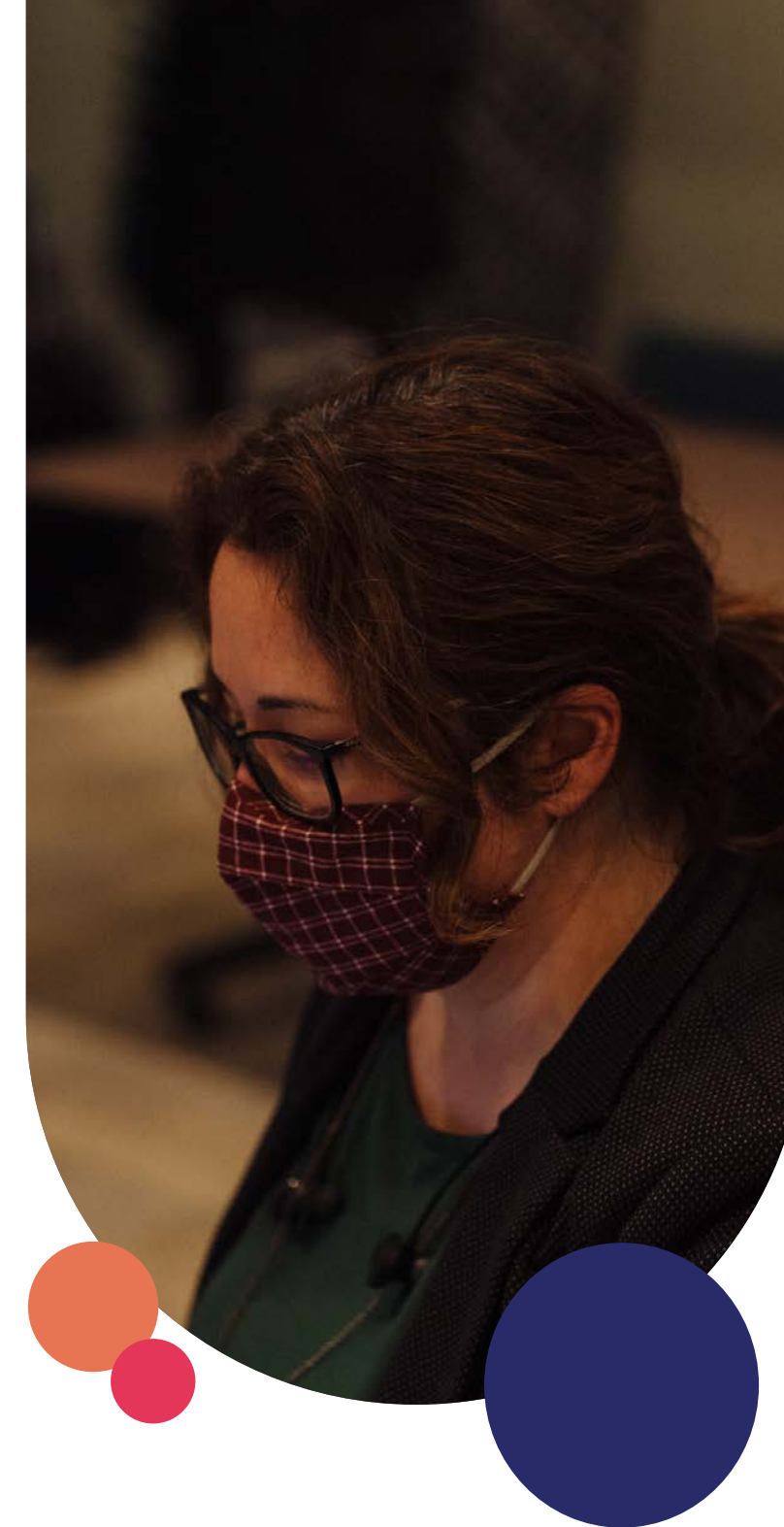
As it did for numerous other areas of activity in Québec and other parts of the world, the COVID-19 pandemic led the OCPM to contemplate new ways of organizing public consultations. Our model for consultations is based on the principle of public hearings, provided for under the Land Use Planning and Development Act, which rests on the presence of the populations concerned during essential steps, such as information sessions and hearing-of-opinions sessions. That method of operation, extending to all our processes, is in keeping with the OCPM's fundamental promise of transparency and independence.

Until March 2020, the testing of online participation was used as a complement to our traditional processes. It essentially involved the viewing of information sessions, questionnaires, debate platforms, or allowing the expression of preferences, as well as interactive maps. We had noticed that the virtual component stimulated the appropriation of themes and helped us to attract new publics interested in consultation.

Last spring, when the health crisis limited gatherings and imposed physical distancing, it became necessary to quickly rethink our traditional model to adapt to the new circumstances. Admittedly, technological advances did make remote participation possible for commissioners, the City, developers and citizens. However, many questions remained concerning the virtualisation of participation. Since numerous areas of activity were suspended, would it not be preferable for public consultation to follow suit? Was it appropriate to establish new means of consultation in a context where the priorities of potential participants would lie elsewhere, notably in the preservation of their health, their economic survival, or even the reconciliation of remote working and family? What about the preservation of the credibility of our processes? What proportion of the population had both the tools and understanding of their workings required to participate? Was there a risk that we might exclude some people?

**“Since numerous areas of activity were suspended, would it not be preferable for public consultation to follow suit?”**

Faced with that unprecedented situation and in keeping with the mandate of ensuring best practices entrusted to us by the Charter of Ville de Montréal, we thought it important to conduct an evaluation of the population's expectations regarding public consultation in order to better gauge what we should do.



We therefore launched into a process that lasted almost nine months, during which we evaluated citizens' expectations, developed a method that respects both our greater principles and health orders, tested that method using two pilot projects that were continuously evaluated to allow us to make quick adjustments when difficulties arose. We drew lessons from that formidable testing ground, not only for the duration of the pandemic, but also for the future, when a new normal materializes.





## The starting point

At the Office, we have invested a great deal in recent years to subvert paradigms, by opting to reach people in their living environments in order to benefit from their use-based knowledge. In doing so, we have rediscovered that a number of methods stemming from popular education practices are the best means of making heard the voices of people who traditionally participate little; that we always win by focusing on accessibility; and that the greatest innovations, those that create equity among people, are rarely technological. It was therefore of primordial importance that we not lose sight of that while drawing up our consultation process in times of COVID-19, a period that had experienced lightning-speed technological development.

Our reviews of literature early in the pandemic were unequivocal. Over 85% of Montrealers are connected, but many of them (at least 20%) still feel insecure when it comes to using technologies. There are many reasons for that, including the cost of services, the ability to use them properly, and the level of literacy. We were not deluding ourselves. At the Office, although we have always made great efforts to popularize our vocabulary, and despite the fact that our

participation numbers are constantly increasing, we are well aware that the objects of our consultations are often technical, use elaborate vocabulary, and require a certain level of self-confidence in the soundness of one's opinions and in one's ability to fully participate. The diversification of methods we had undertaken before the pandemic had paved the way for the expression of more fragile populations, but that was not yet the majority of opinions received.

It was therefore essential that we take advantage of the first confinement to survey our participants, all categories combined, to confirm their interest in pursuing the citizen engagement processes, and to identify the best means to allow us to support that participation.

Once that preliminary step had been completed, the OCPM team focused on our processes, identified the essential elements to be converted to virtual means, the main roadblocks to participation pinpointed using the survey, and the best ways to eliminate them.



## Methodology

Three tools were used to conduct the initial survey between March and June 2020. An online questionnaire was drawn up to reach the general public, especially the people following the activities of the OCPM via the newsletters or the various social networks. Telephone interviews using a questionnaire were conducted with participants who had chosen to make their contributions strictly in person in consultations held in 2018 and 2019. Those participants had presented an oral opinion during a hearing before the commissioners, but without having first provided a written document. We were therefore particularly interested in knowing their point of view on participation in processes that would be held strictly virtually. In a first step, four background telephone interviews were held with developers and representatives of community organizations.

Once the COVID process had been developed, for each of the two pilot projects, the following elements were used to monitor and evaluate them on a continuous basis.

- After every public activity, the participants were invited to fill out an online assessment form.
- That was followed by in-depth discussions with a variety of citizens who had participated in the various steps: developers and City representatives; people who had viewed live or delayed webcasts of the information sessions or the question-and-answer sessions; people who had participated in the live telephone forum; people who had submitted an opinion on line; people who had presented an opinion before the commissioners, etc.
- Lastly, discussions groups were organized with the commissioners and with the OCPM team.

People who do not have Internet access or who are less familiar with the use of technology can always ask to receive by postal mail the information and documents serving as the basis for the consultation. The postal kit usually includes: the consultation flyer; the information document provided by the developer or the City; a thematic form to facilitate the writing of an opinion; and a postpaid return envelope.



## What we learned from the experience

While people's daily lives were monopolized over the course of three seasons by the learning and implementation of measures to protect their health, and although the impact on the economy was significant, their desire to participate in consultative process did not seem to be affected. Almost 92% of respondents insisted on the necessity of the various governments continuing to encourage citizens' contribution to public debate. That opinion was confirmed in discussions with developers and representatives of community organizations. Although their motives varied, they all believed that life must go on and that there was no time to lose in terms of beginning to rebuild Montréal's economy, of maintaining the dialogue between the City and citizens and, especially, of avoiding unilateral decisions by public authorities using the emergency situation as a pretext.

Our results show that citizen participation in 2020 did not decline and that attachment to democratic values was not shaken by the crisis. During the preliminary survey, the majority of online respondents, over 62%, rated at more

than 8, on a scale of 0 to 10, their interest in following the activities of a public consultation in virtual mode on a subject of interest to them. That proportion reached more than 80% for people questioned by phone, indicating that digital means of participation are not generally an obstacle to participation. From the moment it was established that a consultation was of major interest, the respondents had no problem with the idea of using virtual means, while admitting that a period of two continuous hours in front of a screen was probably the maximum they could tolerate.

That level of interest was ascertained during the testing, while the number of online opinions, briefs and presentations before the commissioners remained quite similar to that of comparable consultations held before the pandemic. As to the viewing numbers, they largely surpassed those we attracted for consultations.

## Participation in 3 consultations in the western part of Ville-Marie

	Îlot Sainte-Catherine Ouest Virtual method	Real estate project Domaine des Franciscains	Redevelopment of the Montreal Children's hospital
In-person participations		200	300
Questions	30	18	21
Opinions	101	60	81
Views of webcasts	1379		293
<b>TOTAL</b>	<b>1510</b>	<b>278</b>	<b>695</b>

## Participation in 2 consultations on des Faubourgs sector

	PPU des Faubourgs (downstream) Virtual method	Des Faubourgs sector (upstream)
In-person participations		408
Questions	158	24
Opinions	139	245
Views of webcasts	2650	1417
<b>TOTAL</b>	<b>2947</b>	<b>2094</b>

The people we questioned largely reiterated their confidence in the processes of the Office as well as the validity of the conclusions reached by the commissioners based on the data at their disposal and the opinions expressed. With the developers and representatives of community groups interviewed, the image of the OCPM seems to be as positive as it was in the past, when we heard words such as strength, thoroughness and organized structure to describe its methods.

We like to believe that the OCPM thinks outside the box and lends an objective and somewhat critical eye to projects submitted for public consultation. We also maintain that the OCPM is not afraid of criticism and, in that respect, it usually displays audaciousness, and even courage, in its processes and recommendations.

### **We lose, we win...**

The two pilot projects were given careful consideration to ensure that the new methods of operation would yield the same quality of discussion and the same opportunity to freely express an opinion.

## **The perceived advantages of virtual consultations are:**

- a. To allow democracy and reassure citizens;
- b. To allow a greater number of people to follow the proceedings;
- c. The achievement of a high level of transparency;
- d. The fluidity of the connection between public affairs and citizens;
- e. Universal accessibility.

## **The feared limitations are as follows:**

- a. The digital fracture that could prevent some already marginalized groups from participating because they do not have the technological tools required;
- b. The loss of interaction among the various participants that helps in feeling, understanding and displaying emotions;
- c. The reduction of the diversity of opinions heard.



Although we can undeniably, in light of the information gathered, put forth the hypothesis that we have attracted new followers, who are younger than our traditional participants and who were participating for the first time in a process of the Office, the fact remains that the social profiles of those participants reveal that they are university graduates and, for the most part, employed. The people who presented their opinion before the commissioners are largely representatives of organized groups and companies. The noteworthy gains achieved in 2019 in terms of the variety of citizens' voices seem to have dropped off in the context of the pandemic.

Moreover, the participation of women, which we had worked especially hard to attract since 2014, until it reached parity in 2018 and 2019, retrogressed in 2020. To what can we attribute that phenomenon? To a new division of labour resulting from the reconciliation of remote working and family, in the measure where all men and women stayed home? To a transfer of men's traditional majority in terms of in-person participation towards online mechanisms that would dilute the numbers? Or, on a more positive note, a mutualization of screens leading to people participating as a family, a figure that available macros do not allow us to check? It is difficult to be sure about the reasons; we can only see the numbers.

It would also seem that the absence of assembling events, combined with total or partial confinement over the past months, also leads to confusion regarding participation deadlines. Therefore, we need to devote a great deal more energy to communicating and finding new ways to attract potential participants. Furthermore, towards the end of 2020, a level of screen-time fatigue set in, leading us to explore different forms of asynchronous participation.

The participants said that they much enjoyed having information sessions divided into two parts held at different times, leading to increased and improved participation. They also like having questions submitted in writing or by voice message, as it allows them to better express their thoughts and to go back to check available information. However, they don't like having the questions read by third parties, which some believe leads to the remarks being watered down and the intention behind the question being lost. Many also call for an increase in commissioners' interventions as, when answers are unsatisfactory, they do not have the opportunity to ask for further clarification. Furthermore, the presentation before the commissioners, who are also working from home, becomes less formal and less intimidating.

**“Although we can largely claim mission accomplished for our pilot projects, the experience still leads us to remain prudent and to strike a proper balance.”**



## Planning the after-pandemic

Flexibility, fluidity, innovation and user-friendliness are the epithets used by various categories of people to describe our virtual methods, leading us to believe that some gains will probably persist well beyond the pandemic. We may notably think of using virtual means to express one's opinion, or of webcasting the process as a whole. The restrictions have promoted a quick rise in people's competency in using technology, as well as an acceleration of the latter's functions. We no longer speak of potential as we did in the previous decade.

Nonetheless, many questions remain. Will virtual means be adequate for all types of consultations? How will we take into account people's varying levels of access to content (screen

size, network instability, family context, etc.)? How will we transfer to virtual spaces the deliberative elements and interactions allowing people to transcend their own opinions to put themselves in another's place in search of the common good?

While 2021 is expected to bring many more months of lockdowns and physical and social distancing, it may present an opportunity for an OCPM resolutely headed towards its 20<sup>th</sup> anniversary to enhance its practices and evolve towards a new model. However, regardless of what the future holds in store for us, we will have to preserve, in probably hybrid formulas, what has always been the strength of our interventions: credibility, transparency and accessibility.





# Communications





**“At the time of writing this yearly report, one conclusion is clear: 2020 generated an unprecedented amount of invisible work, [...]”**

The year 2020 was a three-part act for the OCPM. The first part involved the creativity of participatory spaces, with the Colloque Namur-Hippodrome, comprising 11 speakers, an opening conference live from France, booths and 3 creative workshops with citizens. The second part was a time of upheaval, where we asked ourselves about the impacts of the pandemic on citizen participation, while publishing 4 reports on important consultations held the previous fall. One of those, the one on systemic racism and discrimination, culminated in the most extensive communications operation surrounding the release of a report. There were 2 days of running fire, complete with radio, television and newspaper interviews with the president of the Office, including an in-house interview broadcast live. For that consultation, we also produced a summary document with computer

graphics, available in French and English, and a number of explanatory videos with bilingual subtitles. The third part, in the fall, was spent implementing a new remote consultation model providing a good balance between the use of new technologies and more traditional methods of communication.

At the time of writing this yearly report, one conclusion is clear: 2020 generated an unprecedented amount of invisible work, ranging from the organization of remote work throughout numerous iterations in prototyping and the implementation of a new remote-consultation model, to the development of tools and tutorials to facilitate participation.



Furthermore, some questions previously associated with strategic reflection in communications became essential to the search for global solutions.

*How can we limit the negative effects of digital fracture?  
How can we maximize results from online attention time?  
What are the best ways to enable asynchronous participation?*

**If these topics are of interest to you,  
please read our special section  
on adapting to COVID-19.**

**See details  
on page 23**

It goes without saying that developing the remote-consultation model presented a number of communication challenges. Although we were already well versed in webcasting, the additional task of remotely interacting with the public (telephone forum) and participation by mail had yet to be implemented. Over the course of the process, several new practices were added: live broadcasts on YouTube, video tutorials to quickly familiarize the public with the various headings of the consultation Web site, and hearing-of-opinions sessions by videoconference, now available for delayed viewing.

Lastly, 2020 also required us to develop new video content formats: in-house interviews with the president of the OCPM; thematic messages upon the release of the report on systemic racism and discrimination; Web site navigation tutorials; more Facebook and Instagram stories; and new animated advertising formats to attract online participation.

That being said, our traditional communication activities were also maintained. When the OCPM holds a public consultation, it employs various means of communication to reach people



and provide them with user-friendly, accessible information. The Office sends out, as required, invitations directly to citizens and organizations concerned with the ongoing consultation project. Usually, the Office distributes an information flyer by postal mail announcing the consultation to those affected by a given project. Depending on the consultation, the distribution may cover between 1500 and 68,000 homes. Last year, more than 65,000 flyers were distributed in areas neighbouring projects that were the subject of consultations. The Office also disseminates news of its activities on a very regular basis through its newsletters. This year, 34 newsletters were sent out. As the distribution list includes more than 6500 subscribers, comprising citizens and organizations, some 210,000 messages were delivered. In 2020, the Office also published 2 public notices in a daily newspaper and issued 13 press releases and media invitations. Furthermore, for every public consultation, an advertising campaign was conducted on Facebook and Instagram.

The Office makes sustained use of social networks to promote its activities with the Montréal population. We regularly use Facebook, Twitter, Instagram, LinkedIn, and YouTube. Facebook remains our largest and most dynamic community. It is a highly effective channel for providing

information and soliciting participation. This year, our Facebook page had 10,480 subscribers and some 21,000 people interacted with our publications on it, while our total reach numbered almost 500,000 people, i.e. the number of people who saw content associated with our page (the last two figures compile unique users/day).

### **Web site**

The OCPM Web site continues to inform citizens and groups interested in public consultations, and remains, with more than 18,000 documents, an important source of documentation on urban development. This year, despite several months without major new developments, the Office Web site was accessed by a sustained number of 49,000 unique visitors. At the time of reporting, we were very pleased to note that those visitors were of equal representation (51.5% were women), and that all age groups were also rather equally represented (with a slight preponderance of people between the ages of 25 and 34).



# 2020 in numbers

7

Public  
consultations

24

Office  
public events

455

Oral and  
written opinions  
presented to the  
commissioners

Over

65,000

Distributed flyers

**6,292**

Webcast views

**1/3**  
Live

**2/3**  
Delayed

**1,608**

In-person and online participations in Office activities

## Subscribers to our social networks:

Facebook  
**10,480**

Twitter  
**2,963**

LinkedIn  
**2,177**



Outreach





Since its establishment in 2002, the Office has developed a network of contacts with organizations with missions similar to its own, contacts that have helped to improve the OCPM's methods of operations. The external activities of the Office promote skill dissemination, development and the sharing of Montrealers' experiences.

Over the course of the year, locally and throughout Québec, the Office is asked to present its role and activities to various groups. Firstly, to the Commission de la présidence du conseil municipal, before which the president of the Office presents the report of activities and discusses the work and future orientations of the OCPM with the members of the commission. This year's meeting focused primarily on new consultation methods that the Office had to develop owing to the COVID-19 pandemic.

Again on a local scale, the Office participated in a series of activities, most of which were held virtually as a result of the health conditions prevailing throughout the year. At the end of February, the president met with the Planning Committee of the Chamber of Commerce of Metropolitan Montreal. The president's discussions with the members of that committee focused primarily on conditions required to ensure projects' social accessibility. For the rest of the year, discussions were held on one of the numerous platforms used following the March 13 lockdowns.

The release of the report on systemic racism and discrimination in June led to a number of requests for presentations to various groups, including the intercultural

committee of the Union des municipalités du Québec, the UMQ, the Réseau des municipalités en immigration et relations interculturelles du Québec (REMIRI), and the Ethnocultural Diversity Committee of the Bar of Montreal, as well as a long presentation followed by discussions with the Québec government's Groupe d'action contre le racisme, co-chaired by Ministers Nadine Girault and Lionel Carment. Along that same vein, the president also participated as a speaker in the activity on women leaders organized by the newspaper Les Affaires, and in a work group on the next generation of Concertation Montréal. In both instances, she spoke about her own experience and presented the conclusions of the report on the presence of visible minorities in municipal public service.

As is the case every year, meetings were also held with groups of students as part of their urban planning training in Montréal universities. This year, those activities, usually led by Élise Naud, the analysts' coordinator, were expanded at Concordia University and the École nationale d'administration publique, the ENAP.

In 2019, the Office became an institutional partner of the Centre Jacques Cartier. Founded in 1984, the Centre Jacques Cartier brings together a great variety of institutional, university, cultural and social partners from Québec and the Auvergne-Rhône-Alpes region and their major urban centres, i.e. Montréal, Lyon, Saint-Étienne and Clermont-Ferrand. The Centre is responsible for organizing the Entretiens Jacques Cartier, the largest gathering for exchanges among French-speaking communities. Alternating between Québec

and France, the discussions, held every year, allow the enhancement and exchange of the participants' best practices. In 2020, the discussions were to be held in Lyon, but were replaced by a virtual edition in which the Office participated through a virtual booth presenting our public consultation practices in general, and more specifically in the new context brought about by the pandemic.

Again this year, we continued our important collaboration with MTElles, a project initiated by Concertation Montréal. In partnership with the "Coalition montréalaise des Tables de quartier" and "Relais-femmes," MTElles supports the implementation of innovative practices within the borough councils, city councils (Montréal agglomeration), Montréal consultative bodies, and Tables de quartier. The aim is to promote the equal participation in democratic and community life of women of various origins and from all social and economic backgrounds. The initiative, launched in 2017, will continue over the coming years. This year, the Office participated in the content of the *Trousse d'outils pour une participation égalitaire*. Also with Concertation Montréal, the OCPM participated in two webinars on lessons learned about citizen participation in times of COVID.

The Office provides a presence at various international forums focusing on issues of participatory democracy. The most important of those forums in the International Observatory on Participatory Democracy, the IOPD. The Office has been a member of that network for many years. In 2020, the Office was scheduled to participate in the 20<sup>th</sup> edition of the conference, which was to be held in Abidjan in the Ivory Coast. Unfortunately, circumstances dictated that the event be postponed until a later date that has yet to be determined.

Moreover, the secretary general was also part of an IOPD delegation that took part in the World Urban Forum of UN Habitat, held from February 6 to 13 in Abu Dhabi, the capital of the United Arab Emirates. The forum, held every two years and attended by more than 6000 participants, is an important showcase to explain what we do and to learn about urban development initiatives in other parts of the world. The Office participated in a number of panels and discussions to present its public consultation activities and practices. In July, the Office also participated, through the contribution of the secretary general, in a seminar on managing the coronavirus pandemic and its impacts on citizen participation in Africa, organized by the African contingent of the International Observatory on Participatory Democracy.

In September, the Office also took part in the virtual North American Conference of the International Association for Public Participation (IAP2), where the president, Dominique Ollivier, presented the opening plenary, with the director of Virginia Tech's Community Engagement Lab, on adaptation, the opportunities and challenges of complex situations, such as the current worldwide pandemic, for public participation environments. Moreover, director of communications Anik

Pouliot, and Guy Grenier, who is responsible for participatory processes, also presented the workshop "Soutenir l'engagement lors de longues consultations en 10 questions" [maintaining engagement during long consultations in 10 questions].

The question of maintaining engagement during long processes was also the subject of a second virtual presentation by the same duo, accompanied by a representative of Électricité de France, during the National Meetings on Participation, organized in October by Décider Ensemble. The Office maintains a sustained cooperation with the organization, whose mission is to bring together members of French society to create a shared-decision culture and address themes of participation, joint-action and discussion among stakeholders. The president of the OCPM was invited by French deputy Bertrand Panher, president of the organization, to contribute to the work, "Quel renouvellement pour notre démocratie et nos systèmes de décisions?" [What renewal for our democracy and our decision-making systems?], launched virtually in July 2020.

In October, as part of the European Week for Local Democracy, an initiative coordinated by the Council of Europe's Congress of Local and Regional Authorities and organized this year by the city hall of Valongo, Portugal, Dominique Ollivier was one of the guest speakers on the subject: "A Global World - Networks of Participation and Funding in Citizenship." She presented, in the company of speakers from every continent, the model of the OCPM, as well as the measures implemented in the context of the pandemic to ensure participation without exclusion.

Moreover, the year 2020 saw a continuation of our consulting relationship with various French regions and metropolises to share the Montréal experience in citizen engagement at the service of public decision-making. That involved, among other things, virtual work meetings with the Région Centre-Val de Loire, which would like to establish a regional public debate cooperative, and with the metropolis of Grenoble, which is seeking to implement a governance pact with local communities.

Lastly, the secretary general ensured the presence of the Office and represented Montréal in a work group that studies and compares the citizen participation practices of four cities: Barcelona, Madrid, Cordoba in Argentina, and Montréal. The process is under the responsibility of the World Association of Major Metropolises, Metropolis, of which Montréal is a founding member. A two-day meeting, partially open to the public via a participatory platform, was held in November.



Budget



In compliance with the Charter of Ville de Montréal, the city council provides the Office with the funds required to carry out its mandate. Under sections 83 and 89 of the Charter, the Office must hold all consultations requested by the executive committee or city council. The financial statements of the Office are audited by the auditor of the city and presented to city council.

In 2020, the number of mandates received and the scale of the various activities of the Office were such that the funds allocated at the beginning of the year in the annual City budget were sufficient to carry out all of the mandates. Consequently, the Office did not need, as has often been the case in recent years, to request additional credits, as provided for under section 82 of the Charter of Ville de Montréal.

The following is a breakdown by major categories:



<b>2020 Budget</b>	
<b>Remuneration</b>	<b>\$870,000</b>
<b>Employee benefits</b>	<b>\$180,000</b>
<b>Transportation et communications</b>	<b>\$210,000</b>
<b>Professionnal and administrative services</b>	<b>\$1,076,000</b>
<b>Rent and maintenance</b>	<b>\$280,000</b>
<b>Non-durable goods</b>	<b>\$50,000</b>
<b>TOTAL</b>	<b>\$2,666,000</b>





# Appendix

# Appendix I

## BIOGRAPHICAL NOTES



### DOMINIQUE OLLIVIER President

Having been appointed to the Office de consultation publique de Montréal in 2009 as a commissioner, Dominique Ollivier has served as its president since 2014. Over the course of her mandate, she has transformed the practices of the organization by promoting the testing of new participation techniques. Today, she is actively involved in reflecting on new issues in public participation.

She holds a Master's in Public Administration from the École nationale d'administration publique, and has over 30 years' experience in project and organizational management, and in communications. She held various positions in social organizations (1991-1995), Québec ministers' offices (1995-2001), and the office of the Bloc québécois leader in Ottawa (2001-2006), before assuming the general management of the Institut de coopération pour l'éducation des adultes (ICEA) from 2006 to 2011. In March 2011, she co-founded the consulting firm Ki3, specializing in research and evaluation, notably in the areas of social transformation and open government.

Ms. Ollivier's career is also marked with volunteer work in numerous national and international community organizations, and contributions to the promotion of social development, citizen participation and diversity in Québec's cultural environment.

“

We have always affirmed that virtual activities could only serve as complements to in-person ones, as collective deliberation, in listening to others, provides a richness that we do not want to lose. And, suddenly, we find ourselves in a situation requiring immersion into the virtual world [...]

”

## Part-time or *ad hoc* commissioners in 2020



### MARYSE ALCINDOR

Maryse Alcindor holds a Bachelor's degree in Education (1966) from the Université de Montréal and a Master's in History (1978) from the UQAM, as well as a Licence in Law (1980) from the Université de Montréal. She was admitted to the Barreau du Québec in 1981, and awarded the Ordre National du Québec for her exceptional contribution to Québec society in 2010.

Her rich and diverse background brought her from practising law to the senior public service, where she was the first black woman to occupy the position of Deputy Minister. Her time as director of education at the Commission des droits de la personne du Québec led her to develop a keen interest in training and consultation, notably with respect to the promotion and defense of women's rights. Having retired from Québec public service in 2012, she remains active in several Montréal social organizations and in organizations dedicated to international cooperation.



### PRISCILLA ANANIAN

Ms. Ananian, an architect, urban planner and designer by training (UNESP, Brazil, 2001 and 2005), holds a Doctorate in the Art of Building and Urban Planning (Université catholique de Louvain, Belgium, 2010). Her professional background includes experience in both the academic world of teaching and research and in practical project development environments in three different countries: Brazil, Belgium and Canada.

She is a specialist in the construction of cooperative urban planning founded on mediation, negotiation and consensus-building of stakeholders in a collective intelligence dynamic, and has developed invaluable expertise in project processes when urban planning and prescribed urban planning cannot on their own provide socially relevant answers to the challenges of our societies.





## CLAUDIA ATOMEI

Claudia Atomei is involved in building community capacity for socio-ecological transition. For the past seven years, she has experimented with interventions aimed at transforming food systems in Québec and other areas, through interdisciplinary research, accompaniment and networking of various players, and direct action in our urban communities. She has also contributed to the creation and development of networks structuring the ecosystem of urban agriculture in Montréal.

Ms. Atomei is currently leading a co-construction and knowledge-transfer project on community entrepreneurship in the Québec food industry, as part of the TIESS (Territoires innovants en économie sociale et solidaire) team. She is also involved in the development of Lande, an organization that accompanies groups of citizens in cooperative processes for the re-appropriation and enhancement of vacant land in Montréal.

Claudia holds a Bachelor's in Earth System Science from McGill University, and a Master's in Urban Planning from the Université de Montréal, where she was awarded the Prix d'excellence of the École d'urbanisme et d'architecture de paysage.



## ISABELLE BEAULIEU

Isabelle Beaulieu has a Doctorate in Political Science from the Université de Montréal, as well as 20 years' experience in research, conducting studies and teaching. She was also a member of Québec's Conseil supérieur de la langue française from 2002 to 2007. Ms. Beaulieu has solid professional experience at the international level; from 1995 to 1999, she was director of studies for the firm of Taylor Nelson Sofres, in Kuala Lumpur, Malaysia. More recently, she worked in the United States, where she was Director of the Québec Bureau in Washington.

Over the course of her career, she has carried out research projects for various organizations, including the Conseil interprofessionnel du Québec and the Institut de Coopération pour l'éducation des adultes. She successfully conducted a number of consultations and studies on economic development in Montréal, access to employment for minority groups, and social-economy challenges in Montréal, among other things. She is actively involved in the production of teaching and communication tools aimed at various publics, and with the citizen, political and social participation of groups at risk of exclusion. She specializes in group facilitation, strategic writing, analysis and the drawing up of innovative methodologies.



## BRUNO BERGERON

Bruno Bergeron has been a member of the Ordre des urbanistes du Québec (OUQ) since 1980, and holds a Bachelor's degree in Environmental Design as well as a Master's in Urban Analysis and Management. He has extensive experience in the field of municipal urban planning and, owing to his interest in conciliation and mediation with large groups in matters pertaining to urban planning and the environment, he pursued graduate studies in dispute prevention and resolution at the Université de Sherbrooke faculty of law.

Several of the projects that he directed have been recognized with awards, including: the Espace maskoutain in Saint-Hyacinthe, by the Ordre des architectes du Québec; the Parc Vincent d'Indy in Boucherville, by the Institut de Design Montréal; and the spawning ground of the Rivière aux Pins in Boucherville, by the North American Waterfowl Management Plan.

His professional planning practice is geared to an integrated approach, bringing together the various players involved in shaping the municipal landscape. He is also known for his ability to propose solutions in mediation and problem-resolution activities surrounding urban repurposing. He is a member of the Institut de médiation et d'arbitrage du Québec, and has been a commissioner with the Office de consultation publique de Montréal since April 2008.

Mr. Bergeron has served as president of the Association des coordonnateurs municipaux en rénovation urbaine and of the OUQ, and as vice-president of the Association des urbanistes municipaux du Québec. He was awarded the OUQ's Médaille du mérite, as well as the merit award of the Conseil Interprofessionnel du Québec.



## BRUNO-SERGE BOUCHER

Bruno-Serge Boucher has extensive expertise in strategic communication, democratic governance and writing. He holds a Doctorate in Information Science from the Université de Paris II, and worked for many years in a political environment as communications director, press secretary and associate director of the office of the ministère de l'Immigration et des Communautés culturelles du Québec. He was also director of communications and public relations of the Délégation générale du Québec in Brussels.

From 2008 to 2015, he worked for the Fédération des chambres de commerce du Québec, where he served as vice-president of communications, network support and training. In that position, he was responsible for the governance, operation and mobilization of a network of almost 150 chambers of commerce, and of the professional development program for employees. In 2015 and 2016, he became senior program manager for the National Democratic Institute, in Rabat, Morocco. After serving more than a year as director of communications at Aéro Montréal, he is now enjoying an active retirement and working as a consultant and trainer.



## NICOLE BRODEUR

Nicole Brodeur holds a Bachelor of Arts and obtained a Master's in Linguistics from the Université de Paris-X-Nanterre. For most of her career, she has worked in public administration, holding numerous management positions.

After teaching at the Cégep Édouard-Montpetit, she held various executive positions before becoming director general of the Cégep Lionel-Groulx de Sainte-Thérèse. Her career path then led her to the ministère de l'Éducation, where she was in charge of the Direction générale de l'enseignement collégial. Later, she joined the ministère du Conseil exécutif as associate secretary general with the Secrétariat à la condition féminine.

She then worked for approximately ten years at the ministère des Relations avec les citoyens et de l'Immigration, first as associate deputy minister, and later as deputy minister. She actively participated in setting up this new ministry, which at the time was just replacing the ministère de l'Immigration et des Communautés culturelles. She held the position of associate secretary general at the Secrétariat à la réforme administrative, and later acted as president-director general of the Centre de référence des directeurs généraux et des cadres du réseau de la santé et des services sociaux.

Over the years, she has sat on a number of boards of directors, notably at the Régie des rentes du Québec, the École nationale d'administration publique, the Conseil des universités du Québec, and Regina Assumpta College. She now works as a consultant.

She was appointed *ad hoc* commissioner with the OCPM in February 2009.



## JEAN CAOUCETTE

Jean Caouette, a Québec City native, studied philosophy at the Université du Québec à Trois-Rivières (UQTR) before completing a Bachelor of Arts in Architecture at the Université Laval. He also holds an MBA from the École des Hautes études commerciales.

Mr. Caouette's career as an architect began with various firms in Montréal, Québec City and Toronto. He then held the position of director of real estate services for a large company, before founding his own firm of architects in 1992. Many of his mandates involved the rehabilitation/conversion of existing buildings and construction or expansion of factories, as well as the rehabilitation of school buildings. His work has taken him to the United States and Algeria, among other places.

In terms of community involvement, he served on the board of directors of the Hôpital Jean-Talon and the CDEC Rosemont Petite-Patrie, the urban planning advisory committee of Rosemont Petite-Patrie, and the Fonds d'assurance responsabilité of the Ordre des architectes du Québec.





## ÉRIC CARDINAL

Éric Cardinal holds a Bachelor's in Political Science and a Master's in Public Law (specializing in Aboriginal law). He has over 20 years' experience in the areas of public relations, social acceptance and community relations. After beginning his career as a journalist, he turned towards public service, notably as chief of staff for the Minister responsible for Aboriginal Affairs and, recently, as director of communications for the Minister of Sustainable Development, Environment, Fauna and Parks.

Effectively combining his expertise in Aboriginal law and his public communication skills to develop expertise that is unique in Québec, he has carried out a large number of mandates with First Nations communities and organizations in Québec. His involvement in the creation of the Centre de développement communautaire autochtone à Montréal (Autochtone Montréal) largely contributed to the development of effective community relations programs for various companies, organizations and municipalities.

He managed his own firm for ten years, prior to running the Aboriginal affairs and social acceptance practice of a major public relations agency, and then the social acceptance and community relations practice of a major engineering consulting firm. He is currently vice-president of an Aboriginal company located in Montréal.

His specific expertise, allowing optimal understanding and in-depth analysis of various issues, promotes the development of relationships of trust with stakeholders.



## DANIELLE CASARA

Danielle Casara has had a rich and varied career of over 20 years in the union environment. She first worked as vice-president of the Laurentian Bank of Canada employees union, and later became secretary general and then president of the Conseil régional FTQ Montréal métropolitain. From 2007 to 2010, Danielle was also a member of the executive of the FTQ, serving as vice-president representing women. Job development has been the focus of her involvement in Montréal's Conseil emploi métropole and Conseil régional des partenaires du marché du travail.

She is passionate about economic and social development, and has headed a number of local investment committees of the FTQ's Fonds de solidarité.

The issues of social solidarity and the fight against exclusion have inspired Danielle's work as an arbiter with the Conseil arbitral de l'assurance-emploi du Grand Montréal for more than ten years. She was also a member of the board of directors of Centraide du Grand Montréal from 2005 to 2011. A proponent of joint-action, she was a member of the steering committee of the Conférence régionale des élus de Montréal and participated in the establishment of Concertation Montréal. She was co-president of the Table de consultation sur le développement social of the Forum montréalais sur la métropole.

Danielle is very involved in her community. She was part of the Conseil des Montréalaises from 2006 to 2012. She also acted as commissioner for the public consultation of the Montréal Metropolitan Community on the Metropolitan Waste Management Plan in 2015.



## PIERRE-CONSTANTIN CHARLES

Pierre-Constantin Charles is educated in social work and holds an MBA from the UQAM's school of sciences and management (ESG). He has worked in the field of community and social action for over 30 years, in managing organizations for new immigrants and in management consulting for diversity and philanthropic activities. Issues of territorial and human development are the focus of his professional work. His current duties as a planning consultant and person responsible for community relations with Centraide du grand Montréal have allowed him to develop a specific expertise in social and territorial analysis, project evaluation and consensus-building.



## LORÈNE CRISTINI

Specializing in social responsibility and social impact strategies, and in the organizational strategy and governance of NPOs, Lorène Cristini worked for many years in consulting, as director of social responsibility, and then in management positions for environmental charitable organizations, as director general and strategy director, human wealth, finance and operations.

In her current position as deputy director general of the Observatoire québécois des inégalités, she assists the organization in improving its social and environmental performance. She is also developing a program to reduce the inequality footprint of organizations and studying the dynamics between socio-economic inequalities and climate changes.

She is also chair of the board of directors of Poly-Mer and administrator of the Centre de santé des femmes de Montréal and the Institut de biomimétisme. Through her time with the Forum jeunesse de l'île de Montréal and her numerous commitments in the areas of social economy and non-profit organizations, she has become familiar with public consultation processes. In 2016, she was named "young woman leader" by Concertation Montréal.

Lorène holds a Master's in Strategy, a D.E.S.S. (specialized graduate studies) in Environment and Social Responsibility, and a Bachelor's in Business Administration and International Studies. She completed her education with a Certificate in Law from the Université de Montréal, university certification in governance from the Collège des administrateurs de sociétés, and a number of university programs from the HEC Montréal École des dirigeants, including one in organizational development. She is a member of the Canadian Association of Paralegals.



## ALAIN DUHAMEL

Mr. Duhamel worked as a journalist for many years. He holds a Bachelor of Arts (political science) from the University of Ottawa, as well as a degree in communications from Saint Paul University.

He began his career in Ottawa at the newspaper *Le Droit*, and then joined the TVA network there as a political reporter. Later, he worked as a journalist for the *Jour*, the *Devoir* and the *Journal Les Affaires*. He was also an advisor to the president of the *Ville de Montréal* executive committee from 1986 to 1994.

Alain Duhamel was active in the cooperative movement. He was an elected leader of the *caisse Desjardins Ahuntsic-Viel* for almost 32 years and was chairman of its board of directors for ten years. He was also a representative with the *Conseil régional des caisses* for the western region of Montréal of the *Mouvement Desjardins* and a training teacher at the *Institut coopératif Desjardins*.

In recent years, Mr. Duhamel has been assisting in the work of the Institute for Governance of Private and Public Organizations (IGOPP).



## HABIB EL-HAGE

Habib El-Hage is the director of the *Collège de Maisonneuve's Institut de recherche sur l'intégration professionnelle des immigrants (IRIPI)*. He holds a Ph.D. in Sociology from the UQAM, and his interests focus on diversity prevention, intervention and management practices in companies and public institutions. He is an associate researcher with the *Centre de recherche sur l'immigration, l'ethnicité et la citoyenneté (CRIEC)*, and a member of the team *Migration et ethnicité dans les interventions en santé et en services sociaux (METISS)* and of the team *Recherche et action sur les polarisations sociales (RAPS)*.

He was president of the *Conseil interculturel de Montréal*, where he coordinated, co-wrote, and publicly presented a number of opinions and memorandums to *Ville de Montréal* political officials. He was also involved in the *Comité sur les services aux nouveaux arrivants et aux communautés culturelles* of the *Bibliothèque et Archives nationales du Québec* and the *Intercultural Committee of the Canadian Mental Health Association*. He is involved in a number of research projects pertaining to radicalization. He recently published the results of a study on the multiple barriers faced by LGBTQ members of visible minorities in Montréal, as well as a guide on intervention in the context of diversity at the college level. Mr. El-Hage collaborated on the OCPM's public consultations on urban agriculture and the *Downtown Strategy*. He was also a commissioner for the public consultation on systemic racism and discrimination.





## ARIANE ÉMOND

Independent journalist Ariane Émond has touched all aspects of communication. She has contributed to *Le Devoir*, the newspaper *Alternatives*, the *Gazette des femmes*, and Radio-Canada for some 20 years, and to Télé-Québec. She co-founded the feminist news magazine *La Vie en rose*. She has also contributed to some 15 Québec documentaries, and earned a number of awards for her work in both film and journalism, including the Prix René-Lévesque and the Prix Judith-Jasmin. She was the first executive director of Culture Montréal.

Her interest in cultural and social issues (inequality, education and the dropout, immigration and integration, issues involving cities and the renewal of their living environment, etc.) infuses her professional dedication. For more than 25 years, she has acted as a host for events, colloquia, conventions and public debates organized by ministries, universities, municipalities and associations.

She is a sponsor of the foundation *60 millions de filles* (<http://60millionsdefilles.org/fr/>), which supports the education of girls in developing countries. As an author, she published, among others, *Les Ponts d'Ariane* (VLB 1994), and contributed to the photo album *éLOGES* (éditions du passage 2007) and *Les Auberges du Coeur : L'art de raccrocher les jeunes* (Bayard Canada 2012), about young people lost and homeless in our cities. She has been a commissioner with the OCPM since 2008.



## CHRISTIAN GIGUÈRE

Christian Giguère holds a Bachelor's degree in Communication Psychology (group moderation) and a Master's in Political Philosophy – Public Ethics. He is president and founding member (1999) of the *Centre de développement pour l'exercice de la citoyenneté* (CDEC), and served as its director general until 2015.

The CDEC developed and established educational activities and citizen and democratic participation processes, worked with over 350,000 students in schools in several regions of Québec, and received three prestigious awards, including the prix québécois de la citoyenneté Claire Bonenfant pour les valeurs démocratiques presented by the Québec National Assembly.

Mr. Giguère has given seminars on education, citizenship and democratic participation, and published a number of articles dealing, notably, with obstacles to citizen participation.

Having been elected school commissioner at the Commission scolaire de Montréal in 2007, he chaired, from 2007 to 2014, the institutional committee on ethics and governance, piloted the policy on initiation to democratic life, led the caucus of commissioners in 2012 and 2013, and represented the CSDM at the general council of the Fédération des commissions scolaires du Québec from 2010 to 2013, where he held a position on the Political Committee and was elected to the Board of Directors in 2013. Mr. Giguère was appointed as a commissioner for the Office de consultation publique de Montréal (OCPM) in May 2017, and sat on the commission for the Faubourgs area in 2018 and 2019. He is currently accompanying two Montréal boroughs in social development and citizen participation projects, and contributing to the creation of an educational kit for the BAPE.



## JUDY GOLD

Judy Gold studied anthropology at McGill University and social services at the Université de Montréal.

As an *ad hoc* commissioner with the Office de consultation publique de Montréal since 2004, she has been involved, as commissioner or chair, in public consultations on various projects, including the Montréal Cultural Development Policy, the master development plan for the Contrecoeur site, the redevelopment of the Mount Royal Peel entrance and Clairière, the Montréal family action plan, the redevelopment project for Place l'Acadie and Place Henri-Bourassa, the redevelopment project for the Namur-Jean-Talon Ouest area, the Opération Carte Blanche for Montréal's 375<sup>th</sup> anniversary, the development of the Saint-Raymond area and the area surrounding the MUHC and, more recently, systemic racism and discrimination.

She was a part-time member at the Bureau d'audiences publiques sur l'environnement (BAPE) from 2003 to 2009, and sat on the project commissions for the extension of the Du Vallon axis in Québec City and the improvement of ground transportation infrastructures near the Montréal-Trudeau airport.

For more than 30 years, she has worked in the field of human rights, notably in matters pertaining to cultural diversity, social inclusion and community development, in the areas of organization management, program development, and government policy analysis.

Judy Gold was a member of the Tribunal des droits de la personne du Québec from 2009 to 2019.



## DAVID HANNA

David Hanna worked as a full professor of urban planning at the UQAM's department of urban and tourism studies until his retirement in 2016. He holds a Doctorate in Geography from McGill University, and is an expert in urban transportation, urban morphology and urban heritage. He also has long-standing experience in public consultation, having notably carried out mandates for the Montréal advisory committee for the protection of cultural assets from 1991 to 2003.

From 1999 to 2004, he served as president of the Conseil du patrimoine religieux du Québec. Since 2018, he has been a commissioner at the OCPM, having sat on a number of commissions. He was also appointed by the STM as commissioner for a public consultation in 2020. Throughout his career, as attested to by his numerous publications and contributions to scientific conferences, he developed a relevant and open vision of human, economic, architectural and heritage issues inherent to living in the city.



## JACQUES INTERNOSCIA

Jacques Internoscia holds a Bachelor's in Economic Geography as well as a Master's in Business Administration, and specialized in the fields of transportation and infrastructures. Having worked as a commissioner for transportation economic development at the Ville de Montréal, he went on to hold the positions of director of corporate planning at the Société de transport de Montréal and vice-president at the Fédération des chambres de commerce du Québec.

His career path then led him to NPOs, as director of strategic projects for the Aluminum Association of Canada and for Québec's industrial aluminum cluster, AluQuébec, where the objective was to develop the sector's mark in Québec, notably in the areas of transportation, infrastructures, and sustainable buildings. He is a visionary manager, having directed the Centre d'expertise et de recherche en infrastructures urbaines (CERIU) and carried out advisory duties in his areas of expertise.

He was a member of the commission on the Namur-Hippodrome neighbourhood.



## STÉPHANIE JÉRÉMIE

Stéphanie Jérémie has developed solid expertise in working with young people to encourage them to experience full and complete citizenship. Her skills in the coordination of participatory processes and in conflict resolution have served her in innovating and co-creating programs that stimulate young people to speak out and become socially committed. Throughout her young career, she has devoted herself to defending human rights, notably by helping citizens to find their voices. Her dedication to representing minority ethnolinguistic communities in Montréal brings new perspectives to the pursuit of participation without exclusion.





## DANIELLE LANDRY

Danielle Landry has 30 years' experience in educational and social intervention aimed at promoting voluntary civil service, leadership and democratic action within civil society. She has acquired solid experience in program management, both in Québec public service and at the community level.

Having received a number of major Montréal and Canadian honours, her range of activity has led her to act as a catalyst for community capabilities and social inclusion in public participation and educational projects. She is also actively involved in nature conservation and environmental protection movements, and operates her own consulting company.



## H  L  NE LAPERRI  RE

H  l  ne Laperri  re holds a B.A. in Geography/Economic Science from the Universit   Laval, as well as a Master's in Urban Planning and a Doctorate in Planning from the Universit   de Montr  al. She was also awarded two post-doctoral fellowships (CRSH and INRS-Urbanisation). Ms. Laperri  re has been a member of the OUQ since 1982.

Specializing in urban studies, strategic planning and cultural and heritage development and enhancement, H  l  ne Laperri  re operates a private urban planning practice, while also working in applied research. In 2009, she taught in China and advised university authorities in urban development. Her professional practice is founded on listening, the establishment of innovative and targeted methodologies, and the search for solutions aimed at constant improvement of sustainable urban development to benefit communities.

From 2000 to 2003, she was a member of the architectural jury and then of the construction committee of the BnQ. Between 1999 and 2009, she was vice-president of the board of directors of MAI. From 2005 to 2008, she sat on the editorial committee of the magazine *Urbanit  *. She is the author of historical and heritage guides for various regions of Qu  bec, writes numerous articles, and regularly speaks at conferences.

Since 2004, Ms. Laperri  re has worked with the OCPM, in turn as an expert, commissioner, and commission chair. Furthermore, over the course of those years and on various occasions, she has represented the Office as a speaker and workshop and round-table moderator.



## MARIE LEAHEY

Marie Leahey, now retired, was coordinator of the Régime de retraite des groupes communautaires et de femmes. Previously, she had worked at the Fédération québécoise des organismes communautaires famille and with an employability service, the SORIF. Her interest in regional development led her to work at the Conférence régionale des élus de Montréal. She holds a degree in Education from the UQAM and is certified as a society administrator by the Collège des administrateurs de the Université Laval.

Being concerned with the financial autonomy of women and the latter's contribution to social and economic development, she became involved with several organizations, serving as chair of the Conseil des Montréalaises and the Réseau habitation femmes, for example. Ms. Leahey is one of the founding members of Vivacité, an equitable real estate company. She currently sits on the boards of director of the Fondation Béati.



## GAÉTAN LEBEAU

Gaétan Lebeau has a long-standing interest in life problems in urban environments. In 1974, he was involved in founding the Montréal Citizens' Movement. He served as an elected municipal councillor (1974-1978), and has a special interest in issues surrounding development, citizen participation and the exercise of democracy. In the 1980s, he worked in a CLSC and helped to set up various community and joint-action organizations.

Mr. Lebeau was with the Société de transport de Montréal for some 20 years, where he held various senior professional positions in communication, organizational development, change management and business process and performance improvement. He has developed a special expertise in moderating groups entering a problem resolution or improvement process.

As a member of the Board of Directors of the Institut d'administration publique du Grand Montréal (IAPGM-IAPC), from 1992 to 2004, he held the positions of secretary and then president of the programming committee. In 2000, he initiated the establishment of the organization *Jeunes Fonctionnaires d'un jour*, and shaped its destiny until 2008. This non-profit organization helps to keep young people in school, while enhancing the public service quality by offering stages in public organizations for young people in secondary school.

Gaétan Lebeau studied for a Master's in Sociology and holds a Master's in Public Administration. He worked as an associate educator with the École nationale d'administraton publique (ENAP), and then with the École de technologie supérieure (ÉTS), where he still teaches. He currently operates his own consulting business.



## MARIE CLAUDE MASSICOTTE

A landscape architect by training, Marie Claude Massicotte holds numerous certificates in project management and the environment, and has more than 35 years' experience in project management in urban and metropolitan environments. As a professional and manager known for her expertise in the development of green and blue networks, the regeneration of disturbed sites (fallow land and contaminated sites), waterfront development and urban design, she worked for over 29 years as a landscape architect, team leader and manager in a municipal environment. In her projects, she focuses on innovation, joint-action, bringing people together through a common vision, and strength through multidisciplinary. She has coordinated and planned the establishment of several urban parks and major development projects, several of which have earned awards. She has also orchestrated projects involving international cooperation (Paris and Shanghai). Ms. Massicotte received the 2015 Frederick Todd award presented by the AAPQ (Association des architectes paysagistes du Québec).

She currently runs her own architectural consulting firm and has been teaching landscape architecture at the Université de Montréal's faculty of planning and development (school of urban planning and landscape architecture) at the bachelor's and master's levels.



## SUZANN MÉTHOT

From 2016 to 2019, Suzann Méthot was president of the COMEX (Comité d'examen sur les répercussions sur l'environnement et le milieu social) [examination committee on impacts on the environment and social community], an independent organization composed of members appointed by the governments of Québec and of the Cree Nation responsible for the evaluation and examination of the impacts of projects governed by the James Bay and Northern Québec Agreement. The last 20 years of her career have enabled her to strengthen her expertise in the areas of the environment, responsible and sustainable development, government relations (municipal, provincial, federal and Aboriginal), and relations with stakeholders in northern Québec.

She is a unifying communicator who has, throughout her career, led numerous consultation and consensus-building exercises for the implementation of projects involving sustainable development and respectful governance of relations with Aboriginal nations. Suzann currently works as a consultant with various organizations.





## MARTINE MUSAU

Martine Musau’s professional experience is in perfect alignment with the mandates of the Office. Her work as a municipal official, from 2012 to 2019, in the positions of director of legal affairs and city clerk for the cities of Amqui and Kirkland, as well as her current practice as a lawyer specializing in municipal law, have enabled her to fully comprehend the issues facing municipal decision-makers. She was in charge of the revision of the by-laws of one of the linked cities, contributed to the creation of transparent and effective public consultation mechanisms, and was responsible for drawing up strategies pertaining to issues of urban planning and development, contractual management and ethics for local governments. She has also given training session for elected official and municipal executives.



## NADJA RAPHAËL

Nadja Raphaël is both a lawyer and a coach certified by the International Coach Federation (ICF).

She has a multidisciplinary profile in law, public relations and coaching. Before operating her professional coaching firm, she held a number of strategic positions, such as chief of staff for the president of the bar of Québec, and person responsible for media relations in a Canadian department dedicated to the economic development of SMEs in Québec. She has a good understanding of the institutional and governmental environments, where political and administrative issues go hand in hand.

Nadja is keenly interested in empowerment, from both individual and community standpoints. That is primarily what led her to obtain a graduate degree in conflict prevention and resolution (mediation and reasoned negotiation), and to her involvement in public participation.



## DANIELLE SAUVAGE

Danielle Sauvage is a high level cultural executive. Over the course of her career, she held the position, notably, of Director General of the Conseil des arts de Montréal, from 2002 to 2013. Under her leadership, the reputation of the Conseil and its impact on Montréal's cultural community were greatly enhanced. Her main focus is the promotion and inclusion of the upcoming generation and diversity, and innovative practices.

She has received a number of awards and honours, including the Order of Québec in 2018, and participated, as a communications consultant, in the organization of numerous public consultations, notably on projects involving the expansion of the Musée des beaux-arts de Montréal, the hall of the Orchestre Symphonique de Montréal, and the Musée d'art contemporain de Montréal.

Always involved in Montréal's cultural development, Danielle Sauvage sits on the boards of a number of artistic organizations, including the Festival TransAmériques, the 7 Fingers Foundation, and the Fondation Molinari.



## MICHEL SÉGUIN

Michel Séguin holds a Bachelor's in Social Sciences from the University of Ottawa, a Master's in Environmental Studies from York University in Toronto, and a Doctorate in Sociology from the Université de Montréal.

He has worked in the area of communications at the CBC, Communications Canada, and the French network TVOntario, as well as in the environmental field. He was an environmental group representative at the Canadian Council of Ministers of the Environment. His accomplishments include the establishment of the Semaine Québécoise de réduction des déchets, celebrated since 2001. From 2005 to 2015, he also coordinated the C-Vert project of the Claudine and Stephen Bronfman Family Foundation, a project that was awarded a Phénix de l'environnement in 2012. In 2015, he chaired the independent public consultation commission on the proposed metropolitan waste management plan of the Communauté métropolitaine de Montréal.

He has also been active in the fields of education and research, as an Associate Fellow at the Université de Sherbrooke and the Université de Montréal, and is the author of numerous books and publications, primarily on the environment.



## LUBA SERGE

Luba Serge holds a Master's in Urban Planning and a doctorate in Social Sciences. She is a member of the Ordre des urbanistes du Québec and has experience in various areas related to housing and neighbourhood revitalization. She was involved in setting up housing cooperatives in Montréal neighbourhoods, planning and developing the Milton-Parc project, and developing the Benny Farm Community Land Trust. She worked at the Montréal Service de l'habitation during the drawing up of the policy statement on housing and at the Société d'habitation et de développement de Montréal, where she was responsible for the monitoring and evaluation of the Programme d'acquisition de logements locatifs and its impact on neighbourhood revitalization and security improvement and crime prevention.

As a consultant, she has conducted studies on the issue of homelessness, housing for seniors, social exclusion, and affordable and community housing. Furthermore, she participated in a variety of projects, such as the introduction of Canadian housing construction methods in Russia, and a pilot project for the establishment of community land trusts in two Montréal neighbourhoods. In addition to her consulting work, she also teaches at the CEGEP and university levels.

She was appointed *ad hoc* commissioner with the OCPM in April 2008.



## FRANCINE SIMARD

Francine Simard has an MBA from the HEC. She is currently Chief Executive Officer of Repère communication et recherche, a firm specializing in qualitative and quantitative research, moderation of group and individual discussions, development of consultation methodologies, and project and team management.

The main part of her career took place over the last 25 years, as vice-president of research at Léger Marketing (1990-2000) and at Baromètre (2000-2002), and as CEO at Repère communication et recherche (2002-...). Her client list includes government agencies, media, ministries, cultural enterprises and professional associations. Her vast experience with a wide range of clienteles allows her to use different techniques to explore the needs and expectations of a variety of groups, and to evaluate their interest in new services, innovative policies, existing projects, or projects needing to be improved.





## JEAN-FRANÇOIS THUOT

Jean-François Thuot is a strategy consultant with professional associations and orders as well as a governance trainer. Over the years, he has perfected his role as a facilitator and diplomatically rallied groups of stakeholders.

His career began as a distance-education university teacher at the Télé-université. He then worked in the professional system and assumed, from 2007 to 2017, the general management of the Conseil interprofessionnel du Québec, the grouping of the 46 professional orders. He is also the author of articles on democratic processes and various public policy issues.

Jean-François Thuot holds a Ph. D. in Political Science from the UQAM. He is a member of the Ordre des administrateurs agréés du Québec (Adm.A) and a certified company director (ASC).



## RADOUAN TORKMANI

Radouan Torkmani has an educational background in architecture and engineering, and currently works in the design, planning and coordination of new school projects for the Commission scolaire de Montréal. His architectural research involves discussions with users to determine forms and courses of action. He specializes in active consensus-building, and has demonstrated exemplary social commitment as well as a great capacity for exercising leadership and vision. Mr. Torkmani is a member of Concertation Montréal's "Groupe des 30," comprising 30 ambassadors from ethno-cultural groups who have experience working on boards of directors to encourage talented people to follow in their footsteps.



## ARLINDO VIEIRA

Arlindo Vieira is a graduate of the UQAM faculty of political science and law, and holds a Master's degree from the faculty of law of the Université de Montréal.

In addition to his many years as a lawyer in private practice, Arlindo Vieira has extensive experience as a decision-maker and director in various areas of government and at the community level. Over the course of his career, he has held the positions of chief of staff for a minister's office, president of the Conseil des relations interculturelles (C.R.I.), administrative law judge with the Régie des alcools, des courses et des jeux, and chief executive officer of Radio Centre-Ville. During his term as president of the C.R.I., Arlindo Vieira had the opportunity to work as a mediator and to manage several consultations on issues surrounding intercultural relations and diversity management, both for Québec society as a whole and the agglomeration of Montréal.

As a member of the Groupe conseil sur la politique du patrimoine culturel du Québec, he also acquired public consultation experience in matters pertaining to heritage.

Arlindo Vieira is known for his community involvement, having worked on many community committees and organizations. Among others that have enjoyed the benefit of his leadership and commitment over the years, he sits on the Ligue des droits et libertés, the Centre Multiethnique Saint Louis, the Caisse Populaire des Portugais, the Centre sociocommunautaire de Montréal, the Centre Justice et Foi, the Comité des communautés culturelles du Barreau du Québec, and the Fondation de la Tolérance.

He was a commissioner with the OCPM from 2008 to 2011, and was reappointed in 2015 for another mandate.

# Appendix II

## EXTRACTS

### CHARTER OF VILLE DE MONTRÉAL, R.S.Q., C. C.-11.4

#### DIVISION IX

#### PUBLIC CONSULTATION OFFICE

##### **Institution.**

**75.** An Office to be known as “Office de consultation publique de Montréal” is hereby established.

2000, c. 56, Sch. I, s. 75.

##### **President.**

**76.** The council shall designate, by a decision made by two-thirds of the members having voted, a president of the Office from among the candidates having special competence as regards public consultation, and may designate commissioners. The council may, in the same resolution, determine their remuneration and other conditions of employment, subject, where applicable, to a by-law made under section 79.

##### **Term of office.**

The president shall be appointed for a term not exceeding four years. The office of president is a full-time position.

##### **Term of office.**

The term of office of a commissioner shall be specified in the resolution appointing the commissioner and shall not exceed four years. Where the term is not mentioned in the resolution, it shall be four years.

2000, c. 56, Sch. I, s. 76; 2001, c. 25, s. 257.

##### **Additional commissioner.**

**77.** The city council may, at the request of the president of the Office and by a decision made by two-thirds of the votes cast, appoint, for the period determined in the resolution, any additional commissioner chosen from a list prepared by the executive committee, and determine the president’s remuneration and other conditions of employment.

##### **List.**

The president may, annually, propose a list to the executive committee.

##### **Candidates.**

Only persons having special competence as regards public consultation may be entered on a list referred to in the first or second paragraph.

2000, c. 56, Sch. I, s. 77; 2001, c. 25, s. 258.

##### **Disqualification.**

**78.** The members of the city council or of a borough council and the officers and employees of the city are disqualified from exercising the functions of president or commissioner.

2000, c. 56, Sch. I, s. 78.

##### **Remuneration and expenses.**

**79.** The city council may, by a by-law adopted by two-thirds of the votes cast, fix the remuneration of the president and the commissioners. The president and the commissioners are entitled to reimbursement by the Office of authorized expenses incurred in the exercise of their functions.

2000, c. 56, Sch. I, s. 79; 2001, c. 25, s. 259, s. 260.

##### **Personnel.**

**80.** The president may retain the services of the personnel the president requires for the exercise of the functions of the Office and fix their remuneration. Employees of the Office are not city employees.

##### **Assignment of city employee.**

The city council may also assign any employee of the city it designates to the functions of the Office.

##### **Treasurer.**

The treasurer of the city or the assistant designated by the treasurer is by virtue of office treasurer of the Office.

2000, c. 56, Sch. I, s. 80.



**Fiscal year.**

**81.** The fiscal year of the Office coincides with the fiscal year of the city, and the auditor of the city shall audit the financial statements of the Office, and, within 120 days after the end of the fiscal year, make a report of his or her audit to the council.

2000, c. 56, Sch. I, s. 81.

**Sums made available.**

**82.** The council shall put the sums necessary for the exercise of the Office's functions at its disposal.

**Minimum amount.**

The council shall, by by-law, prescribe the minimum amount of the sums that are to be put at the Office's disposal each year. The treasurer of the city must include the amount so prescribed in the certificate the treasurer prepares in accordance with section 474 of the Cities and Towns Act (chapter C-19).

2000, c. 56, Sch. I, s. 82.

**Functions of Office.**

**83.** The functions of the Office shall be

**1°** to propose a regulatory framework for the public consultations carried out by the official of the city in charge of such consultations pursuant to any applicable provision so as to ensure the establishment of credible, transparent and effective consultation mechanisms;

**2°** to hold a public consultation on any draft by-law revising the city's planning program;

**2.1°** to hold a public consultation on any draft by-law amending the city's planning program, except those adopted by a borough council;

**2.2°** to hold a public consultation on the draft by-law enacting the public participation policy provided for in section 80.1 of the Act respecting land use planning and development (chapter A-19.1), despite section 80.4 of that Act;

**3°** to hold public hearings in the territory of the city, at the request of the city council or the executive committee, on any project designated by the council or the committee;

**4°** to hold a public consultation on any element designated for that purpose in the public participation policy adopted under section 80.1 of the Act respecting land use planning and development.

**Provisions not applicable.**

However, subparagraph 2 of the first paragraph and sections 109.2 to 109.4 of the Act respecting land use planning and development (chapter A-19.1) do not apply to a draft by-law whose sole purpose is to amend the city's planning program in order to authorize the carrying out of a project referred to in subparagraph 4 of the first paragraph of section 89.

**Report on activities.**

The Office shall report on its activities to the council at the request of the council or of the executive committee and in any case at least once a year. On that occasion, the Office may make any recommendation to the council.

2000, c. 56, Sch. I, s. 83; 2003, c. 19, s. 61; 2003, c. 28, s. 23; 2008, c. 19, s. 6; 2017, c. 13, s. 29

(...)

## DIVISION II

### SPECIAL FIELDS OF JURISDICTION OF THE CITY

#### § 1. – General provisions

**88.** The city's planning program must include, in addition to the elements mentioned in section 83 of the Act respecting land use planning and development (chapter A-19.1), a document establishing the rules and criteria to be taken into account, in any by-law referred to in section 131, by the borough councils and requiring the borough councils to provide in such a by-law for rules at least as restrictive as those established in the complementary document.

#### Complementary document.

The complementary document may include, in addition to the elements mentioned in the Act respecting land use planning and development, in relation to the whole or part of the city's territory, rules to ensure harmonization with any by-laws that may be adopted by a borough council under section 131 or to ensure consistency with the development of the city.

2000, c. 56, Sch. I, s. 88; 2001, c. 25, s. 265.

#### By-law.

**89.** The city council may, by by-law, enable the carrying out of a project, notwithstanding any by-law adopted by a borough council, where the project relates to

- 1°** shared or institutional equipment, such as cultural equipment, a hospital, public educational institution, college- or university-level educational institution, convention centre, house of detention, cemetery, regional park or botanical garden;
- 2°** major infrastructures such as an airport, port, station, yard or shunting yard or a water treatment, filtration or purification facility;
- 3°** a residential, commercial or industrial establishment situated in the business district, or if situated outside the business district, a commercial or industrial establishment the floor area of which is greater than 15,000 m<sup>2</sup>;
- 4°** housing intended for persons requiring assistance, protection, care or lodging, particularly within the framework of a social housing program implemented under the

Act respecting the Société d'habitation du Québec (chapter S-8);

- 5°** a heritage immovable classified or recognized under the Cultural Heritage Act (chapter P-9.002) or the planned site of which is situated on a heritage site classified or recognized as such or declared such within the meaning of that Act.

#### Business district.

For the purposes of subparagraph 3 of the first paragraph, the business district comprises the part of the territory of the city bounded by Saint-Urbain street, from Sherbrooke Ouest street to Sainte-Catherine Ouest street, by Sainte-Catherine Ouest street to Clark street, by Clark street to René-Lévesque Ouest boulevard, by René-Lévesque Ouest boulevard to Saint-Urbain street, by Saint-Urbain street to Place d'Armes hill, by Place d'Armes hill to Place d'Armes, from Place d'Armes to Notre-Dame Ouest street, by Notre-Dame Ouest street to De La Montagne street, by De la Montagne street to Saint-Antoine Ouest street, by Saint-Antoine Ouest street to Lucien-Lallier street, by Lucien-Lallier street to René-Lévesque Ouest boulevard, by René-Lévesque Ouest boulevard to De La Montagne street, by De La Montagne street to the land fronting the north side of René-Lévesque boulevard, from the land fronting the north side of René-Lévesque boulevard to Drummond street, from Drummond street to Sherbrooke Ouest street and from Sherbrooke Ouest street to Saint-Urbain street.

#### Content of by-law.

The by-law referred to in the first paragraph may contain only the land planning rules necessary for the project to be carried out. The extent to which it amends any by-law in force adopted by the borough council must be set out clearly and specifically.

2000, c. 56, Sch. I, s. 89; 2001, c. 25, s. 265; 2002, c. 77, s. 13; 2003, c. 19, s. 62.

#### Approval by referendum.

**89.1.** Notwithstanding the third paragraph of section 123 of the Act respecting land use planning and development (chapter A-19.1), the by-law adopted by the city council under section 89 is not subject to approval by referendum, except, subject to the fourth paragraph, where applicable, in the case of a by-law authorizing the carrying out of a project referred to in subparagraph 5 of the first paragraph of that section.

### Public consultation.

The draft version of a by-law referred to in the first paragraph of section 89 must be submitted to public consultation conducted by the Office de consultation publique de Montréal, which for that purpose must hold public hearings and report on the consultation in a report in which it may make recommendations.

### Interpretation.

The public consultation under the second paragraph replaces the public consultation provided for in sections 125 to 127 of the Act respecting land use planning and development. In the case of a by-law subject to approval by referendum, the filing with the council of the report of the Office de consultation publique replaces, for the purposes of section 128 of the Act respecting land use planning and development, the public meeting to be held pursuant to section 125 of that Act.

### Applicable provisions.

For the purposes of sections 130 to 137 of the Act respecting land use planning and development enabling a project referred to in subparagraph 5 of the first paragraph of section 89 to be carried out, if that project is situated in the declared heritage site of Vieux-Montréal,

- 1° applications to take part in a referendum following the second draft by-law may originate in the whole borough in which the project is planned or from all the boroughs affected by the project;
- 2° the public notice provided for in section 132 need not mention or contain a description of the zones or sectors of a zone in which an application may originate;
- 3° the application provided for in section 133 need not clearly state in which zone or sector of a zone it originates;
- 4° despite section 136.1 of that Act, a by-law adopted under section 136 of that Act must be approved by the qualified voters of either the borough or all the boroughs affected by the project.

### Provisions not applicable.

However,

- 1° the fourth paragraph does not apply to a by-law adopted to enable the carrying out of a project, referred to in subparagraph 5 of the first paragraph of section 89, planned by the Government or one of its ministers, mandataries or bodies;
- 2° the second paragraph and sections 125 to 127 of the Act respecting land use planning and development do not apply to a draft by-law adopted solely to enable the carrying out of a project referred to in subparagraph 4 of the first paragraph of section 89.

2001, c. 25, s. 265; O.C. 1308-2001, s. 11; 2003, c. 19, s. 63; 2008, c. 18, s. 6.

- 89.1.1** For the purposes of sections 89 and 89.1, if the decision to carry out a project referred to in the first paragraph of section 89 or to authorize its carrying out, subject to the applicable planning rules, is part of the exercise of an urban agglomeration power provided for in the Act respecting the exercise of certain municipal powers in certain urban agglomerations (chapter E-20.001), the reference to a by-law adopted by a borough council also includes a by-law adopted by the council of a municipality mentioned in section 4 of that Act.

The modification provided for in the first paragraph also applies to any other modification incidental to that Act, in particular the modifications whereby the reference to the city council is a reference to the urban agglomeration council and the reference to the territory of the city is a reference to the urban agglomeration. The latter modification applies in particular, in the case referred to in the first paragraph, for the purposes of the jurisdiction of the Office de consultation publique de Montréal referred to in the second paragraph of section 89.1.

O.C. 1213-2005, s. 7.



# Appendix III

## ORGANIZATION, PRACTICES AND CODE OF PROFESSIONAL CONDUCT

### ORGANIZATIONAL STRUCTURE OF THE OFFICE

The office has established credible, transparent and effective mechanisms for its consultations, upon completion of which it produces a report on the opinions expressed by citizens in attendance at the hearings.

In keeping with its obligations and responsibilities, the Office oversees the commissions and manages their activities. The general secretariat is responsible for supporting commissioners in their work and for the general administration of the Office.

#### Physical resources

The OCPM offices are located at 1550 Metcalfe Street, on the 14<sup>th</sup> floor. In addition to spaces for its secretarial staff, the Office also has rooms for preparatory meetings for consultations and for public hearings.

#### Human resources

The Office team comprises commissioners appointed by city council, administrative staff, and external collaborators hired on a contractual basis. The latter are responsible for preparing the consultations and supporting the commissioners in their work.

#### Commissioners

In September 2018, the city council appointed Ms. Dominique Ollivier as president of the Office for a second four-year term. On the recommendation of the Office president, a number of part-time commissioners are appointed by city council to hold consultations. The latter cannot work as city employees or as municipal elected officials.

The commissioners are responsible for chairing the public consultations and for producing a report to city council in which they make any recommendations they deem appropriate.

#### President

Dominique Ollivier

#### Ad hoc commissioners in 2020

Maryse Alcindor, Priscilla Ananian, Claudia Atomei, Isabelle Beaulieu, Bruno Bergeron, Bruno-Serge Boucher, Nicole Brodeur, Jean Caouette, Éric Cardinal, Danielle Casara, Pierre-Constantin Charles, Lorène Cristini, Alain Duhamel, Habib El-Hage, Ariane Émond, Christian Giguère, Judy Gold, David Hanna, Jacques Internoscia, Stéphanie Jérémie, Danielle Landry, Hélène Laperrière, Marie Leahey, Gaétan Lebeau, Marie Claude Massicotte, Suzann Méthot, Martine Musau, Nadja Raphaël, Danielle Sauvage, Michel Séguin, Luba Serge, Francine Simard, Jean-François Thuot, Radouan Torkmani, Arlindo Vieira.

*For biographical notes on the commissioners, please see Appendix I of this document.*

#### Staff

To assist the commissioners in preparing for and holding the consultations and in drafting their reports, the Office has established an administrative structure.

The Office's now smaller general secretariat is composed of a secretary general, Mr. Luc Doray, supported by a small team of employees. Mr. Doray is a permanent employee of the Ville de Montréal, assigned to the OCPM by the executive committee in the fall of 2002. Contract employees are also hired as needed. The Charter of Ville de Montréal stipulates that Office employees are not employed by the city, but that the city council may assign any employee it designates to the functions of the Office (section 80).

#### Collaborators

The Office depends on the assistance of a loyal network of collaborators to carry out its mandate. To help citizens and commissioners to understand the projects and relevant issues, the Office relies on the support and experience of borough and central department employees, professionals, officers and elected officials.

Furthermore, a good number of external resources have put their knowledge and expertise at our disposal. Without their collaboration, the Office would have been unable to disseminate relevant information to citizens with a view to gathering their opinions on projects submitted for public consultation.

## PRACTICES OF THE OFFICE

The OCPM has drawn up a *code of professional conduct* to provide a framework for the practices of the commissioners. In addition to the general provisions, the code addresses the issue of the commissioners' independence and duty to act in a reserved manner.

## COMMISSIONERS' CODE OF PROFESSIONAL CONDUCT

The Office de consultation publique de Montréal is mandated to hold credible, transparent and effective public consultations. Any person who agrees to act as commissioner of the office, on a full-time, part-time or *ad hoc* basis, shall act in the public interest, with fairness, integrity, dignity, honour and impartiality. Each such person also agrees to respect the Code of Ethics of the Office.

**General provisions** (The masculine form is used to simplify reading of the text)

1. The commissioner serves the public in an irreproachable manner and to the best of his abilities.
2. The commissioner avoids all activities that are incompatible with the performance of his duties or that may be harmful to the image and credibility of the Office and its commissioners.
3. The commissioner notifies the president of the Office of any situation that could tarnish his credibility of that of the Office.
4. The commissioner exercises political neutrality in the performance of his duties.
5. The commissioner does not make undue use of his title or status as commissioner.
6. The commissioner respects the law as well as the rules of procedure, policies and overall orientations of the Office. In his decisions affecting the efficient execution of a mandate, he applies the principles of sound human, financial and physical resources management.

### Independence

7. The commissioner avoids all conflicts of interest. He also avoids any situation that could lead to a conflict of interest or place him in a vulnerable position.

8. The commissioner informs the president of the Office without delay of any situation that could jeopardize his independence or impartiality.
9. The commissioner may not grant, solicit or accept, for himself or any other person, a favour or undue advantage. He may not let himself be influenced by the expectation of such an advantage, nor use to his benefit municipal property or privileged information obtained in his capacity as commissioner.

### Duty to act in a reserved manner

10. The commissioner exercises discretion in publicly expressing his political opinions or thoughts about a controversial project.
11. The commissioner does not comment publicly on the reports of the Office. However, the chair of a commission or a commissioner delegated by him may present and explain the report of that commission.
12. During his mandate, the commissioner refrains from taking a public position on any project that is the subject of a mandate of the Office.
13. During his mandate, the commissioner refrains from commenting publicly on decisions relating to projects that have been the subject of an Office report. Even after the expiration of his mandate, he refrains from commenting publicly on decisions relating to projects entrusted to the Office during his mandate.

### Public consultation

14. The commissioner has no special interest in the file entrusted to him. He has not participated in the development of the project, nor publicly voiced an opinion about it. He has no decision-making function in any organization participating in the consultation.
15. The commissioner acquires as much information as possible about the project, and completes his analysis of it within the prescribed timeframe.
16. The commissioner avoids all private meetings with those in charge and with resource persons, except in cases provided for under the rules of procedure of the Office.
17. In public meetings, the commissioner promotes the

full and complete participation of all interested parties. He facilitates citizens' access to information, helps them to fully understand the projects, and encourages them to express their opinions without reservation.

18. The commissioner applies the procedure equitably to all participants. He acts as transparently as possible at all times.
19. The commissioner displays discretion, courtesy, composure and consideration towards all participants in a public consultation, regardless of their opinions and without discrimination. He promotes mutual respect among those who assist or participate in the work of the commission.
20. For his analysis and for the recommendations to be included in the report of the commission, the commissioner uses only documentation available to the public within the framework of the public consultation, and the information provided in or following meetings or hearings, as provided for under the rules of procedure of the Office. He may also use common knowledge of the subjects addressed and existing literature on relevant topics.
21. The commissioner respects at all times the confidential nature of the proceedings of the commission. He also respects the confidentiality of the report of the commission until such time as it is made public.

## SETTING UP A PUBLIC CONSULTATION

After receiving a mandate from the City, the OCPM forms a commission, usually comprised of three commissioners, and posts on line a documentation file that evolves throughout the consultation. The file contains numerous documents, such as the official mandate, the documentation from the City and real estate developer, the transcriptions of public sessions, as well as reference documents and useful links. They allow the population and interest groups to obtain all relevant information about the consultation so they can express an informed opinion on the issues under study.

As soon as the consultation mandate is received, the OCPM communicates with the City, the real estate developer or the requesting group to inform them of its expectations and practices regarding documentation. The relevant body must present clearly the rationale for the project, the principles

and orientations used in its development, its main features and, where applicable, the options submitted for public consultation.

For every mandate, the City, the developer or the requesting group prepares documents and presentations intended for the public. Each of the documentation files is unique, but they usually adhere to the following structure:

- Procedure and object of the mandate: the decisional file prepared by the various Montréal authorities;
- Consultation process: the public notices, steps, activities and schedule prepared by the OCPM;
- Documentation submitted by the City of Montréal and the borough: the documentation relating to the justification for the project, its various aspects and impacts, the relevant excerpts of the Master Plan and urban planning by-laws in force;
- Documentation submitted by the developer (for real estate projects): the main plans, location maps, sketches and visual simulations, as well as any information that may provide an analytical framework for the project;
- Documentation submitted by the requesting group (in right-of-initiative cases): the studies, analyses, reports and other documents required to understand the issue under study;
- Reference documents and useful links: documents used by the commission for its analysis of the file or issue under study;
- Work of the commission: the reports on preparatory meetings and activities of the commission, and questions sent by the commission to the City or real estate developers;
- Transcription and webcast;
- Opinions presented to the commission orally or in writing;
- Opinions presented on line.

In the name of transparency, any document submitted to the commission is automatically made public in the documentation file on the consultation page. It may be viewed on line at any time. The documentation file remains accessible even after the publication of the consultation report. A hard copy is also made available to the public at the offices of the OCPM.

### Communications and dissemination

The OCPM develops and implements various types of communication to inform Montrealers of an upcoming public consultation.

The draft by-laws that are the object of a public consultation led by the OCPM must be announced in a newspaper distributed on Montréal territory at least 15 days prior to the first session. For other types of consultations, a public

notice is issued. Although its form may vary, the notice always includes:

- The object of the public consultation;
- The date, time and location of the public consultation session(s);
- The locations where the documentation is available;
- The deadlines and methods for presenting an opinion to the commission.

During every public consultation process, a communication strategy is implemented to regularly inform citizens and groups interested in the subject or territory under study. To that end, the OCPM may:

- Distribute flyers door-to-door in the area affected by the project, and disseminate information in municipal public locations, such as libraries and borough offices, as well as with organizations concerned;
- Send information to interested persons, groups and organizations using e-mail distribution lists produced according to the nature of the files that are the object of the consultation;
- Share information using publications and advertising campaigns on social networks (Facebook, Instagram, YouTube, Twitter and LinkedIn) and with the media.

### **Preparatory meetings**

In the days following the public announcement of the consultation, the OCPM commission organizes formal meetings with City representatives, the real estate developer or, in right-of-initiative cases, the spokespersons of the requesting group. Those meetings allow discussions on the manner in which the issues are perceived by all concerned, the procedures of the consultative process, the expectations of the OCPM in terms of documentation to be provided, and any other topic of interest relating to the file.

As the meetings are of a public nature, the OCPM draws up a report and adds it to the documentation file for the consultation.

### **Information phase**

A public consultation held by the OCPM involves several steps and allocates the time required to each of those steps to allow enlightened citizen contributions.

The first part of a consultation always begins with one or more information sessions on the project. During those sessions, the City representatives, the real estate developer or the spokespersons for the requesting group under the right of initiative present the object of the consultation as well as the relevant technical and thematic issues.

Sometimes, especially in cases of upstream consultations, the subject under study may be highly complex. In order to provide the public with a key to understanding the issue, and to help define it, the OCPM may also invite people with thematic expertise to the information sessions. Following the presentations by the City, the real estate developer, the requesting group and the thematic experts, the public may ask questions to develop a good understanding of the file under study.

The information sessions are held at least 15 days after the announcement of the consultation. The duration of the information phase is determined by the time required to properly explain the project and answer the public's questions.

The OCPM is responsible for providing accessible and transparent information. Important facets of the work include employing a variety of methods to reach the more marginalized groups and creating an environment that is conducive to participation. During the information sessions, no form of demonstration, disagreeable remark or defamatory comment is permitted in order to ensure peaceful debates.

All sessions of the information phase of a consultation are public and accessible. They are webcast live on the site of the OCPM and on social media. The recordings are added to the documentation file. The sessions may be viewed at any time. The presentations, the questions from the public and the discussions with the commission are transcribed in shorthand and are available in the documentation file a few days after the session.

### **According to the type of consultation**

The OCPM adapts the procedures of the information phase to meet the objective of the consultation and according to the type of mandate.

*Upstream consultations.* When the City wishes to validate or identify the public's priorities, a longer and more diverse information phase promotes citizen reflection and makes it possible to obtain a broader range of opinions. The OCPM may organize workshops, thematic sessions and citizens' forums, or employ any other formula to contribute to this ideation phase of the project.

*Downstream consultations.* As these consultations present to the population projects that are relatively advanced, the information phase organized by the OCPM is usually composed of an information session held to present the points of view of the City and real estate developer. The session may be extended or replicated elsewhere on the territory to promote accessibility and answer all of the public's questions. As required, the OCPM may also add thematic sessions to examine a specific aspect of the project.



Consultations under the right of initiative. The goal of this type of consultation is to stimulate public discussions leading to constructive, innovative and mobilizing proposals. During the information phase, the OCPM uses panels, seminars and thematic sessions organized throughout Montréal territory to hear a variety of voices, identify good practices and ascertain citizens' expectations regarding the object of the consultation. Self-managed activities by people wishing to participate are also made available to the public.

### **Participation in information sessions**

During information sessions, after the presentations by City representatives, developers or requesting groups under the right of initiative, the public may register to ask questions. In OCPM processes, each person is entitled to ask two questions per registration. If time permits, anyone wishing to do so may re-register to ask questions several times.

The commission invites people to speak in the order of registration. However, to promote accessible and equal participation, people who need to return to family obligations (i.e. parents, caregivers, etc.) are given priority to speak. The commissioners also ensure that men and women alternate at the microphone. All questions are addressed to the chair of the commission, who then directs them to the resource persons able to answer them. The commissioners may also ask any questions aimed at enlightening the public about the object of the consultation. The session is adjourned when all the people listed on the register have asked their questions.

The commission ensures that all questions submitted by the public are answered. If the City, the developer or the spokespersons for the requesting group under the right of initiative are not able to provide an answer during the information session, the OCPM will re-submit the question to them in writing. An answer will have to be sent in writing to the commission as soon as possible, and the document will be added to the documentation file. If, during an information session, the commissioners believe that all the people on the register will not have the opportunity to be heard over the course of one evening, the commission may decide to continue the session the following day or provide the opportunity to submit questions in writing. The details of those decisions are transmitted clearly to all stakeholders and will be added to the consultation site.

### **Hearing-of-opinions phase**

The hearing-of-opinions phase gives all people, organizations and companies concerned the opportunity to express their ideas, comments and concerns on the object of the consultation. Whether they have university expertise, professional experience or a citizen idea, all persons wishing to do so may share their opinion orally or in writing, in French or in English. The hearing-of-opinions phase also allows the commission to speak with participants to probe or qualify observed tendencies, or to make them react on other opinions presented.

The OCPM makes a variety of methods available to the public to present opinions to the commissioners. Those possibilities include, but are not limited to, presenting them in person or by video-conference call or telephone, submitting a written document, and answering open questions on the consultation site.

The hearing-of-opinions phase begins at least three weeks after the information session. It may comprise one or several public sessions, depending on the number of people registered and the number of opinions submitted. It is also possible to submit an opinion in writing without presenting it before the commissioners.

Every person, organization or company that registers will have 20 minutes to present their opinion orally. This usually involves a ten-minute presentation followed by a ten-minute question-and-answer period with the commissioners. For their part, written briefs may involve a one-page personal-reflection text, a report produced with partners, or a scientific study. All formats are acceptable.

### **Analysis and report of the commission**

Following the hearing-of-opinions phase, the public part of the consultation is over. The commission and its team begin deliberations and the drafting of a report to be submitted to the City (executive committee, city council or agglomeration council), thereby relaying citizens' opinions to assist in public decision-making. The drafting process may take several weeks.

The members of the OCPM commission study the file and make their analysis and recommendations in the light of a number of different sources:

- The documents of the City and real estate developer, all project specifications and the studies and plans having served in their writing;
- The oral, written and online opinions of people and groups who participated;
- The applicable policies of the City, for example the Master Plan. Depending on the case, other major policies are taken into consideration, such as policies on sustainable development, heritage and natural environments, among others;
- The notices issued by various committees, advisory councils and permanent commissions of the City of Montréal that were produced upstream of the public consultation. These could include a borough's advisory council on urban planning (CCU), the heritage council (Conseil du patrimoine), the Comité Jacques-Viger (CJV), one of the three advisory councils of the City of Montréal (Conseil interculturel de Montréal, Conseil des Montréalaises, Conseil jeunesse de Montréal), or one of the 11 permanent commissions of the city council.

Every report on a consultation conducted by the OCPM is unique. However, the reports are structured as follows:

- Chapter 1: a summary description of the project in question;
- Chapter 2: an outline of the concerns, expectations and opinions of participants;
- Chapter 3: the commission's analysis and ensuing recommendations.

### **Tabling and publication of the report**

When the consultation report is ready, it is sent to the mayor of Montréal and to the president of the executive committee. Fifteen days later, the report is made public on the site of the OCPM and tabled with the executive committee, and then with the city council.

The consultation report is made public before its adoption by city council. The sequence is designed to allow interested individuals and groups to look over the report and, as required, to question elected officials at city council during the tabling of the report, or to ask questions directly to the borough council.

# Appendix IV

## EMPLOYEES AND COLLABORATORS IN 2020



### Employees

Brunelle-Amélie Bourque  
 Louis-Alexandre Cazal  
 Luc Doray  
 Elisabeth Doyon  
 Laurent Maurice Lafontant  
 Lizon Levesque  
 Élise Naud  
 Faustin Nsabimana  
 Anik Pouliot  
 Geneviève Robitaille  
 Gilles Vézina

### Collaborators

Hadrien Chénier-Marais  
 Reinaldo De Freitas  
 Joanne Gibbs  
 Pierre Goyer  
 Guy Grenier  
 Marina Jolly  
 Marc-André Lapointe  
 Patrick Marais  
 Paul Marchand

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