

# **A pivotal year**

**2022 Activities Report of the Office  
de consultation publique de  
Montréal (OCPM)**

COURTESY TRANSLATION

## Table of contents

- P.3** President's message
- P.6** Highlights
- P.8** Mission and operation
- P.9** Partnerships and achievements
- P.10** Consultations
- P.17** Management transition
- P.18** Outreach
- P.23** Budget
- P.24** Team



## President's message

**"20 years: a time to pause, to look back at the road travelled and ahead to the future."**



It is with great pleasure that I present the 2022 activities report of the Office de consultation publique de Montréal, an exceptional year on all fronts, marked by celebrations of the institution's 20th anniversary, numerous consultations and a return to in-person activities, away from screens. In short, it was a very busy post-pandemic, requiring adaptation and flexibility.

The anniversary provided an opportunity to acknowledge the contribution of and thank the pioneers who designed and have breathed life into the Office since 2002. Its very existence and longevity point to a healthy municipal democracy, within a dynamic, diversified city, a constantly evolving major metropolis. It

is important to recognize that accomplishment and to constantly strive to strengthen this important institution of democratic life.

### **Presidency**

When I accepted the position of president of the Office, in February 2022, I did so because I know the institution well, having worked, since 2015, as one of its commissioners, chair of consultations and training officer for elected officials and colleagues. I did so also because I firmly believe in the strength of an institution that gives people a voice, and that analyzes, weighs and balances issues that affect people's lives, always with the goal of assisting in the decision-making process of city council elected officials.

Becoming president of an organization like the Office involves seeing it in a new light, analyzing and reflecting on how, by relying on its strengths, we can go further, constantly improving its practices, to benefit Montrealers.

I would like to thank the team of commissioners of the Office, who put their experience and talents at the service of public consultation. They do so on an ad hoc basis, responding to an invitation from the president, and dedicate themselves to listening with impartiality, analyzing and making recommendations. With their invaluable, irreplaceable work, they personify the Office with complete neutrality.

### **Transition in the general secretariat**

I would also like to thank the secretariat team, which had to deal with many transitions over the course of 2022, owing notably to the retirement of some long-standing employees, including secretary general Luc Doray, who had been with the Office since its inception. The team was also in transition between teleworking, owing to the pandemic, and a return to normal, working in the office. Those dedicated permanent and contract professionals completed six consultations, including the most extensive one in the history of the Office, dealing with the upcoming City of Montréal Land Use and Mobility Plan.

Guy Grenier, an expert in participatory processes who has known the Office for many years, has held the position of secretary general since January 2023. He and I form a complementary duo. We will work together to propel the Office towards greater efficiency, new forms of consultation to always reach more people, tighter

management, and an improved role to support Montréal elected officials. So, this has been a pivotal year on many fronts, but one that places us in a very good position to handle future challenges.

### **Challenges**

The year of celebrations, complete with a university colloquium and round table, has brought to light areas that need to be developed to consolidate the institution. Those issues were discussed by civil society and university researchers on various occasions throughout the year.

Firstly, there was a realization that the annual budget has progressed very little over the last 20 years and that the number of mandates entrusted to the Office, four or five per year on average, remains stable. Lastly, the focus was on two major issues, long addressed by my predecessors: the assignment of mandates and the follow-up on recommendations.

### **Assignment of consultation mandates**

To carry out consultations, Montréal elected officials may mandate, as they see fit, city council commissions, outside consultants, or the OCPM. The legal framework on the subject is rather tenuous and the choices regarding the allocation of mandates does not follow any precise guidelines. Back in 2013, Louise Roy, who was at the time president of the Office, stated that:

“Although the status of the OCPM is embedded in the Charter of Ville de Montréal, its intervention is predetermined in only a few instances. The major projects, notably, are not among those instances. To ensure the transparency of processes leading to decisions by elected officials, we need to specify and, in my opinion, expand the range of cases where recourse to the OCPM, as a neutral and independent third party, is automatic.”

The distinctiveness and advantage of the OCPM stem from the fact that its mandates are carried out in complete independence and neutrality. It is important to remember that. The Office commissioners have no interest in the projects submitted for consultation and make recommendations shielded from the influence of decision-makers. It would be in the best interest of the public to ensure that situations that would benefit from such independent treatment be codified.

### **Follow-up on Office recommendations**

There is no formal requirement for follow-up on Office recommendations by the municipal administration or elected officials. Such follow-up has been requested for many years. In the 2018 annual report of the OCPM, then president Dominique Ollivier mentioned that the Office had proposed, as early as 2008, an automatic follow-up mechanism for the recommendations, similar to the one in place for city council standing committees.

The importance of mechanisms for follow-ups and for assigning mandates was also discussed in a recent consultation held by the City of Montréal. *Dialogue Montréal*, a consultation aimed to understand Montrealers' expectations regarding citizen participation.

In the summary report, according to the opinion of civil society players, the OCPM is not being fully utilized. They bemoan the fact that projects submitted to the OCPM for consultation are freely chosen by the city council or executive committee based on no specific criteria. Proposal 13 of that report calls for systematic recourse to the

OCPM for the examination of major metropolitan projects and for any consultation obtained under the right of initiative.

It was also mentioned that, given the lack of a formal follow-up mechanism, feedback is uneven and has been qualified as inadequate by all target groups questioned. It was proposed that a formal feedback and follow-up mechanism be developed and implemented for all participatory processes undertaken, including those carried out by the Office de consultation publique de Montréal.

It would seem appropriate to begin a reflection process on the scope of section 83 of the Charter of Ville de Montréal. The process should take into consideration the independence of the OCPM, the expertise developed by the OCPM team, and the needs of the City.

### **Looking towards the future**

In 2023, I began a tour of the 19 boroughs to meet elected officials and public servants in order to present the OCPM and evaluate their needs. The Office must constantly renew itself and develop new initiatives to continue to listen to the people and bring their voices to the decisions makers. And we will do so with diligence and openness



Isabelle Beaulieu, PhD



# Highlights



## 2022, exceptional on all fronts

It was the year of the major consultation on the upcoming *City of Montréal Land Use and Mobility Plan, Reflection 2050*, held in addition to five other public consultations.

## The year of the return to in-person consultations and of a new openness to screens

This pivotal year allowed us to implement new ways to organize consultations: they are now always in hybrid mode, both in-person and online, making them more accessible, and resulting in record participation.

## 2022, the 20<sup>th</sup> anniversary of the Office

The year of celebrations allowed us to set out the founding principles of the organization, its history, its achievements, its contribution to municipal democracy and its ability to listen to the people and to always better accompany the decision-making process of elected officials.

- Over 200 people attended the anniversary cocktail in September at Marché Bonsecours.
- More than 200 consultation amateurs and experts participated in the university colloquium on the Office, in October.

## In 2022, the Office organized a grand total of 115 in-person activities!

- Grand total of citizen contributions: **5,582**
- Grand total of in-person participation: **2,284**
- Grand total of online participation: **9,717**



## 2022, 6 consultations, record participation!

### **SPP for the Lachine-Est eco-neighbourhood**

**508** citizen contributions (briefs, responses to questionnaires)

**95** participants in in-person activities

**732** participants in online activities

### **Tower 6 of the Square Children**

**57** citizen contributions (briefs, responses to questionnaires)

**25** participants in in-person activities

**277** participants in online activities

### **Montréal's Chinatown**

**112** citizen contributions (briefs, responses to questionnaires)

**109** participants in in-person activities

**574** participants in online activities

### **Requalification of 4500 Hochelaga Street**

**259** citizen contributions (briefs, responses to questionnaires)

**90** participants in in-person activities

**481** participants in online activities

### **Additional uses for 1420 du Mont-Royal Boulevard**

**336** citizen contributions (briefs, responses to questionnaire)

**27** participants in in-person activities

**574** participants in online activities

### **Reflection 2050, an out-of-the-ordinary consultation**

In the entire history of the OCPM, this major, global-reaching consultation is by far the one that has attracted the greatest and most diverse Montrealer participation. It dealt with the Urbanism and Mobility Plan that will set out guidelines for the deployment of the City of Montréal until 2050.

**4,310** citizen contributions (briefs, responses to questionnaires)

**1,938** participants in in-person activities

**7,079** participants in online activities

And **110** separate activities, including **92** in-person and **18** online

## Mission and operation

**The Office de consultation publique de Montréal (OCPM) is a public institution created by the Charter of Ville de Montréal in 2002. It is a neutral and independent organization that receives its mandates from the city council and executive committee.**

### **The mission of the Office is:**

- To hold a public consultation on any draft by-law revising or amending the city's planning program, except those adopted by a borough council
- To hold a public consultation on any element designated to that purpose in the public participation policy adopted under the *Act respecting land use planning and development*
- To establish credible, transparent and effective consultation mechanisms

### **Fields of activity of the OCPM**

- Real estate projects
- Plans and policies
- Community and institutional infrastructures
- Heritage sites and cultural property
- Right of initiative

### **Operation**

The Charter of Ville de Montréal provides that the Office is embodied by its president, who is designated by a decision made by two-thirds of the city council members having voted. The president is to be appointed for a term not exceeding four years, and the office of president is a full-time position.

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. The employees of the Office are not City employees.

The annual budget of the OCPM is voted on by city council for its operations and the execution of mandates. The City and boroughs that call on the services of the Office are never billed for any of the consultations.

When the OCPM was founded, 20 years ago, its annual budget was \$1.7 million. In 2022, it was \$2.7 million.



## Partnerships and achievements

New partnerships have been forming since 2022, as the Office enhances its work and reflection process by building productive relationships with inspiring organizations. Collaboration with these three organizations is based on mutual interests:

1. **The Institut québécois de réforme du droit et de la justice (IQRDJ)**, an independent reform and research organization working for the continuous adaptation of legislation and the judicial system with a view to providing greater citizen access to law and justice.
2. **The Centre for Interdisciplinary Research on Montréal (CIRM)**, based at McGill University. It brings together researchers whose fields of interest are related to urban life in various areas of study, including history, architecture, literature, communication and languages sciences, political science, geography, urban planning, law, environmental studies and social work.
3. **The Centre de recherche pour l'inclusion des personnes en situation de handicap (CRISPESH)**, a college centre for the transfer of technology (CCTT) focusing on innovative social practices for people living with disabilities, contributing to the latter's inclusion by accompanying organizations in knowledge enhancement and the promotion of practices

### Partnerships for Reflection 2050

Within the context of the *Reflection 2050* consultation, the Office established new partnerships with numerous organizations to mobilize the greatest possible diversity of Montréal voices.

- Centre de services scolaire Marguerite-Bourgeoys
- Centre de services scolaire de Montréal
- Centre de services scolaire de la Pointe-de-l'Île
- English Montréal School Board
- Lester B. Pearson School Board
- Concertation Montréal
- Culture Montréal
- Institut de développement urbain du Québec (IDU)
- MTL Indigenous Community Network
- Amis d'Ahuntsic-Cartierville
- Parc Jean-Drapeau
- Port of Montréal
- Service du développement économique - Ville de Montréal
- Service de la Culture - Ville de Montréal
- MAPP MTL

### The commissioners active more than ever

2022 provided an opportunity to work differently with the commissioners. While 15 of them were mobilized to carry out six public consultations, many of their colleagues worked in concert with the Office secretariat to establish new partnerships and update structuring work tools to continuously improve the consultation process. All of their contributions are invaluable.

The relationship among the president of the Office, the secretariat and the commissioners was also enhanced by the creation of the *Cafés des commissaires*, online meetings to discuss the work of the commissioners, among other things, the

tools of the Office, and the challenges of public participation. Two *Cafés* were organized, one in May, and one in August. A large number of commissioners participated, and the discussions were enthusiastic and productive.

It is important to remember that the commissioners are the foundation of the Office, champions of the arts of listening, analysis and summary, but also of the mediation of different points of views and drawing up of recommendations to support the decision-makers in their decision-making process. Their skill and versatility allow them to carry out a great diversity of mandates, in an *ad hoc* capacity.

- The list of Office commissioners can be found in the Appendix.

#### **Other avenues initiated in 2022**

- Training offered online to elected officials sitting on the city council
- Redrafting of the code of conduct for the commissioners
- Review of the communication tools and Web site with a view to redevelopment
- The Web site provides access to over 18,000 documents online



## **Consultations**

**The public consultations are at the heart of the mandate and mission of the Office. Their success rests on citizen participation and, this year, the Office has implemented a wider range of means to facilitate the contribution of the entire population.**

The elimination in recent months of most health restrictions has brought back large get-togethers and, thereby, in-person consultations that better promote dialogue and interaction among participants.

To preserve improvements stemming from the pandemic and allow the greatest possible number of people to express themselves during consultations, the Office has implemented a new hybrid model: people may now participate in consultations either in person, online, or by combining both modes of participation.

In 2022, the Office tabled a total of seven consultation reports, three of which were for processes initiated the previous year.

- **3** reports tabled in 2022, following consultation activities conducted in 2021
- **4** consultations carried out and reports completed in 2022
- **2** consultations carried out in 2022 with reports being drafted

**“The impartiality of the OCPM is very interesting...Its role aiming to ensure the quality of dialogue inspires us. As a territorial community, we are there to serve projects and the public interest. (...) In these times of defiance towards institutions and predominance of social networks, a guarantor institution so solidly anchored with that major formal requirement is invaluable.”**

**Pierre Houssais**, director of future planning and public dialogue for the Metropolis of Greater Lyon

**“Given the independence and transparency of the OCPM, we also know that we will get the real story, and the people know that they will get the real story. That is very important.”**

**Valérie Plante**, Mayor of Montréal, September 2022

## **Reflection 2050**

In 2022, the Office held the most extensive public consultation in its history on the document entitled *City Project: Towards a land-use and mobility plan*. Produced by the City of Montréal, the *City Project* is a proposed vision for the future of the metropolis. The document constitutes the first step in a longer term process aimed at producing the future *Land-use and mobility plan 2050 (LMP)*. The consultation activities of the Office on the *City Project* were held throughout the year. The report will be produced in 2023.

The *LMP* will be the reference document for the development of the Montréal territory as a whole. It will replace the 2004 *Master Plan* and the 2008 *Transportation Plan*. The transformation proposed by the *City Project* concerns the entire population of Montréal. **In order to fully execute the mandate entrusted to the Office by the City, a special effort was made in designing the consultation process in order to reach a great diversity of groups of Montrealers, to be present throughout the territory and to ensure the participation of younger citizens.**

The Office multiplied opportunities for participation and deployed its team throughout the territory of Montréal. The resource and time constraints led to creative solutions such as partnerships with the Montréal Indigenous community NETWORK, Concertation Montréal, the various school organizations on Montréal territory and the Service de la culture of the Ville de Montréal. **For the very first time, the OCPM included a cultural component in a consultation process. It was an experiment aimed at proving that art can contribute to the conversation about transforming the City.**

The consultation was divided into three steps:

- Preliminary activities; round tables and webinars
- Information phase
- Actual consultation activities

Since its inception, the Office had never held a consultation of such scope.

#### Reflection 2050, summary participation table

Type of activity	Name of the activity	In-person participations	Online participations	Contributions
<b>Preconsultations</b>				
Preconsultation meetings	7 round tables		72	
Webinars	4 webinars		3,351	
<b>Information phase</b>				
Information sessions	1	20	491	
Question-and-answer sessions	1	20	540	
<b>Consultation activities</b>				
Online discussion platform	reflexion2050.ca consultation		810	364
Online questionnaires	4 questionnaires			3,084
Interception questionnaire	25 events/locations visited	695		695
Citizen forums	3 forums	120	961	
Workshops with young people	15 workshops	412	15	
Partner meetings	6 round tables	79		
Group discussions	12 meetings	68		
Cultural component	20 activities	376	6	
Renewed downtown strategy	5 conversations	43		
<b>TOTAL</b>	<b>104 activities</b>	<b>1,833</b>	<b>6,246</b>	<b>4,143</b>

#### Participation in the hearing-of-opinions sessions

	Briefs without presentations	Presentations with briefs	Presentations without briefs	In-person attendance	Web viewings
<b>TOTAL</b>	<b>116</b>	<b>46</b>	<b>5</b>	<b>105</b>	<b>833</b>

## **Saint-Ferdinand Sector, Sud-Ouest borough**

Date of report: **January 10**

In numbers, in 2021: **39** citizen contributions ; **78** participants in in-person activities; **478** participants in online activities

In short: **REHABILITATION AND REVITALIZATION**

The consultation began in 2021, but the report was submitted in 2022. The Office was given a mandate to identify development guidelines as a framework for drawing up real estate projects on the site.

The OCPM organized a number of activities, some of which were held in the park, over the course of the summer of 2021. Based on needs expressed by local residents and expectations set forth by the Sud-Ouest borough, and in response to the mandate entrusted to it, the commissioners formulated five guiding principles:

- Taking into account of the sector's history and heritage
- Soft and harmonious densification in line with the spirit of the sector's built environment
- Cohabitation of residential, commercial and industrial uses
- Safe and enjoyable mobility based on connectivity and active transportation
- Creation of community spaces and increase of area of green space.

## **MIL Montréal**

Date of report: **March 8**

In numbers, in 2021: **167** citizen contributions; **648** participants in online activities

In short: **DENSITY AND HARMONIZATION**

The consultation, which began in 2021 and ended in 2022, focused on by-law amendments regarding the MIL campus of the Université de Montréal, on the northeastern border of the borough of Outremont.

The commissioners concluded that the redevelopment of a site like the MIL illustrates the difficulties in an in-depth re-examination of the connection of the new occupant of the territory with the surrounding neighbourhoods and the city as a whole. That applies for functional, material and spatial aspects, but also and most importantly in terms of the social, cultural, tax and economic dynamics.

In response to the request involving the site of the new university pavilion and the withdrawal of the Atlantic sector, the commissioners made favourable recommendations, while identifying areas to be considered in the decision-making process.

As far as the primary school is concerned, the commissioners are in favour of it, but recommend that precautions be taken to ensure the safety of students and staff.

## **Former Royal Victoria Hospital**

Date of report: **May 10**

In numbers in 2021: **797** citizen contributions ; **105** participants in in-person activities; **1,540** participants in online activities

In short: **INTEGRATION AND INNOVATION**

This major consultation, spanning 2021 and 2022, targeted the redevelopment of the site of the former Royal Victoria Hospital. The draft *Master Development Plan* submitted for consultation presented a vision for the overall site and goals for the built environment, landscape, mobility and infrastructures. The McGill University project, the “New Vic,” is included in the overall planning. Another consideration is that the site is located within the boundaries of the Mount Royal heritage site.

The consultation attracted a great deal of interest and considerable citizen participation, primarily with respect to the site’s major public property issues, governance, authorized uses and integration into the city and the mountain.

The report recommends that the two draft by-laws submitted by the City be adopted, subject to amendments, and in terms of the *City’s Land Use Plan*:

- Setting better guidelines for authorized uses in keeping with the vocation of the site
- Allowing distinct and complementary functions within a same building
- Integrating into Mount Royal park the woods and green spaces located north of the site
- Performing a more exhaustive analysis of views.

## **Special Planning Program (SPP) for the Lachine-Est eco-neighbourhood**

Date of report: **August 10**

In numbers, in 2021: **508** citizen contributions; **95** participants in in-person activities; **732** participants in online activities

In short: **CONSENSUAL VISION**

The consultation involved the *Special Planning Program (SPP) for the Lachine-Est sector* providing for by-law amendments, and follows a first consultation held in 2019 by the Office on the same territory. The aim of the project is to transform an industrial wasteland in Lachine-Est into an eco-neighbourhood.

As there was a global consensus regarding the project’s relevance and objectives, and the outlines of its content, the commissioners recommended that the SPP be adopted, while pointing out that numerous concerns raised during the consultation remain, and have to do with density, heights, links with neighbouring areas, the coexistence of uses, preservation of the built heritage, and public transit.

## **Tower 6 of Square Children**

Date of report: **August 15**

In numbers: **57** citizen contributions; **25** participants in in-person activities; **277** participants in online activities

In short: **PREMATURE AND UNPRODUCTIVE**

The consultation focused on a mandate entrusted to the Office in 2019 for which the required documentation had not been provided by the borough of Ville-Marie. It involves a project to change the heights allowed in the location slated for Tower 6 of the planned real estate development on the site of the former Montréal Children's Hospital, also known as the *Square Children*, in the west end of the borough of Ville-Marie.

Unusual in more ways than one, the consultation called into question a choice made in 2017 to build a social housing tower on the site.

The commissioners found that the consultation did not take place under the usual, necessary conditions of clarity, serenity and trust, and came to the conclusion that it would be premature and ill-timed to issue a recommendation in favour of the by-law amendment proposed by the City. Moreover, they suggested that the City provide the developers with the necessary framework and support to ensure the construction of social, family and affordable housing on the site.

## **Montréal's Chinatown**

Date of report: **October 12**

In numbers: **112** citizen contributions; **109** participants in in-person activities; **574** participants in online activities

In short: **HERITAGE PROTECTION**

The consultation focused on by-law amendments for Chinatown, located in the borough of Ville-Marie. The draft by-law aims to:

- Amend the master plan to revise the built heritage map
- Reduce the maximum heights and densities allowed
- Introduce new archeological by-laws and consistency adjustments with other planning instruments for the sector.

The consultation was part of a broader reflection process on the future of Chinatown. It brought to light the fact that built heritage is not Chinatown's only threatened component. To avoid creating an open-sky museum, built heritage protection must be accompanied by other measures allowing the neighbourhood to remain a complete and vibrant living environment. The lack of clean and safe green and community spaces was also noted. Many believe that the required global approach can be found in the *2021-2026 action plan for the development of Chinatown*, adopted by the borough of Ville-Marie.

## **Requalification of 4500 Hochelaga Street**

Date of report: **November 11**

In numbers: **259** citizen contributions; **90** participants in in-person activities; **481** participants in online activities

In short: **INTEGRATION AND SUSTAINABILITY**

The consultation focused on a construction project on a vast site in the borough of Mercier-Hochelaga-Maisonneuve, at 4500 Hochelaga Street. The Office was given a mandate to hear the people on a draft by-law authorizing the demolition of the Pro Gym commercial building in order to build a new mixed-use housing project on the site. The developer's project was generally well received, as the site, which is largely paved, is a major heat island, in addition to being contaminated. A few people expressed reservations regarding the density and height of some of the planned buildings. The affordability of housing units and their urban and architectural integration were also discussed.

The consultation led to the realization that requalifying 4500 Hochelaga Street would provide an ideal opportunity to implement development and sustainable development principles. For that reason, the commissioners recommended the adoption of the draft by-law.

## **Addition of uses for 1420 du Mont-Royal Boulevard**

In numbers: **336** citizen contributions; **27** participants in in-person activities; **574** participants in online activities

Held in 2022, the consultation will conclude with the submission of the report in 2023. It deals with amendments of uses in the building at 1420 du Mont-Royal Boulevard in the borough of Outremont, aiming to add four uses for the old teaching institution transformed into a residential project, i.e. a restaurant, cellars, a small urban farm and an event hall in the old chapel. The consultation allowed interested citizens, groups and neighbours to express their thoughts on the developer's requests.

## **Upcoming mandates in 2023**

Lastly, at the end of 2022, the Office was given a mandate that will be the subject of a consultation in 2023. It involves a reflection process on the state of advancement and development potential of the Griffintown neighbourhood, in the Sud-Ouest borough. The exercise is part of the process of reporting on the implementation of the *Special Planning Program (SPP) –Griffintown Sector*, adopted in 2013.

On the 10<sup>th</sup> anniversary of the SPP, the borough wishes to initiate a reflection and dialogue process with residents regarding the neighbourhood's development. The Office is expected to hold the relevant consultation in the spring of 2023.



## Management transition

### **A new president at the Office**

Isabelle Beaulieu was appointed president of the OCPM, for a four-year term, by city council, on February 21, 2022. The position had been vacant for almost six months.

Having worked at the Office as an ad hoc commissioner and consultation chair, Isabelle Beaulieu also acted as a training instructor with municipal elected officials, civil servants and newly appointed colleagues.

She holds a doctorate in Political Science from the Université de Montréal, and has solid experience at the international level: she directed studies for the firm of Taylor Nelson Sofres in Kuala Lumpur, Malaysia, and acted as director of the Québec Bureau in Washington, D.C. She also taught at the Université de Montréal and at two Montréal CÉGEPS for a number of years, and created a course for the TÉLUQ. Over the course of her career, she has directed numerous teams and carried out mandates for both public and private organizations.

### **Retirement of a pioneer and a planned transition**

There was another major transition within the Office secretariat: Luc Doray, the secretary general of the Office, who had worked for the OCPM since its creation in 2002, retired and left his position at the end of December. A pioneer in the integration of public participation in the political decision-making process, Luc put his extensive knowledge of Montréal and its administration to the service of public consultation and the Office for two decades. His legacy to municipal democracy, the people of Montréal and the outreach of the OCPM, locally and abroad, is nothing short of remarkable. He also accompanied all four presidents of the Office and dozens of public consultation commissioners and professionals through the workings of public consultation and support to municipal decision-making. Guy Grenier took over as secretary general in January 2023. Formerly special advisor and coordinator of participatory processes, Guy has solid experience as a consultant in public participation. He has been in the orbit of the Office since 2014. He has an MBA from the HEC Montréal, a Bachelor's Degree in Economy and Political Studies, and a certificate in international commerce. He has been a major player in democratic innovation, governance and design of participatory processes, for more than 20 years. His recognized expertise led him to carry out mandates in a number of countries, including Tunisia, Morocco, Haiti, Bangladesh and Niger. Over



the past few years, he has provided training, produced and hosted a radio series on good practices in governance of organizations, and accompanied various Québec organizations in their operations.

**The transition planned at the head of the Office, is carried out in a continuum founded on experience, knowledge, and innovation.**

## Outreach

### Missions

Over its 20 years, the Office has developed ties with a vast network of mutually beneficial relationships with numerous local and foreign organizations having similar missions to ours. The gradual resumption of in-person meetings, here and abroad, has allowed a return to activities and missions enriching the knowledge base of the OCPM and enabling it to reach out.

### International Observatory on Participatory Democracy

Every year, the Office participates in various forums, such as the Convention of the International Observatory on Participatory Democracy (IOPD), of which it is a founding member. In 2022, the annual conference of the IOPD was held in Grenoble. The OCPM president, Isabelle Beaulieu, represented Montréal on a panel entitled *Citizen Dialogue and Ecological Transition*, bringing together representatives of a number of large cities, while Guy Grenier gave a presentation on the *Reflection 2050* consultation.

**“The OCPM is a calling card when one is abroad. Where popular democratic mechanisms are concerned, the OCPM is definitely an example”**

**Valérie Plante**, Mayor of Montréal, September 2022



### Paris Lyon Geneva

A series of meetings was held in Paris, with Anouk Toranian, the elected official responsible for community life, citizen participation and public debate, with representatives of the OECD and the Société de livraison des ouvrages olympiques. The meetings allowed participants to learn about each other's respective situations and to discuss common issues. At the invitation of the Paris Mayor, the president sat on a panel on community life, citizen participation and public debate at the Paris City Hall during the *Paris, je m'engage [Paris, I am making the commitment]* evening, attended by some 1500 people.

In the wake of the IOPD convention, the OCPM delegation accepted the invitation from the cities of Lyon and Geneva to meet with important

participatory democracy players, notably representatives of the Direction de la Prospective et du Dialogue Public of the Metropolis of Grand Lyon and the region's Conseil économique, social et environnemental.

In Geneva, Guy Grenier and Isabelle Beaulieu gave a presentation on the Office and had enlightening conversations on public consultation issues in their respective cities with various groups during meetings at the office of the secretary general of the department of the canton of Geneva. They also led a discussion at the Espace 3DD of the Office de l'urbanisme of the canton of Geneva, a venue for discussions with citizens.



### **Delegations in Montréal**

Following a virtual exchange organized by the delegate of the ministry of Relations internationales et de la Francophonie du Québec in Atlanta, a delegation of the Atlanta Regional Commission (ARC) took advantage of a trip to the metropolis to meet the leaders of the OCPM and better understand its work and its role in land-use planning issues. The ARC is a planning organization that works with local jurisdictions and regional partners of 11 counties in the Atlanta metropolitan area (the 8th largest metropolitan area in the United States), on many aspects of urban development.

### **Décider Ensemble**

Décider Ensemble is a French think-tank, a reflection group, idea laboratory and training centre, whose goal is to bring together players of French society to create a culture of shared decision-making. In September, the OCPM received an important delegation led by the organization, which came to Québec to discuss participatory democracy.

The delegation was made up of representatives of organizations already involved in that type of process and coming from various horizons, including:

- Compagnie nationale des Commissaires Enquêteurs de la Corse
- Département de science politique at the Université Paris 1
- Rennes, Ville et Métropole
- Conseil scientifique of Décider Ensemble
- Démocratie locale et participation citoyenne, Quartier Bréquigny
- Énergie de France (EDF)
- Ville de Rennes
- Département d'Ille-et-Vilaine
- France Nature Environnement
- Ville de Nancy

Throughout the year, the Office also responded positively to requests originating from various environments, and took those opportunities to better inform people about its work:

- At the request of a researcher from the Faculté de droit of the Université de Montréal, the secretary general welcomed two university representatives from the Côte d'Ivoire, who wished to familiarize themselves with consultative processes linked to urban mobility, as part of a course offered by the Polytechnique Montréal to a group of civil servants from the ministère des Transports de Côte d'Ivoire.
- A meeting on the right of initiative was organized with a group of 14 French students in training and teachers in DESJEPS (professional diploma in socio-educational management structures). Their visit to Québec provided an excellent opportunity for the OCPM to share its experience and its mission.
- In August, the Office participated in the 5<sup>th</sup> edition of the Salon International de la Femme Noire, held in Montréal, where representatives had the opportunity to present information about its mission and activities.
- And lastly, in April, a virtual meeting was held to present the Office to elected officials of the City of Sherbrooke. The latter are currently in the process of creating a new Secretariat for citizen participation, and expressed an interest in the work of the Office. The OCPM president and secretary general presented the operating process and examples of the types of mandates that the Office may be asked to carry out. They also discussed the value of including such a neutral public institution in the political decision-making process.

### **The 20<sup>th</sup> anniversary of the Office: Taking the measure of where we have been to better project ourselves into the future**

The 20<sup>th</sup> anniversary of the Office was celebrated with a variety of events and activities, including the publication of a *cahier spécial* in the daily newspaper *Le Devoir*. Its various articles showcased the importance of the work carried out by the Office over the course of its 20 years, and its ability to reach an ever increasing number of people and organizations to gather their opinions on various City projects that directly affect them. The *cahier* in the *Devoir* also mentioned that the OCPM inspired the City of Longueuil, which established an Office de participation publique (OPPL) this year.

### **Declaration of the Montréal city council, September 19, 2022**

It is resolved that the City of Montréal highlight the 20<sup>th</sup> anniversary of the Office de consultation publique de Montréal and the essential role it plays in Montréal's democracy, and that the City of Montréal continue to ensure the necessary conditions for the proper operation of the OCPM, and that it enhance its financing in keeping with budget arbitration.

**“Some 10 to 15 years ago, many real estate developers were afraid of the Office de consultation publique de Montréal (OCPM)... Today, things have changed a great deal, especially for an entirely new generation of developers. (...) the open and transparent democratic process can only enhance projects that undergo its scrutiny.”**

**Martin Galarneau**, Developer, *Le Devoir*, October 22, 2022

### **Montréal participe! colloquium**

20 years! An excellent opportunity to take stock, reflect on one's practices and look into the future, which is what the OCPM chose to do in October 2022, during a [university colloquium](#) entitled *Montréal participe! Conversations sur les 20 ans de l'OCPM*. The event was organized in cooperation with Villes Régions Monde (VMR), the Québec knowledge network focusing on cities and urban matters bringing together university researchers and urban development specialists. Over a two-day period, the conversations of some 200 people revolved around nine different themes, illustrating as many aspects of consultation processes carried out by the Office.

What arose from those conversations is that in order to stimulate the people's interest and participation, the OCPM must constantly innovate, refine its methods and develop new tools to give citizens a voice, even those unaccustomed to being heard. That public participation experience helps to strengthen the population's feeling of belonging and to revitalize the social movement.

**“Participatory democracy does not replace representative democracy: it completes it.”**

**Louis Simard**, Full Professor at the School of Political Studies, University of Ottawa

**“The right of initiative needs to become better known to citizens, as it opens interesting windows in terms of discussion, mobilization and decision-making.”**

**Laurence Bherer**, Full Professor at the Université de Montréal

### **Round Table, Héritage Montréal**

In November, a virtual round table on the future of the OCPM and the Conseil du patrimoine de Montréal was organized by Héritage Montréal and moderated by Dinu Bumbaru. On that occasion, speakers Claude Corbo, retired academic and former president of the Table de concertation du Mont-Royal (2005-2020), and Peter Jacobs, president of the Conseil du patrimoine de Montréal, spoke with president Isabelle Beaulieu.

The objective of the meeting was to examine those instances and explore their role in the Montréal of tomorrow.

The round table and the colloquium brought to light a situation that weakens the public consultation process: the lack of follow-up in response to the Office reports and recommendations. That issue remains, according to those specialists, an unexplored avenue that merits particular attention.

**“The OCPM creates a decorum where all are invited to respect the rules of the game, as it is not a free-for-all. ... Fostering such a climate requires competent commissioners, who are good at listening and, fortunately, the OCPM has the skills required to find them.”**

**Dinu Bumbaru**, Policy Director, Héritage Montréal

### **Centre des mémoires montréalaises (MEM)**

Still within the framework of its 20<sup>th</sup> anniversary, the OCPM collaborated with the Centre des mémoires montréalaises (MEM), which organized an online exhibition and published a brochure on the Office. Some [articles and video clips](#) give the floor to a few of the master craftsmen of the Office: they retrace the evolution of the organization throughout its history, the mission that drives it, the steps taken by the people who work there, and the consultations that have been entrusted to it over the years.

**“The OCPM allows the population of Montréal to express their opinions on subjects close to their hearts. It believes that the impartiality of the OCPM’s recommendations constitutes its strength and the vital role it plays in the life of Montréal,”**

**Aref Salem**, official head of the opposition in Montréal

(Extract from the minutes of the regular meeting of city council on September 19, 2022).

He also brings up the financing of the OCPM, which has been a constant issue over the years, and commends the commissioners’ commitment.



## Budget

Under sections 83 and 89 of the Charter of Ville de Montréal, the OCPM must carry out all consultations requested by the city council or executive committee. Its annual budget is allocated by city council. The financial statement are audited by the City of Montréal and presented to city council.

In 2022, the budget was set at \$2,717,000. That amount proved insufficient to carry out all of the mandates. The executive committee therefore allocated additional credits of \$500,000 to the Office, as provided for under section 82 of the Charter of Ville de Montréal.

- Since 2002, it was the eight time that additional credits were required over the course of the year.

Following tight management of expenses, the Office was able to return an excess amount of \$209,009 to the City at the end of the year.

	2022	2021	2020	2019	2018
<b>Remuneration</b>	1,314,419	1,107,940	1,150,866	1,100,378	934,579
<b>Travel and accommodation costs</b>	6,227	0	10,126	16,591	29,472
<b>Transportation, messengers</b>	37,655	21,609	25,248	50,265	26,189
<b>Telephony, computers</b>	21,685	44,249	30,199	33,707	31,933
<b>Advertising, communications</b>	155,762	44,223	31,695	51,525	24,857
<b>Legal services</b>	49,795	39,642	56,833	52,483	41,405
<b>Professional fees</b>	694,278	619,504	837,581	914,490	517,861
<b>Training</b>	6,067	8,149	7,363	11,333	9,592
<b>Technical services</b>	159,400	67,903	83,767	567,913	366,172
<b>Reception costs</b>	64,795	9,385	13,910	51,890	21,330
<b>Fees paid to associations</b>	21,701	15,000	25,990	495	1,205
<b>Rent</b>	271,199	267,646	299,865	286,700	257,763
<b>Other rentals</b>	71,161	9,919	16,435	93,292	41,138
<b>Maintenance and repairs</b>	3,519	895	4,784	3,652	1,507
<b>Office supplies and computers</b>	34,434	28,453	33,102	28,565	21,428
<b>Other non-renewable goods</b>	5,891	1,100	2,694	15,346	11,450
<b>Purchases of non-capitalized goods</b>	89,988	41,336	13,959	18,948	49,210
<b>Total</b>	3,008,006	2,326,953	2,644,417	3,297,573	2,387,091

# Team

## **The president, Isabelle Beaulieu**

Isabelle Beaulieu holds a Doctorate in Political Science from the Université de Montréal, and has extensive experience in public consultation and knowledge mobilization. Since 2015, she has worked as an *ad hoc* commissioner with the Office, where she has also chaired consultations.

Over the course of her career, she has managed various teams and carried out mandates for both public and private organizations. In February 2022, she was appointed president of the OCPM.

She has solid experience at the international level, having been Director of Studies for the firm of Taylor Nelson Sofres in Kuala Lumpur, Malaysia, and Director of the Québec Bureau in Washington, D.C. In addition to those accomplishments, she taught at the Université de Montréal and at two Montréal CÉGEPs for a number of years, and created a course for the TÉLUQ.

Ms. Beaulieu is actively involved in the production of didactic communication tools aimed at various publics, and in the citizen, political and social participation of groups at risk of exclusion. She has also worked as a training instructor for municipal elected officials, civil servants and newly appointed colleagues.

## **The Secretary General, Guy Grenier**

Guy Grenier holds a Bachelor's Degree in Economy from the Université de Sherbrooke and an MBA from HEC Montréal. He has extensive experience in project design and the coordination of procedures requiring the adherence and cooperation of a wide variety of stakeholders, within a community.

In January, 2023, he was appointed Secretary General of the Office de consultation publique de Montréal, where he has been a regular collaborator since 2014, as a coordinator of participatory procedures. Over the course of his career, he has worked as director of innovation at the Institut de coopération pour l'éducation des adultes, governmental affairs consultant for the Conseil québécois du commerce de détail, and legislative assistant at the House of Commons of Canada. Recently, he provided training courses, produced and hosted a radio program on good practices in the governance of organization, and accompanied various Québec organizations in their work.

His vast experience also led Guy to carry out various mandates abroad as an expert within various cooperative missions in Niger, Bangladesh, Haiti, and a number of North African countries.



**Ad hoc commissioners in 2022**

Maryse Alcindor

Priscilla Ananian

Claudia Atomei

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

Helen Finn

Lise Gagné

Pierre Gauthier

Christian Giguère

Judy Gold

David Hanna

Jacques Internoscia

Marie Leahey

Denis Leclerc

Marie-Claude Massicotte

Suzann Méthot

Coumba Ngom

Danielle Sauvage

Luba Serge

Francine Simard

Jean-François Thuot

Radouan Torkmani

Arlindo Vieira

Nathalie Zinger

The OCPM wishes to recognize, posthumously, the contribution of Mr. Gaétan Lebeau as an *ad hoc* commissioner from 2013 to 2022. He actively participated in a number of consultations over the course of his mandate, including those dealing with Mount Royal access roads, the area surrounding the Turcot interchange, the SPP for the Quartier des gares, and the northern section of Île-des-Sœurs.

**Employees and collaborators in  
2022**

**Employees:**

Brunelle-Amélie Bourque

Sébastien Boyer

Louis-Alexandre Cazal

Luc Doray

Élisabeth Doyon

Jean-Philippe Gavina

Guy Grenier

Marc-André Lapointe

Lizon Levesque

Gabriel Martre-Dufour

Laurent-Maurice Lafontant

Élise Naud

Faustin Nsabimana

Geneviève Robitaille

Joseph Tchinda-Kenfo

Gilles Vézina

**Collaborators:**

Alejandro Angel Tapias

Raphaëlle Aubin

Louis-Robert Beaulieu-Guay

Louise Bédard

Émilie-Jade Bigelow

Soraya Boucetta

Jean-Sébastien Caron de Montigny

Simon Cloutier-Cyr

Raquel Cruz Crespo

Catherine Dumas

Catherine Escojido

Ahmed Hamila

Joanne Gibbs

Caroline Gosselin

Camille Kouéyou

Patrick Marais

Valérie Paquet

Nadim Tadjine

Sylvie Trépanier

Katerina Tzotzi

Olivier Salomon

Akos Verboczy