

Public Consultation Report

**FUTURE OF
PIERREFONDS-OUEST
SECTOR**





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Public Consultation Report

September 15, 2017

Publishing and distribution

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Legal deposit – Bibliothèque et Archives nationales du Québec, 2017

Legal deposit – Library and Archives Canada, 2017

ISBN 978-2-924750-19-3 (Print)

ISBN 978-2-924750-20-9 (PDF)

The masculine form is used solely to lighten the text.

All documents filed during the commission's mandate and the recordings of all public interventions are available for consultation at the offices of the Office de consultation publique de Montréal.

Montréal, September 15, 2017

Mr. Denis Coderre
Mayor of the City of Montréal
Mr. Pierre Desrochers
President of the Executive Committee
Ville de Montréal
275 Notre-Dame Street East
Montréal (Québec)
H2Y 1C6

Subject: Public consultation report on the Future of the Pierrefonds-Ouest sector

Mr. Mayor,
Mr. President of the Executive Committee,

It is my pleasure to submit to you the report of the Office de consultation publique (OCPM) on the Future of the Pierrefonds-Ouest sector.

The upstream consultation aimed to present citizens with a vision for the future of the Pierrefonds-Ouest sector proposing to reconcile the conservation of natural environments with the development of new neighbourhoods and living environments in the formerly agricultural sector. The vision is complemented by 12 development principles. The exercise aimed to validate the vision, enhance orientations, highlight priorities, and express citizens' expectations.

More than 400 people attended the various meetings and forward-looking workshops, and an exceptional number of briefs were filed. The commission received 272 written opinions, and 73 people spoke during the 9 hearing-of-opinions sessions. That broad overview allowed the commission to note that people's attachment to the territory extends far beyond the borough's borders, and to gain a good understanding of the issues and challenges posed by the planning for the territory.

We would be remiss not to mention the difficult conditions under which the various phases of this consultation were carried out. Firstly, participants found that the object of the consultation was poorly defined and provided little satisfaction. On the one hand, the real estate developers, owners of a good portion of the land in question, who claimed to have worked with the borough for ten years on a Special Planning Program (SPP), believed that the latter should have been at the heart of the consultation. On the other, many borough citizens, environmental organizations and members of the “Sauvons l’Anse-à-l’Orme” coalition found that, for an upstream exercise, the consultation did not involve citizens in a true reflection process on the vocation of the territory and presented the development as a done deal. Those tensions were also exacerbated by the spring flooding that required the postponement of part of the commission’s work and raised a number of additional important issues and questions.

The prevailing context of dissatisfaction, mistrust and polarization of positions called for major efforts to clear the air and ensure healthy and constructive debates.

Although the Office firmly believes that it is preferable for upstream exercises to precede the preparation of an SPP, in light of the history of the development project for the Pierrefonds-Ouest sector and with a view to consistency, we must ask ourselves if a consultation pertaining to a draft version of the SPP would not have been more productive by allaying suspicion and allowing citizens to express their opinions on a specific project and to help to identify solutions. That was the opinion expressed by all participants, both those in favour of the project and those opposed to it.

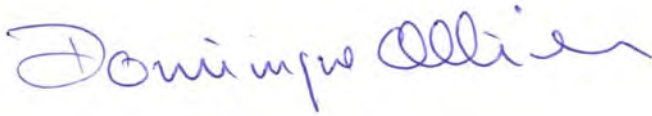
With the object of the consultation being as described, the various parties dug in their heels on positions of principle, making all attempts to reach consensus or points of convergence practically impossible. The exercise also brought to light a real problem of social acceptability with which the borough will have to contend.

The analysis of the large number of documents received reveals contradictions among opinions, even those of scientists and experts, as well as the existence of a large number of unknowns, leading the commission to conclude that the project, even in a looking-forward and statement-of-principles phase, is far from ready to allow the pronouncement of enlightened opinions.

Considering the fact that the development of the territory will be carried out over the course of decades, and taking into account all of the factors outlined above, the commission makes various recommendations in terms of how to allow the conversation with stakeholders to continue in order to arrive at a draft SPP more in line with the importance of the territory and the aspirations of all concerned. Those recommendations include the pooling of available studies and increased transparency of information provided by the municipal administration; a discussion on the vocation of the territory based on multiple scenarios; and the necessity of pursuing consensus-building for the future draft SPP by involving civil society.

The Office will release this report on September 29, 2017, unless you would like it to do so at an earlier date. Moreover, should you deem it appropriate, I can make myself available to present the report to the elected officials concerned.

Sincerely,



Dominique Ollivier

DO/II

c. c. Mr. Russell Copeman, member of the executive committee responsible for the OCPM
Mr. Dimitrios Jim Beis, mayor of the borough of Pierrefonds-Roxboro



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Introduction

On November 16, 2016, the executive committee entrusted the Office de consultation publique de Montréal (OCPM) with the mandate to “*accompany the Service de la mise en valeur du territoire [of the Ville de Montréal] and the borough of Pierrefonds-Roxboro in an upstream consultation process on the future of the Pierrefonds-Ouest sector.*”¹ The mandate of the OCPM aimed more specifically to submit for public debate “*the natural-environment-conservation and residential-construction approach for the Pierrefonds-Ouest sector*” proposed by the City and to “*validate and enhance the vision, development principles and spatial organization concept*” resulting therefrom.² Based on the results of the current consultation, the adoption of the vision may lead to the preparation of a Special Planning Program (SPP) that would structure the development of the sector and, in turn, become the object of a consultation.³

During its mandate, the commission, composed of Ms. Nicole Brodeur, Ms. Nadja Raphaël and Mr. Joshua Wolfe, conducted various activities to inform participants and gather the opinions of as many of them as possible. More than 20,000 flyers were distributed around the Pierrefonds-Ouest sector to announce the consultation and encourage borough residents to participate.

The consultation process began at the end of March 2017 with an open-house day, where more than ten exhibitors (environmental and citizens’ groups, consulting firms, and representatives of real estate developers and municipal departments) publicly shared their ideas on their vision for the sector. Following the open-house day, an information session was held where the City presented the vision for the future it was submitting for public debate. At the beginning of April, a thematic information evening was organized to take a closer look at the issue of conserving natural environments. Less than a week later, the commission invited citizens to take part in an event entitled *Rêver Pierrefonds-Ouest/Imagine Pierrefonds West*, where they participated in creative workshops on the development of the sector. Those meetings were followed by an online questionnaire asking Montrealers to express their opinions on certain elements of the vision and principles proposed by the City. The process ended with nine hearing-of-opinions sessions, between May 2 and June 9, 2017. Owing to serious flooding in the area, the original schedule for the hearing-of-opinions sessions was changed. After the initial session at the Pierrefonds-Roxboro borough hall, the following three were relocated to the offices of the OCPM in downtown Montréal, and the last five were held at Westview Bible Church in the borough of Pierrefonds-Roxboro.

The present report comprises three chapters. The first explains the proposal of the Ville de Montréal and the borough of Pierrefonds-Roxboro for the future of the Pierrefonds-Ouest

¹ Ville de Montréal, doc. 1.4, p. 1

² Ville de Montréal, doc. 1.1, p. 2

³ Ville de Montréal, doc. 3.1, p. 12; Ville de Montréal, doc. 8.1, L. 360-363

sector. It reprises the broad outlines of the information document, the information panels presented by City representatives at the open-house day, their presentations at the information session on the vision for the future of the sector and at the thematic information evening on natural environments, and answers to the written questions that they received from the commission. The second chapter presents the steps of the consultation process and summarizes the concerns, suggestions and opinions of the participants. The third and final chapter outlines the results of the commission's analysis, as well as its recommendations.

Lastly, it is important to note that all of the documentation received and produced during the consultation is available on the OCPM Web site at: ocpm.qc.ca/fr/pierrefonds-ouest/documentation.

1. Future of the Pierrefonds-Ouest sector

This chapter presents the vision for the enhancement of the sector submitted for consultation. To that end, it outlines the essential content of the information document (Document 3.1), the information panels presented by City representatives at the open-house day (Document 3.23), their presentations at the information session and thematic information evening on natural environments (Documents 3.22, 3.24, 8.1 and 8.2), and their answers to the written questions sent by the commission (Documents 6.2.1, 6.3.1, 6.4.1 and 6.5.1).

1.1 Location of the sector

The Pierrefonds-Ouest sector covers an area of 455 ha⁴ at the western extremity of the borough of Pierrefonds-Roxboro, along the shores of Rivière des Prairies and Lac des Deux Montagnes. It is bounded on the north by Gouin Boulevard West, on the south by the cities of Kirkland and Sainte-Anne-de-Bellevue, on the west by the village of Senneville, and on the east by a right-of-way belonging to the ministère des Transports, de la Mobilité durable et de l'Électrification des transports (MTMDET) and by predominantly residential areas.⁵

The sector includes part of the l'Anse-à-l'Orme nature park, and the Rivière à l'Orme flows through it. It borders on Cap-Saint-Jacques nature park and Bois-de-la-Roche agricultural park.⁶

⁴ The total area of the Pierrefonds-Ouest sector includes the conservation zone (181 ha), the development zone (185 ha), a portion of l'Anse-à-l'Orme nature park (24 ha), the right-of-way of the MTMDET (28 ha), developed lots along Gouin Boulevard West (32 ha) and the right-of-way of l'Anse-à-l'Orme Road (5 ha). Ville de Montréal, doc. 3.1, p. 5; Ville de Montréal, doc. 6.4.1, p. 1

⁵ Ville de Montréal, doc. 3.1, p. 7

⁶ Ville de Montréal, doc. 3.1, p. 7

Figure 1: Location of the Pierrefonds-Ouest sector



Source: Ville de Montréal, doc. 3.1, p. 6

1.2 Main characteristics of the sector

The sector is known for the variety of highly valuable landscapes and natural environments that account for its distinctive character. It comprises the Rivière à l'Orme, Montréal's only inland river, which is surrounded by floodplains, woods, wetlands and streams. Those natural spaces boast a number of rare species of flowers and serve as habitats for many species of animals.⁷

⁷ Ville de Montréal, doc. 3.1, p. 9

Bearing witness to its agricultural past, the sector also comprises former farmland lying fallow and lined with swales, i.e. ditches designed for drainage and irrigation and bordered by forested strips.⁸

The Pierrefonds-Ouest sector is also characterized by its waterside road, Gouin Boulevard West, which offers important landscapes and heritages features, including buildings of interest, a cover of mature trees, and views onto Rivière des Prairies.⁹

The sector is considered to be boxed in, owing to the absence of road links to other parts of the borough. On the east-west axis, Pierrefonds Boulevard and Antoine-Faucon Street, which would provide access to the centre of the sector, are currently dead-ends ending near the MTMDET right-of-way. North-south road access is also non-existent.¹⁰

Most of the land in Pierrefonds-Ouest is privately owned,¹¹ and owners have enjoyed a right of development, meaning that they currently have the right to build under the zoning by-law in force. However, underground infrastructures (water supply and sewerage) have not yet been set up or developed in the sector.¹²

⁸ Ville de Montréal, doc. 3.1, p. 18

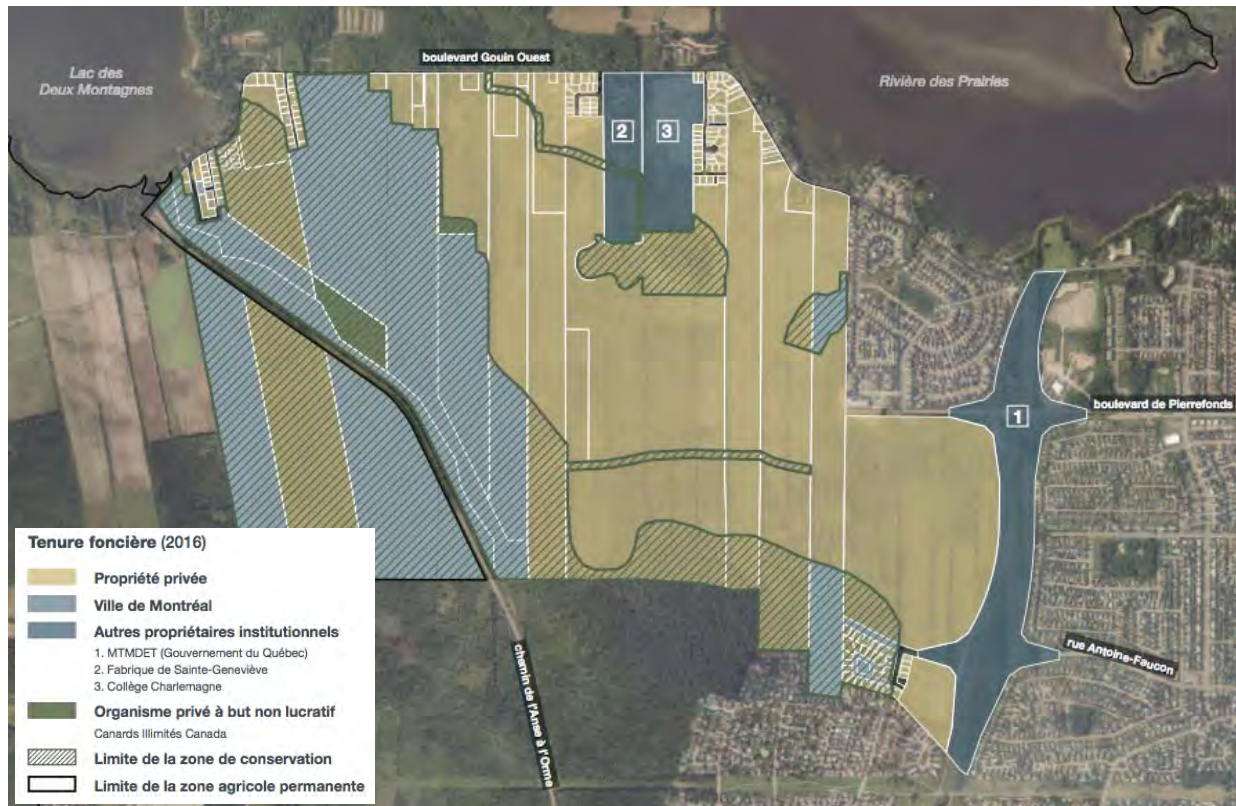
⁹ Ville de Montréal, doc. 3.1, p. 9, 18

¹⁰ Ville de Montréal, doc. 3.1, p. 9

¹¹ Ville de Montréal, doc. 3.1, p. 12

¹² Ville de Montréal, doc. 3.1, p. 9

Figure 2: Ownership of land in the sector



Source: Ville de Montréal, doc. 3.1, p. 12

1.3 Land uses in the sector

The Pierrefonds-Ouest sector is part of a vast territory where uses have evolved in recent decades.

In 1991, following a revision by the Commission de protection du territoire agricole du Québec (CPTAQ), parcels of land located to the east of l’Anse-à-l’Orme Road were removed from the permanent agricultural zone (PAZ) established in 1978.¹³ Some land owners who were still farming requested, under the *Act respecting the preservation of agricultural land and agricultural activities*, that their land remain included in the PAZ.¹⁴ The former City of Pierrefonds, through its zoning by-law adopted in 1990, recognized this partial agricultural activity, while allowing the construction of single-family homes, cottages, and lodges, as well as other agricultural uses.¹⁵ Then, over the years, agricultural activities were gradually abandoned.

¹³ Ville de Montréal, doc. 6.2.1, p. 5

¹⁴ Ville de Montréal, doc. 6.2.1, p. 6

¹⁵ Ville de Montréal, doc. 6.2.1, p. 6

In the wake of the 2001 municipal mergers, the City of Pierrefonds became part of the City of Montréal, and a new *Master Plan* was adopted in 2004.¹⁶ The Plan recognizes the permanent agricultural zone established by the CPTAQ on the West Island and Île Bizard, as well as the urban vocation of the Pierrefonds-Ouest sector.¹⁷ In it, the sector is designated as a sector to be built while respecting its natural heritage and in relation with the construction of a north-south road link within the MTMDET right-of-way, between Gouin Boulevard West and Highway 40.¹⁸ In 2007, the sector was identified as a local detailed planning area¹⁹ in the borough chapter of the *Master Plan*. In keeping with the provisions of the *Act respecting land use planning and development* and of the *Charter of Ville de Montréal*, the borough of Pierrefonds-Roxboro also amended its urban planning by-laws and adopted its *Master Plan* borough chapter. It then identified classes of residential uses in its zoning by-law.²⁰

In 2015, the *Schéma d'aménagement et de développement de l'agglomération de Montréal* (SAD) recognized two land-use designations for the Pierrefonds-Ouest sector. Part of the sector is dedicated to "conservation." It includes the municipally owned properties attached to l'Anse-à-l'Orme nature park, as well as those located within the boundaries of the PAZ. The other part of the sector is designated as a "predominantly residential" area. The average minimum density is set at 35 housing units per hectare.²¹

In 2016, Ville de Montréal and the borough of Pierrefonds-Roxboro adopted amendments to their planning programs and by-laws to bring them into conformity with the *Schéma*. However, those amendments do not allow the construction of a real estate development in the Pierrefonds-Ouest sector. The norms pertaining to uses must first be determined within the framework of the adoption of detailed planning, such as a Special Planning Program.²²

¹⁶ Ville de Montréal, doc. 6.2.1, p. 6

¹⁷ Ville de Montréal, doc. 6.2.1, p. 6

¹⁸ Ville de Montréal, doc. 4.1, p. 243

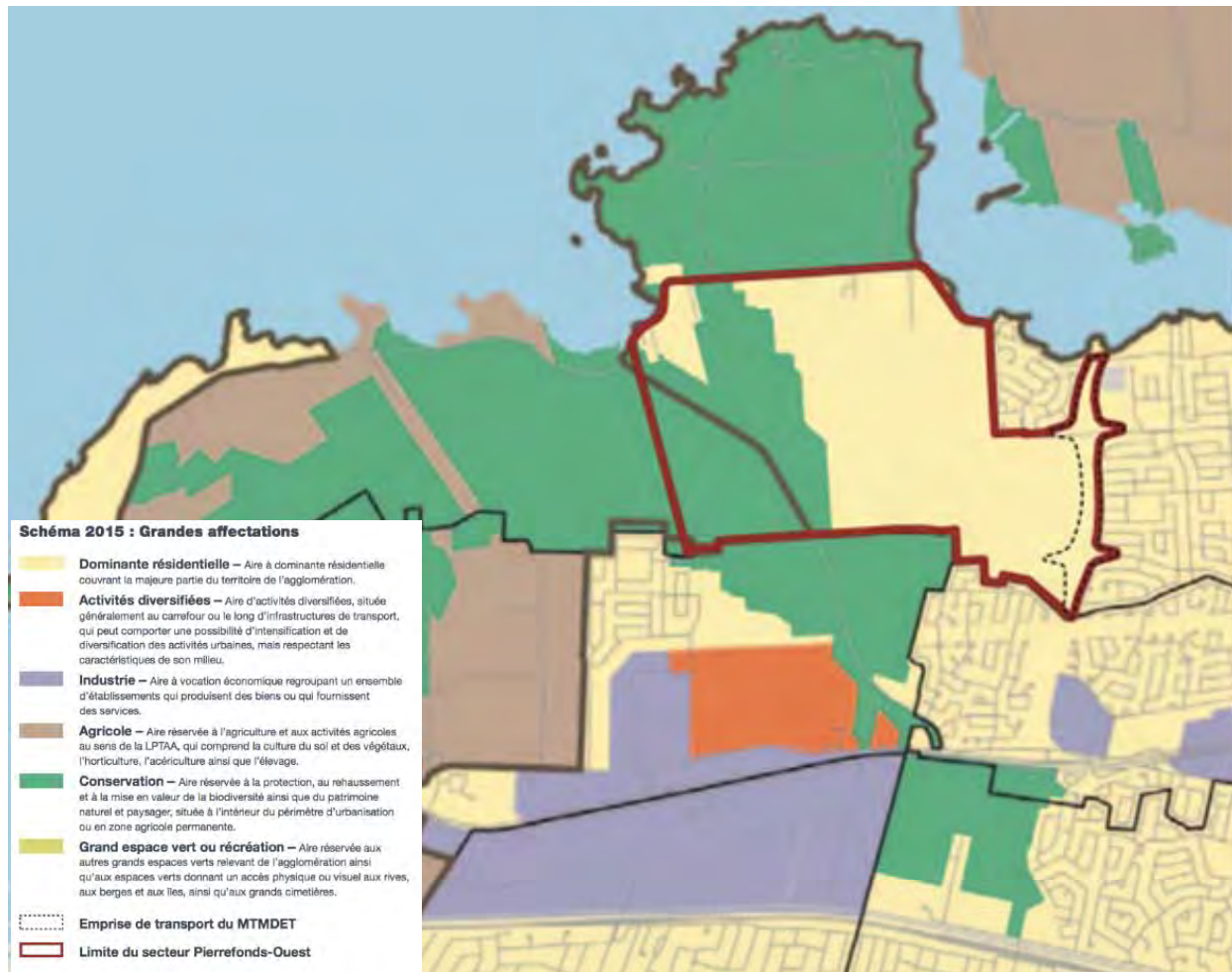
¹⁹ Ville de Montréal, doc. 4.1.1, p. 18

²⁰ Ville de Montréal, doc. 6.2.1, p. 7

²¹ Ville de Montréal, doc. 3.1, p. 13; Ville de Montréal, doc. 4.2, p. 137

²² Ville de Montréal, doc. 6.2.1, p. 8

Figure 3: Major land-use designations recorded in the Schéma d'aménagement et de développement de l'agglomération de Montréal (2015)



Source: Ville de Montréal, doc. 3.1, p. 13

1.4 Enhancement vision proposed by Ville de Montréal

In 2004, following the adoption of the *Master Plan* and the *Policy respecting the Protection and Enhancement of the Natural Environment*, a planning process was undertaken by the City for the Pierrefonds-Ouest sector. Various consensus-building activities were carried out between 2005 and 2008, including:

- The establishment of a technical committee comprising representatives of City departments, the borough of Pierrefonds-Roxboro and the ministère du Développement durable, de l'Environnement et de la Lutte aux Changements climatiques (MDDELCC), and the principal owners of the land in question;
- The holding of reflection exercises and discussions by the technical committee on the development principles to be adopted for the enhancement of the sector;

- The organization of an urban design workshop (charrette) comprising the technical committee and consortiums of consultants.²³

The process led the City to draw up an enhancement vision for the sector aiming to achieve a balance between the protection of natural environments and the creation of a new neighbourhood. Thus, the City now proposes that almost half of the area of the sector be protected (181 hectares) and that the rest be used for the development of living environments (185 hectares).

1.4.1 Conservation project

The planning process undertaken by the City allowed the definition of boundaries for a 181-hectare conservation zone within the Pierrefonds-Ouest sector. The conservation zone includes part of the PAZ (62.3 hectares located to the west of l'Anse-à-l'Orme Road) and is part of the ecoterritory of the Rivière à l'Orme ecoforest corridor. It also adds onto the 24 hectares of l'Anse-à-l'Orme park.²⁴

The conservation project includes the creation of a vast protected ecological territory along Rivière à l'Orme and the protection of a mosaic of wetlands, watercourses, shrublands and grasslands. Among other things, the projects aims to:

- Preserve mature forests as well as a significant area of wildland to support the food sources of certain animal species;
- Promote the breeding of certain bird species of interest and protect the habitat of the brown snake;
- Preserve wetland concentrations in the lowlands and Rivière à l'Orme floodplain to protect certain wildlife habitats;
- Ensure an ecological link among the Bois-de-la-Roche agricultural park in Senneville, l'Anse-à-l'Orme nature park, and the woods north of Sainte-Anne-de-Bellevue;
- Preserve the Lauzon and 90 marshes, and well as the A and Lauzon streams located in the development zone.²⁵

The planning process also allowed the City to negotiate and establish agreements with land owners and developers in the sector to ensure the protection of natural environments and, with the co-operation of Ducks Unlimited, to acquire land to secure the conservation zone.²⁶

²³ Ville de Montréal, doc. 3.1, p. 11; François Gagné, doc. 3.17, p. 11

²⁴ Ville de Montréal, doc. 3.1, p. 11; Ville de Montréal, doc. 6.4.1, p. 1

²⁵ Ville de Montréal, doc. 3.1, p. 17

²⁶ Ville de Montréal, doc. 3.1, p. 11; Ville de Montréal, doc. 3.24, p. 33

In 2006, in connection with an eventual development in the Pierrefonds-Ouest sector, the City requested a characterization of the wetlands and watercourses aimed at evaluating the wetlands and drawing up an overall compensation plan for the sector, taking into account the value of those areas. The characterization allowed the City to define the boundaries of the conservations zone, including wetland surface areas to be protected and compensated for.²⁷ Two years later, in 2008, the conservation project for the Pierrefonds-Ouest sector was the subject of a letter of agreement between the borough of Pierrefonds-Roxboro and the MDDELCC with a view to compensating for the loss of wetlands that would be caused by residential construction.²⁸ It was agreed that the Lauzon and 90 marshes, as well as the A and Lauzon streams, would be protected and enhanced at the heart of the development zone.²⁹

Furthermore, drainage plans for the sector were discussed with land owners and developers to ensure that there would be adequate water supply to the two marshes in the conservation zone (Lauzon and 90 marshes) to meet the needs of resident species. With the support of Ducks Unlimited, development plans for the marshes were drawn up with the intention of filing them with the MDDELCC to allow the necessary work to be carried out.³⁰

In view of the results of the present consultation, the City may decide to prepare a draft SPP to structure the development of a future neighbourhood and ensure the protection and enhancement of existing landscapes, natural environments, and biodiversity clusters.³¹ The commitments made by land owners and developers regarding the transfer of land required to consolidate the conservation zone and enhance marshes and streams are expected to be incorporated and officialized in the draft document. The City intends to present the draft SPP as the subject of a new consultation.³²

1.4.2 Creation of the ecoterritory of the Rivière à l'Orme ecoforest corridor

The planning for the Pierrefonds-Ouest sector was carried out in connection with the enhancement of the ecoterritory of the Rivière à l'Orme ecoforest corridor, a vast ecological and recreational corridor located between Angell Woods, Bois-de-la-Roche agricultural park, and Cap-Saint-Jacques nature park. It is one of the ten ecoterritories established in 2004 by Montréal's *Policy respecting the Protection and Enhancement of the Natural Environment*, for which the protection and enhancement of natural spaces have been deemed a priority. Since the revision of the *Schéma d'aménagement et de développement de l'agglomération* in 2015, the boundaries of the ecoterritory have been revised to include the 181-hectare conservation zone of the Pierrefonds-Ouest sector.

²⁷ Ville de Montréal, doc. 3.24, p. 26

²⁸ Ville de Montréal, doc. 3.1, p. 11

²⁹ Ville de Montréal, doc. 3.24, p. 25-27

³⁰ Ville de Montréal, doc. 3.24, p. 29-30

³¹ Ville de Montréal, doc. 3.1, p. 12; Ville de Montréal, doc. 8.1, L. 360-363

³² Ville de Montréal, doc. 3.1, p. 12; Ville de Montréal, doc. 8.1, L. 360-363

In 2005, a technical committee was given the mandate to produce an environmental assessment (diagnostic) and a conservation project for the ecoterritory. It was also asked to provide recommendations that would serve as a frame of reference for future consensus-building and negotiations with land owners and developers, and in the selection of protection tools to be adopted.³³ The committee was composed of representatives of the municipalities concerned and City of Montréal departments, as well as representatives of the MTMDET and MDDELCC.

Ten years later, the committee was re-established to develop a concept plan aimed at ensuring the sustainability of natural environment within the ecoterritory, promoting its development and accessibility, and confirming its eco-tourism value. The conservation and development objectives are as follows:

- To create a viable ecological corridor of great biodiversity around Rivière à l'Orme;
- To create a recreational corridor linking the train stations to Cap-Saint-Jacques nature park and Bois-de-la-Roche agricultural park;
- To improve the Rivière à l'Orme water quality and maintain appropriate water levels;
- To consolidate the boundaries of l'Anse-à-l'Orme nature park and Bois-de-la-Roche agricultural park through the conservation of natural environments of ecological interest.³⁴

As part of that process, in December 2015, the City held a consultation day with interested organizations with a view to drawing up the concept plan for the ecoterritory of the Rivière à l'Orme ecoforest corridor.³⁵

³³ Ville de Montréal, doc. 3.13.1, p. 11

³⁴ Ville de Montréal, doc. 3.1, p. 16; Ville de Montréal, doc. 3.13.1, p. 9

³⁵ Ville de Montréal, doc. 3.13

Figure 4: Ecoterritory of the Rivière à l'Orme ecoforest corridor and project for the Pierrefonds-Ouest sector



Source: Ville de Montréal, doc. 3.1, p. 10

1.4.3 Neighbourhood project

The land to be built is determined by the City with a view to respecting existing natural environments, notably the marshes.³⁶ The enhancement vision for the sector sets out 12 development principles to manage and structure urban development, and determines the broad outlines of a spatial organization concept for the neighbourhood project. The elements of that vision are guided “*by the wish to create a distinctive and innovative new neighbourhood with high quality green spaces, sustainable solutions with respect to development and transportation, and a collective wealth for future generations.*”³⁷ The welcoming capacity of the

³⁶ Ville de Montréal, doc. 3.1, p. 13

³⁷ Ville de Montréal, doc. 3.1, p. 17

sector is currently established at 5500 housing units for 185 hectares. The construction of the total number of units is to be spread out over a period of 25-30 years.³⁸

In the wake of the neighbourhood project, various studies have already been or are about to be carried out by the City and land owners and developers. The studies focused or will focus, among other things, on water drainage and treatment, all modes of transportation, the development of an urban boulevard in the MTMDET right-of-way, the characterization and conservation of natural environments, the financial profitability of the project, and by-laws.³⁹

Construction of an urban boulevard

The construction of the neighbourhood project is conditional upon the development of an urban boulevard between Gouin West and Highway 40, in the MTMDET right-of-way. The future boulevard should be built along the centre of the right-of-way and should not occupy its entire width, which means that no buildings could be erected alongside it. It would be 2.8 kilometres long and have three lanes in each direction, including a lane reserved for public transit and carpooling. Sidewalks are planned along the boulevard, on both sides of the road, as is the construction of a bicycle path.⁴⁰

The City has been considering this road project for several years. It was included in the 2008 *Transportation Plan* and in the 2015 *Schéma d'aménagement et de développement de l'agglomération*. With the new north-south axis, the City would like to achieve the following:

- Allow the development of the Pierrefonds-Ouest sector;
- Connect Gouin Boulevard to the north with Highway 40, via an interchange;
- Ease traffic within the West Island road network, especially along Saint-Charles and Saint-Jean Boulevards;
- Allow the establishment of efficient public transit service, benefitting the sector to be developed to the west, as well as existing neighbourhoods to the east;
- Maximize active transportation, through the establishment of bicycle paths and development concepts ensuring comfortable and safe pedestrian travel.⁴¹

The City also wished to align the planning of the urban boulevard with the Réseau électrique métropolitain (REM) project of the Caisse de dépôt et placement du Québec (CDPQ). The REM, a 67-kilometre integrated public transit network, would link downtown Montréal, the South Shore, the North Shore and Montréal-Trudeau Airport. None of the 24 stations planned would serve the Pierrefonds-Ouest sector as such, but the Kirkland station would be located nearby, at

³⁸ Ville de Montréal, doc. 8.1, L. 1855-1863

³⁹ Ville de Montréal, doc. 3.1, p. 25

⁴⁰ Ville de Montréal, doc. 3.23, p. 5; Ville de Montréal, doc. 6.4.1, p. 17

⁴¹ Ville de Montréal, doc. 3.23, p. 5

the intersection of Jean-Yves Street and Highway 40.⁴² The construction for the REM was scheduled to begin in the spring of 2017, and it would have started running around the end of 2020.⁴³

The City is currently working with the MTMDET to complete a study assessing the feasibility of constructing an urban boulevard within the targeted right-of-way without compromising its future use by the Government of Québec. It is important to note that, because of its scope, the urban boulevard development project is subject to the evaluation process and environmental impact review of the Bureau d'audiences publiques sur l'environnement (BAPE).⁴⁴

Twelve development principles for the sector

The vision for the enhancement of the Pierrefonds-Ouest sector proposed by the City is outlined in 12 principles that will guide the production of the upcoming SPP.⁴⁵ Those principles fall under three different themes:

- The natural environments and landscapes are valued and become the vectors of the development of the sector (Principles 1 to 4);
- The new neighbourhood is diversified and connected to its surroundings (Principles 5 to 8);
- The sector differentiates itself with a quality environment and innovative amenities (Principles 9 to 12).⁴⁶

Principle 1 – Preservation of a viable ecological corridor and rich biodiversity

This first principle relates to the creation of a 181-hectare conservation zone comprising a protected ecological territory along Rivière à l'Orme, a mosaic of wetlands, watercourses, woods, shrublands and grasslands.

Principle 2 – Development of the swales

This principle pertains to the development of swales, the ditches bordered by forested strips that bear witness to the agricultural past of the area and were used, among other things, for stormwater management.

⁴² Ville de Montréal, doc. 3.23, p. 5

⁴³ Ville de Montréal, doc. 3.1, p. 15

⁴⁴ Ville de Montréal, doc. 3.1, p. 14

⁴⁵ Ville de Montréal, doc. 3.1, p. 17-22

⁴⁶ Ville de Montréal, doc. 3.22, p. 23-25

Principle 3 - Integration of urban agriculture

This principle focuses on the integration of light agricultural activities and food distribution sites in public and private areas of the sector. It aims to ensure a smooth and harmonious transition between established neighbourhoods and natural and agricultural environments.

Principle 4 – Preservation of the Gouin Boulevard West waterside road

This principle involves the regulatory framework for future construction projects to be built along Gouin Boulevard West, with a view to protecting its distinctive heritage elements, such as buildings of interest, a cover of mature trees, and views onto Rivière des Prairies.

Principle 5 – Reaching viable residential density and diversity

In keeping with this principle, the City plans to offer a diverse range of housing types, including at least 30% of affordable and social housing, to foster a social mix and meet the varied needs of households, including families. It also targets a medium residential density of 35 housing units per hectare, corresponding to the construction of 5500 housing units.

Principle 6 – Development of a dynamic and accessible multifunctional hub

This principle targets the creation of a multifunctional hub grouping together the densest constructions in the neighbourhood, services, community equipment, businesses and work places, and easily accessible on foot or by bicycle.

Principle 7 – Networking of parks and green spaces

This principle involves the creation of a network of local parks and neighbourhoods connected to natural environments and linked by green corridors to other neighbourhood components (multifunctional hub, public transit infrastructures, community equipment, etc.).

Principle 8 – Creating an efficient and user-friendly network

This principle deals with the establishment of an efficient, appealing and easily accessible public transit system, as well as the creation of a road network ensuring pleasant and safe foot and bicycle travel throughout the neighbourhood.

Principle 9 – Quality of the public domain

This principle aims to develop lively, comfortable and attractive public areas with atmosphere that promote interactions among residents, and to pay special attention to entrances to the neighbourhood.

Principle 10 – Development of exemplary and evocative architecture

This principle focuses on the development of exemplary architecture that reflects and respects the environment, inspired by the exceptional characteristics of the area and the presence of natural environments of interest.

Principle 11 – Preventing the formation of heat islands

This principle reflects the City's wish for the neighbourhood to achieve the highest ecological standards in terms of preventing the formation of heat islands by promoting the planting of numerous trees and plants, and limiting the presence of large mineralized surfaces and the use of heat-retaining materials.

Principle 12 – Ecological management of stormwater

This last principle relates to the integration of projects and developments that allow responsible stormwater management, both in private and public areas.

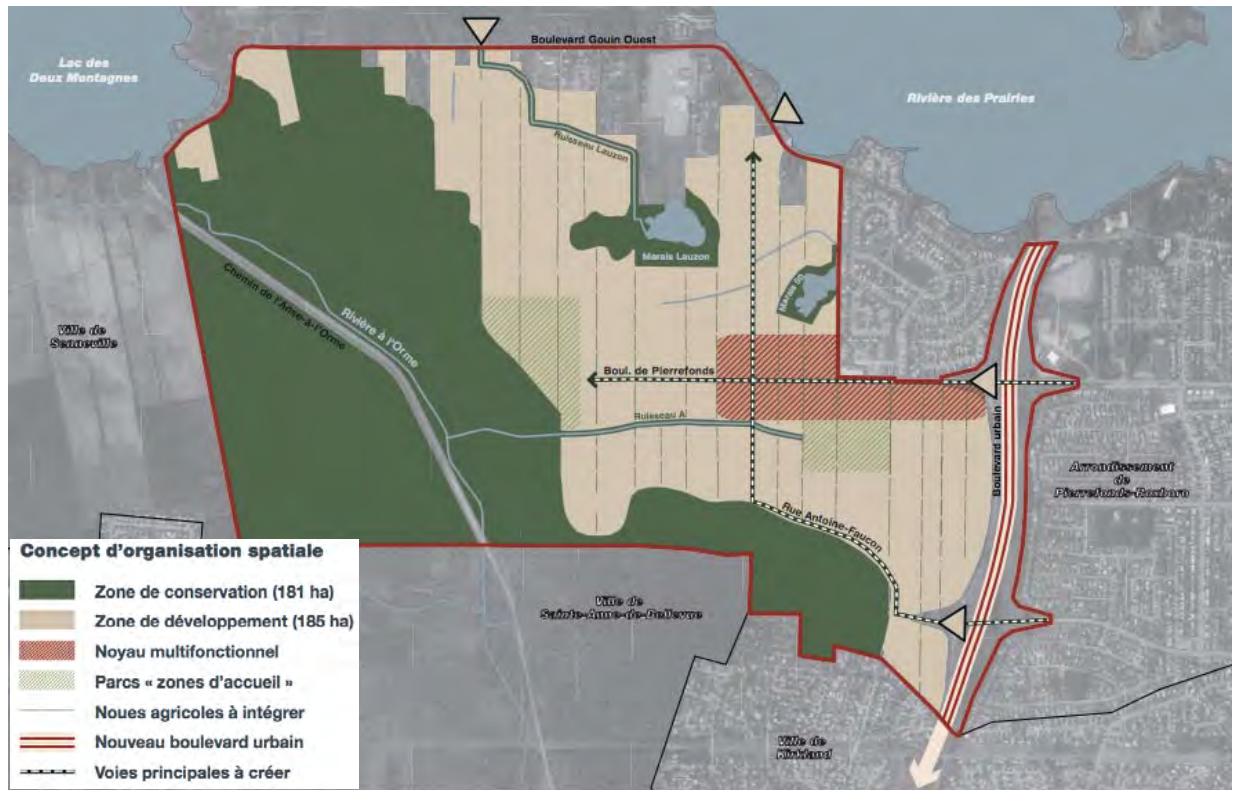
Spatial organization concept

The vision for the enhancement of the Pierrefonds-Ouest sector is also formalized in the form of a spatial organization concept. The concept can be summarized in the following broad outlines:

- Prior development of an urban boulevard within the MTMDET right-of-way;
- Creation of a 181-hectare conservation zone;
- Residential construction of some 5500 units in an area of 185 hectares;
- Extension of Pierrefonds Boulevard and Antoine-Faucon Street;
- Creation of a multifunctional hub at the heart of the development zone (along Pierrefonds Boulevard);
- Networking of parks and development of welcome areas;
- Development of main entrances to the sector;
- Integration of agricultural swales into the neighbourhood development plan.⁴⁷

⁴⁷ Ville de Montréal, doc. 3.1, p. 23

Figure 5: Spatial organization concept



Source: Ville de Montréal, doc. 3.1, p. 23



2. Citizens' concerns, expectations and opinions

This chapter deals with the concerns, expectations and opinions presented by participants during the consultation. It includes four sections. The first section describes the consultation process, i.e. the main activities held by the commission and a profile of the participation. The second outlines the opinions received on the enhancement vision for the sector proposed in the consultation. The third presents issues of the planning process, as raised by participants. The fourth and final section describes considerations about the neighbourhood project regarding, among other things, the architecture and development of the territory, housing, mix of uses, and mobility.

Given the exceptional number of participants, this chapter does not go into detail about all of their opinions and suggestions. Nonetheless, each contribution has been read and analysed; this chapter addresses the broad outlines and trends that emerged.

However, all of the opinions expressed during the consultation are available on the OCPM Web site: ocpm.qc.ca/fr/pierrefonds-ouest/documentation.

2.1 Consultation process

With a view to collecting the opinions of a variety of local players, the commission designed a five-step consultation process:

- a) An open-house day and information session;
- b) An information evening on natural environments;
- c) Forward-looking thematic workshops on the development of the sector: *Rêver Pierrefonds-Ouest/Imagine Pierrefonds West*;
- d) Written opinions online;
- e) Hearing-of-opinions sessions.

a) Open-house day and information session – March 26, 2017

The consultation process began on March 26, 2017 with an open-house day, followed by an information session at Pierrefonds Comprehensive High School.

As of 11:00 a.m., visitors could interact with 14 exhibitors, including environmental groups, citizens' associations, consulting firms, and representatives of real estate developers and municipal departments, who shared their ideas on the future of the Pierrefonds-Ouest sector.⁴⁸

⁴⁸ Action jeunesse de l'Ouest-de-l'Île; Affleck + de la Riva Architectes; Association des propriétaires et résidents de Pierrefonds-Roxboro; Association générale des étudiants du Cégep Gérald-Godin; Canards Illimités; Cap-Nature; Fondation David Suzuki;

At 3:00 p.m., the commission held an information session where representatives of the Ville de Montréal and the borough of Pierrefonds-Roxboro presented the enhancement vision for the sector being submitted for public debate. Those who wished to do so were given the opportunity to address questions and comments to key players involved in the project.

Approximately 250 people attended and participated in the two activities.

The videos of open-house-day exhibitors may be viewed at the following address:
<https://www.youtube.com/playlist?list=PLfp8Mo3y62xyA3LvdfSFsf530Q9TKhNdl>.

The webcast of the information session and its transcript are available on the following sites:
www.youtube.com/playlist?list=PLfp8Mo3y62xzLdrQQi6CJ4zQd_ieOosVt and
ocpm.gc.ca/fr/pierrefonds-ouest/documentation (Section 8, document 8.1).

b) Information evening on natural environments – April 4, 2017

In early April, a thematic information evening on natural environments was held at Pierrefonds Comprehensive High School. On that occasion, participants attended a presentation pertaining to the municipal conservation projects for the Pierrefonds-Ouest sector and the ecoterritory of the Rivière à l'Orme ecoforest corridor. The 100 or so people in attendance were then given the opportunity to ask questions to Ville de Montréal representatives.

The session was webcast on social networks and may be viewed at the following address:
https://www.youtube.com/watch?v=ATNZmavMgc&list=PLfp8Mo3y62xzLdrQQi6CJ4zQd_ieOosVt&index=2.

The transcript of the session is available on the OCPM Web site: ocpm.gc.ca/fr/pierrefonds-ouest/documentation (Section 8, document 8.2).

c) Forward-looking workshops on the development of the sector: Rêver Pierrefonds-Ouest/Imagine Pierrefonds West – April 9, 2017

Less than a week later, the commission held a creative activity on the development of the sector at Pierrefonds Comprehensive High School. On that occasion, citizens were invited, in two workshops, to collectively imagine the future of the Pierrefonds-Ouest sector.

The first workshop consisted in defining, as a group, priorities and actions for the sector by exploring various themes (natural environments, living environments, mobility, etc.), working with a large aerial photograph and scale model accessories.

The second workshop took the form of a role playing game. By identifying themselves with a character and respecting the parameters of a given scenario, participants were asked to create an entire story taking place in the sector and involving travel from a point of origin of their choosing to a given destination. After sharing their story with the rest of the group, the participants began a discussion period on development priorities for the sector and conditions to be implemented to make it an attractive area where life is good.

Twenty people attended or participated in the activity.

A summary of the results of the workshops is available on the OCPM Web site at: ocpm.qc.ca/fr/pierrefonds-ouest/documentation (Section 6, document 6.6).

d) *Online written opinions*

An online questionnaire provided Montrealers with an opportunity to speak out about certain elements of the vision for the enhancement of the sector, and the development principles proposed by the City. The participants were invited to answer various open questions pertaining to six different themes: the vision, transportation, services, housing, heritage, and natural environments. An additional question was also included to allow citizens to express their views on a subject that had not been addressed by the previous questions. The format allowed respondents to answer as many questions as they liked, but required that they confine their opinions to 250 words or less.

The French and English versions of the questionnaire were posted online from April 28 to May 15, 2017, and generated 18 answers from 13 participants.

To view the results of the online questionnaire on the OCPM Web site: ocpm.qc.ca/fr/pierrefonds-ouest/documentation (Section 11).

Moreover, citizens were also given the opportunity to express their views by submitting a written brief without having to give an oral presentation of it before the commission. In total, 189 participants chose to share their opinions in that form.

To view the written briefs submitted without oral presentations: ocpm.qc.ca/fr/pierrefonds-ouest/documentation (Section 10).

e) *Hearing-of-opinions sessions – May 2, 15, 18, 29 and 31, and June 6 and 9, 2017*

The consultation activities ended with nine hearing-of-opinions sessions, whose initial schedule was changed owing to major flooding in the borough of Pierrefonds-Roxboro. The sessions were held between May 2 and June 9, 2017, on the evening of May 2, the afternoon and evening of May 15, the evening of May 18, the afternoon and evening of May 29, the evening of May 31, the evening of June 6, and the afternoon of June 9.

After the first session was held as planned at the Pierrefonds-Roxboro borough hall, the following three sessions had to be moved to the OCPM offices in downtown Montréal. The last five sessions were held in the borough of Pierrefonds-Roxboro, at Westview Bible Church.

At the close of the consultation process, the commission and its team conducted an analysis of all the opinions, suggestions and references it had received with a view to drawing up recommendations, within the parameters of its mandate.

Mobilization

The consultation was marked by a major mobilization of the population. For example, the OCPM received a record number of written briefs not accompanied by oral presentations, i.e. a total of 186 briefs.

The principal means of communication employed by the OCPM consisted of social networks, the distribution of some 20,000 bilingual information flyers in the Pierrefonds-Ouest sector, public notices in local newspapers, and electronic newsletters. The flyer contained all the information pertaining to the consultation activities, as well as a map of the sector showing the main ideas submitted for discussion by the City, as well as explanations relating to an SPP.⁴⁹ Lastly, an advertising campaign targeted according to interests and geographical area was conducted on the Facebook social network.

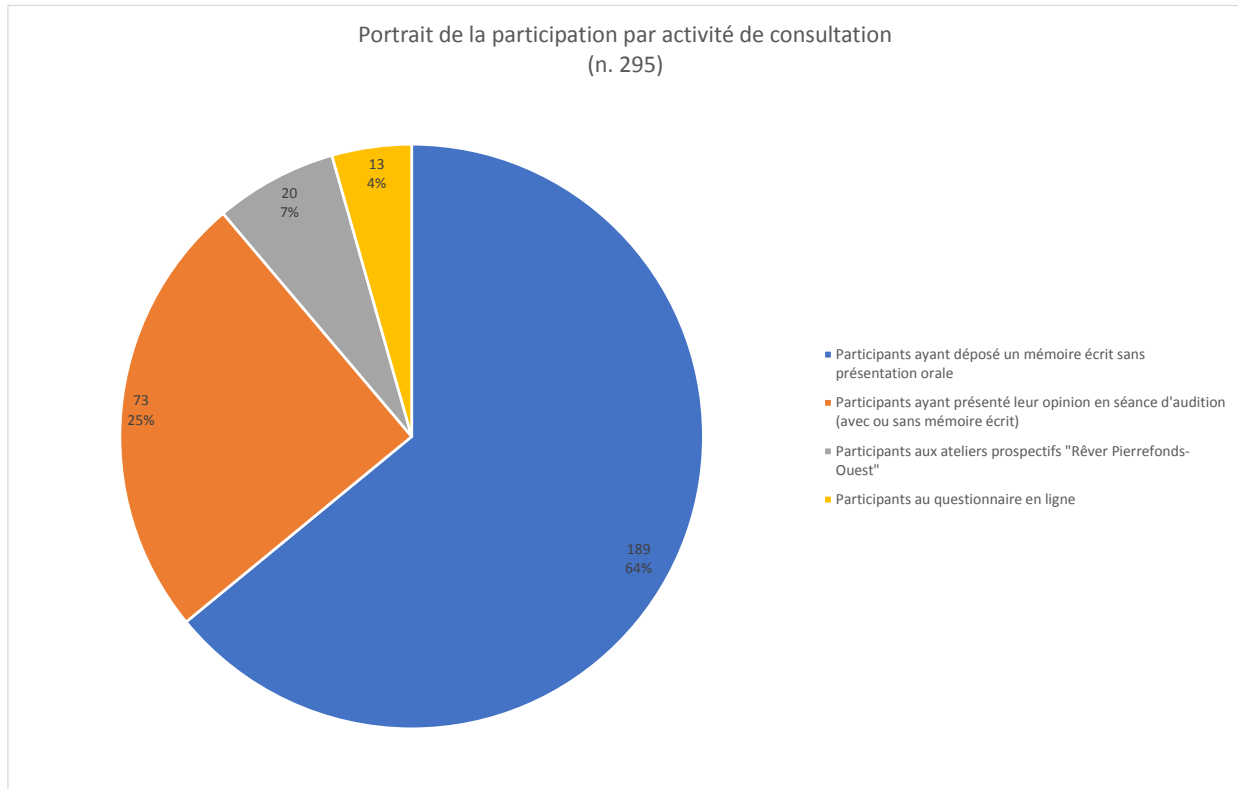
Appendix 1 of the present report provides more information regarding communications and mobilization.

The following figure shows the number of participants⁵⁰ per activity for the expression of opinions (future-looking workshops “*Rêver Pierrefonds-Ouest/Imagine Pierrefonds West*,” online questionnaire, briefs filed in writing only without accompanying oral presentations, and oral presentations before the commission in hearings – with and without written briefs).

⁴⁹ OCPM, doc. 2.1

⁵⁰ All groups and individuals having contributed to an activity are considered to be participants. The groups and persons having participated in two activities are counted twice. For more information, please see Sections 9, 10 and 11 of the documentation list (Appendix 2).

Figure 6: Participation profile by consultation activity



As illustrated, a total of 295 participants contributed to the activities, and the large majority of them expressed themselves through written briefs without accompanying oral presentations before the commission (64%). Approximately one-quarter of participants, or 73 (25%) of them, came to present their opinions in hearings. Those two forms of participation accounted for 262 participants, or 89% of participation. Lastly, the future-looking workshops and online questionnaire, for their part, accounted for 7% and 4% of participation respectively.

Type and place of residence of participants

The participation for opinions expressed in hearings, with and without accompanying briefs, and for briefs filed without presentations (262 participants) has also been divided into categories of participants. The following table illustrates the participation profile by category.

Figure 7: Participation profile by category of participants

Type of participants	Number	Percentage
Citizens	211	81%
Environmental organizations (local, regional and national groups)	20	8%
Economic and real estate community (land owners and developers, consultants, and companies operating in the construction industry)	17	6%
Associations and community milieu (community organizations and social groups)	9	3%
Political organizations (political parties)	3	1%
Institutional community (health and agriculture)	2	1%

The above figures demonstrate that citizens account for a very strong majority (81%). The second highest on the list are environmental organizations, at 8%, followed closely by representatives of the economic and real estate communities, at 6%. The associations and community milieu, for their part, represent 3% of participation, while political organizations and the institutional community both account for 1%.

Lastly, there are insufficient data to accurately determine where participants came from because the place of residence of almost half of them is unknown and therefore could not be recorded.

However, when the place of residence was ascertained in one way or another, it was recorded. Among the participants whose place of residence was obtained, 63% are from the city of Montréal, outside of the borough of Pierrefonds-Roxboro. The participants from the borough of Pierrefonds-Roxboro, for their part, represent 29% of participation recorded by location. The next group consists of residents from outside of the City of Montréal, but still on Communauté métropolitaine de Montréal (CMM) territory, with 3%. Other locations also account for 3%.

It is important to note that this profile provides only a glance at the locations of residence, and that, given the lack of data, it is impossible to draw conclusions about whether or not the consultation attracted more people from the borough of Pierrefonds-Roxboro.

2.2 Enhancement vision proposed by Ville de Montréal

2.2.1 Overall level of support

Almost 87% of participants (227/262) said that they did not support the enhancement vision for the Pierrefonds-Ouest sector proposed by Ville de Montréal, and asked that the area be preserved in its entirety. The citizens (86%) and environmental organizations (9%) were the main groups to speak out against the vision.

Nonetheless, some among them recognized the value of the neighbourhood project, which would provide the groundwork for sustainable and responsible development, but still rejected the choice of location. They questioned the urgency of proceeding with the development, while several hundred hectares with low ecological impact are currently available on the island. They believe that the neighbourhood project should be realized, but elsewhere in the borough of Pierrefonds-Roxboro, or on the island of Montréal.

On the other hand, more than 12% of participants (33/262) were in favour of the vision presented by the City. The majority of those participants consisted of land owners and developers, and their consultants, and the economic and real estate community (over 60%). Among the participants in favour of the vision, 22 (or 67%) fully endorsed the vision in its current form. They believe that it reflects a harmonious balance between the need for conservation and for the enhancement of the territory. The remaining 33% (11 participants) supported the vision, but suggested that some aspects of it be enhanced prior to its adoption, notably in matters pertaining to:

- Active and public mobility;
- Traffic management;
- Mix of uses;
- Dwellings and housing units;
- Community equipment;
- Greening, parks and green spaces;
- Built and landscape heritage;
- Architecture and design;
- Reduction of nuisances (noise and atmospheric pollution);
- Flood management.

2.2.2 Protection of the sector as a whole

This section addresses the issue of protecting the sector as a whole. It is divided into two parts: protection and enhancement of natural environments; and protection and enhancement of agricultural land.

2.2.2.1 Protection and enhancement of natural environments

This part deals with the topics of honouring municipal commitments, ecological value of the sector, ecological connectivity, ecosystemic services and their health benefits, and the creation of a major park.

The majority of those opposed to the enhancement vision proposed by the City asked that the territory as a whole be preserved, and that it be connected to the surrounding islets of biodiversity, i.e. Cap-Saint-Jacques nature park, Bois-de-la-Roche agricultural park, l'Anse-à-

l'Orme nature park and, on a broader scale, Morgan Arboretum and Angell Woods. For many, the protection of the sector represents an exceptional opportunity to leave a legacy for citizens that would shape the future of the metropolis.

A considerable percentage of those who spoke at the meetings justified the request by citing the loss of too many natural spaces in Greater Montréal in recent decades in favour of urban sprawl. Others alleged that Montréal is seriously behind other major Canadian cities in terms of protection. It ranks last among major Canadian cities for the area of protected natural environments per resident. It is also still awaiting its green belt, while Vancouver, Toronto and Ottawa already have theirs. Some also noted Montréal's ratio of less than one tree per resident, compared with 3.6 trees per resident in Toronto.⁵¹

Moreover, some underscored the fact that the Pierrefonds-Ouest sector is one of the last major unprotected natural spaces on the island of Montréal. From that perspective, many called for a moratorium on residential development for the entire site. Some asked that the moratorium also include all unprotected natural and green spaces in the agglomeration. In their eyes, such a measure would make it possible to study and analyse the territory and arrive at an informed decision before it's too late.

Honouring municipal commitments

Some participants believe that the City projects an image of ecological responsibility by making commitments that it doesn't keep in terms of the protection of natural environments and biodiversity enhancement, at the local, regional and international levels, even alluding to "greenwashing."⁵² Among such commitments, the following were mentioned:

- Signature of the Durban agreement in 2011, whose third principle corresponds essentially to promoting, increasing and enhancing biodiversity and recognizing it in all aspects of governance and development planning;
- Participation in the 6% increase in area of cropland and in the protection of 17% of forested areas, forest corridors, and wetlands located in terrestrial environments within the territory of the Communauté métropolitaine de Montréal (Plan métropolitain d'aménagement et de développement, 2011);
- Attainment of the target of 10% protection in terrestrial environments at the level of the Montréal agglomeration.⁵³

⁵¹ Jacques Blaise, doc. 10.60, p. 4; Sauvons le parc, doc. 9.2, p. 1; Sauvons l'Anse-à-l'Orme, doc. 5.5.1, p. 2

⁵² Thomas Schwalb, doc. 9.15, p. 3, 7 et 9

⁵³ CREM, doc. 9.33, p. 5-6; Concertation Ouest-de-l'Île, doc. 10.162, p. 8; Irwin Rapoport, doc. 9.6, p. 3; Sauvons l'Anse à l'Orme, doc. 9.27, p. 8

In the opinion of many participants, the fact that Montréal is home to the head office of the Secretariat of the Convention on Biological Diversity should inspire the municipal administration to become a leader in the protection of urban biodiversity.⁵⁴ The participants believe that words are no longer good enough, and that Montréal must take action. Many found it difficult to understand how Montréal could commit to protecting 10% of its territory without including the Pierrefonds-Ouest sector in the equation since, according to them, it would involve a loss 2000 hectares to be replaced. Some went so far as to question the way in which the Montréal administration records protected natural environments.⁵⁵ In their opinion, it is including, incorrectly, neighbourhood parks and greens spaces, cemeteries and golf courses.

Ecological value of the sector

Most of those opposed to the vision proposed by the City underscored the ecological wealth and uniqueness of the Pierrefonds-Ouest sector, as well as the permanent and irreversible negative consequences of developing the sector on the balance of ecosystems and their biodiversity. To support their statements, most of them focused primarily on the content of three reference documents:

- An ecological evaluation of the sector conducted by the David Suzuki Foundation;⁵⁶
- A report on ecological connectivity produced by the Institut des Sciences de la Forêt tempérée and the Centre de la Science de la Biodiversité du Québec;⁵⁷
- An inventory of bird species carried out by biologist Richard Gregson.⁵⁸

Those documents present information that participants reiterated to support their opinions. In, or in close proximity to, the Pierrefonds-Ouest sector, we find:

- Natural environments and a variety of habitats (forests, wildlands, fields and wetlands);
- Almost 60 wetlands, including marshes, wet meadows, and shrub and treed swamps;
- One hundred and sixty species of birds representing the majority of families;
- About a dozen species of threatened or vulnerable animals, or animals likely to be designated as such;
- Sixteen species of reptiles and amphibians, including three with special status (eastern milksnake, brown snake, and map turtle) and one rare species awaiting special status (Jefferson complex salamander);

⁵⁴ Jacques Blaise, doc. 10.60, p. 3 et 4; Les Amis du Parc Meadowbrook, doc. 9.32, p. 7; CREM, doc. 9.33, p. 5; Cymry Gomery, doc. 10.37, p. 2

⁵⁵ Jacques Blaise, doc. 10.60, p. 3 et 4; Linda Besner, doc. 9.11, p. 1

⁵⁶ Fondation David Suzuki, doc. 5.1.2

⁵⁷ Institut des Sciences de la Forêt tempérée et Centre de la Science de la Biodiversité du Québec, doc. 5.1.4

⁵⁸ Richard Gregson, doc. 5.1.5

- Two hundred and ninety one species of plants, including at least nine with special status;
- Several species of rare, threatened or vulnerable vascular plants, or vascular plants likely to be designated as such (shagbark hickory, hairy agrimony, Canada sanicle, white walnut and black maple) and one species of interest (hackberry).

Moreover, representatives of the David Suzuki Foundation regretted that their study was not as exhaustive as they would have liked it to be. It seems that they were denied access to the sector by the owners/developers of the targeted land, thereby preventing them from completing their work. Along the same lines, some participants pointed out the incompleteness of the studies submitted by the City and borough as part of the consultation, as they covered only the wetlands and watercourses, omitting terrestrial environments. A rigorous and systematic ecological evaluation of the entire sector is therefore recommended.

Furthermore, some mentioned the support of the Secretariat of the Convention on Biological Diversity for the protection of the sector.⁵⁹ In a letter addressed to the Mayor of Montréal, the Secretary invited him to take into account the study conducted by the David Suzuki Foundation in the decision-making process surrounding the future of the sector.⁶⁰ He points out the richness of its biodiversity and the presence of the bobolink, a threatened species.

The land owners and developers indicated that a protection and enhancement plan for the Lauzon and 90 marshes, as well as the A and D (Lauzon) streams, was carried out in order to limit the impact of the development project on natural environments. The objectives of the interventions it proposes are as follows:

- To obtain an approximate ratio of 50% of free water and 50% of emergent vegetation to provide an optimal living environment for a great variety of wildlife species;
- To maintain the temporal balance of the marshes by controlling the level of operation through level regulation work;
- To obtain an environmental gain.

Ecological connectivity

In the opinion of many participants, the development of the sector would have a significant impact on biodiversity, as it would entail a loss of habitats, an increase in the fragmentation of ecosystems and, at the same time, a reduction of their ecological connectivity. In other words, the realization of the neighbourhood project would prevent some species from moving about the territory and thereby from accessing areas where they reproduce, feed and rest. It would

⁵⁹ Les Amis du Parc Meadowbrook, doc. 9.32; Marie-Ève Roy, doc. 9.77.2, L. 430 et doc. 9.77

⁶⁰ Doc. 9.32.3

also contribute to isolating established populations and weakening their genetic heritage, while excluding the possibility of new species taking up residence there.

Some underscored the fact that ecological connectivity is considered one of the principal markers of the resilience of biodiversity in the face of climate change and invasive species. They believe that the fragmentation of natural environments is a major and widespread problem in the metropolis. Some participants and scientists indicated that Montréal has lost 80% of the ecological connectivity of its territory since the 1960s owing to the phenomenon of urban sprawl.

A few people mentioned that the development of the sector would amplify the border effect, which may accelerate the disappearance of certain species and increase competition for the last remaining habitats.

Ecosystemic services and their health benefits

Some participants asked that the ecosystemic services provided by natural environments be recognized. They affirmed that natural infrastructures would provide public services of the same order as those of their grey counterparts (classic infrastructures). Among other things, they would allow citizens to arm themselves against current and future environmental pressures. The natural environments would promote a better adaptation to the negative impacts of climate change: they would sequester carbon, prevent flooding, filter the air and water, promote pollination, control erosion and regulate climate.

Others pointed out the benefits of nature on physical and psychological health. Some mentioned that studies have shown that access to green and natural spaces promotes physical activity. They also believe that it helps to reduce symptoms of psychological distress, anxiety, depression and stress.

Some participants also evoked the principle of “forest bathing,” which has been practised for several decades by the Japanese as a preventative medicine. In Japan, people believe that spending time in the woods lowers heart rate and blood pressure, reduces the production of stress hormones, improves the immune system, and generates overall feelings of wellbeing.

Furthermore, it was mentioned that children being in contact with nature contributes to their overall development and environmental education, as well as their awareness of the importance of preserving living systems.

The creation of a major park

Most of the participants asked that the Pierrefonds-Ouest sector be protected through the creation of a major park accessible to all Montrealers. That proposal took many forms. At the

municipal level, some recommended the establishment of a new nature park, or the integration of the Pierrefonds-Ouest sector into one of the existing nature parks nearby, either l'Anse-à-l'Orme or Cap-Saint-Jacques.

Others proposed that the regional, or even provincial importance of the sector be highlighted by giving it special status as a protected area, covering a large spectrum of designations, including everything from biodiversity preserve, wildlife preserve and wildlife habitat to national park. Some suggested that the sector and surrounding natural environments be made into the first national urban park in Québec, managed by the Société des établissements de plein air du Québec (SÉPAQ).

Some of the suggestions called for the intervention of the Government of Canada to protect the sector by turning it into a national park managed by Parks Canada, much like the Rouge National Urban Park in Toronto, or to take the steps required to create a UNESCO world biosphere reserve.⁶¹

The level of intervention considered for the park project varies according to individual participants. Some would like the site to remain in its natural state. Others would prefer that it be designed to accommodate light outdoor activities compatible with the environment, such as hiking, cross-country skiing, snowshoeing, canoeing, kayaking, ornithology, and maybe even camping. Yet others are ready to allow the establishment of socially and ecologically responsible companies for agricultural and recreational tourism applications, as long as their activities are in harmony with and respect the integrity of existing natural environments.

The following means were suggested, among others, to ensure the creation of a major park:

- The acquisition of the land by the City, with or without the financial support of the CMM and the Governments of Québec and Canada;
- The negotiation of land trades among the City, the borough, and land owners and developers, much like the experience of the Rapides du Cheval Blanc in Pierrefonds-Roxboro;
- The creation of land trusts;
- The holding of a municipal referendum with citizens concerning a potential tax increase targeting the protection of the sector, like the City of Lorraine did for the Grand Coteau forest;
- The development and adoption of tax incentives for relevant land owners and developers, to entice them to donate or transfer their properties, following the experience of the Ville de Trois-Rivière for the conservation of a private urban forest;

⁶¹ Jacques Blaise, doc. 10.60; Les Amis du Parc Meadowbrook, doc. 9.32.2; Lorraine Land, doc. 10.187; Le Comité Vert du Collège Charlemagne, doc 10.115

- The involvement of private donors (foundations, companies, citizens, etc.) in the financing of land acquisition, as was the case for the protection of the 6000-hectare Kenauk territory, in the Outaouais.⁶²

2.2.2.2 Protection and enhancement of agricultural lands

A number of participants suggested that the sector be protected through a return to agriculture. In their eyes, it would have been preferable to preserve the rural and agricultural character of Pierrefonds-Ouest. Some participants were sorry to note that the recommendations of the OCPM, submitted in 2007 as part of a consultation on the amendment of the Ville de Montréal Master Plan and by-laws of the borough of Pierrefonds-Roxboro, had not been followed. They would have like to see the agricultural zoning maintained, as the OCPM recommended at the time,⁶³ until the adoption of a planning project or Special Planning Program (SPP) and the resulting regulatory framework.

Some believed that the dezoning of agricultural land was a mistake of historical proportions and found it regrettable that the sector did not enjoy more protection under the *Act respecting the preservation of agricultural land and agricultural activities*. That decision gave land owners and developers the mistaken idea that agriculture would become a thing of the past. In the participants' opinion, the development project would have negative consequences on the development of agriculture in Montréal. It would further accentuate the rarity of cultivable land outside of the permanent agriculture zone. The urban sprawl into productive agricultural areas would be a real menace to the capacity of the region of Montréal and of the rest of Québec to maintain sustainable food systems.

Some averred that the sector should return to its agricultural roots and, consequently, requested a resumption of the original zoning. To their minds, such a decision would help to consolidate the socio-agricultural and conservational nature of Cap-Saint-Jacques nature park. It would also allow the sector to serve as a buffer zone between l'Anse-à-l'Orme nature park and neighbourhoods east of it.

Moreover, participants believed that the sector has all the necessary attributes to become a site conducive to social and ecological agriculture, whose popularity and demand would only continue to grow in Montréal. Some participants would like the sector to be repurposed to combine, in varying proportions, local social agriculture and the preservation of natural environments. A return to agriculture in the sector would encourage the establishment of short channel distribution of fresh local farm produce. However, concerns were raised about the

⁶² Sue Stacho, doc. 9.27.3, L.1355; Marie-Chantal Scholl, doc. 9.17.2, L. 1140; Jérôme Dupras, doc. 8.11, L. 1600-1800; Comité ZIP Jacques-Cartier, doc. 10.157, p. 14; Gary Spiller, doc. 9.53, p. 1; CREM, doc. 9.33, p. 13

⁶³ Lewis Poulin, doc. 9.72.2, L. 715 à 810; Michael Labelle, doc. 9.49.1, L. 125 et doc. 9.49, p. 3

eventual practice of conventional agricultural activities in proximity to residential areas and the potential effects of pesticides and insecticides on the health of residents.

Furthermore, it was mentioned that the Montréal agglomeration had set itself the objective to develop agriculture on its territory and that to do so it had adopted, in 2015, an *Agricultural Zone Development Plan* (PDZA) and initiated a development plan for the food system. Those two steps underscore the importance of preserving and enhancing, for agricultural purposes, the few remaining agricultural lands in Montréal, an objective that is in keeping with the *Plan métropolitain d'aménagement et de développement* (PMAD) of the Communauté métropolitaine de Montréal (CMM) targeting a 6% growth in the area of cultivated land in the region by 2031.

Some thought that it would be difficult to achieve a balance between the recultivation of land and the protection of natural environments in Montréal and, more specifically, in Pierrefonds-Ouest. According to them, the additional reduction in rural area resulting from construction in the sector would only accentuate the land-use conflict. It would transfer the weight of developing various types of agriculture (conventional, organic, commercial, community, etc.) and that of preserving natural environment onto Montréal's permanent agricultural zone, which is already restricted and much in demand.

2.2.3 More rational use of the territory and public funds

2.2.3.1 Fighting urban sprawl

A large number of participants did not see the relevance of carrying out a project in a sector that the City of Montréal itself has described as boxed in and without services, and which would therefore contribute to urban sprawl. They maintained that the current trend towards Montréal's urban sprawl goes against the objectives and spirit of sustainable development and carries major social, environmental and economic consequences.

Many cited the work of Mr. Jochen Jaeger and Ms. Naghmeh Nazarnia, from Concordia University,⁶⁴ in support of their arguments. According to the latter, who also presented a brief, urban sprawl in Montréal has been progressing exponentially since the early 1950s, and even more so since the '90s. Between 1971 and 2011, the degree of urban sprawl became 26 times more pronounced. The borough of Pierrefonds-Roxboro is no exception, as it is among the ten most spread out areas in Montréal. According to them, the construction of the neighbourhood project in the Pierrefonds-Ouest sector would only further damage the borough's rating.

⁶⁴ Naghmeh Nazarnia, Christian Schwick, Jochen A.G. Jaeger, doc. 5.8.3

The researchers maintained that Montréal should do a great deal more to halt urban sprawl, and that it needs to act now. They advocated the adoption of a series of measures, such as urban redevelopment of unused areas, massive development of the public transit system, better coordination of development among the various levels of government and the City, as well as intelligent densification on a human scale of some existing neighbourhoods.⁶⁵

Also, according to some participants, the Government of Québec and the CMM understand the various costs of urban sprawl and would like to control it. To illustrate their point of view, they mentioned that Québec specifies in its land-use planning orientations and expectations that Greater Montréal must consolidate existing urban areas and limit urbanization to sectors that already provide infrastructures and services (such as drinking water, wastewater treatment, electricity, schools, roads and public transit infrastructures). They also noted that the CMM advocates, in its PMAD, a more rational use of the territory for development purposes, by directing 40% of projected urbanization to Transit Oriented Development (TOD) areas within a one-kilometer radius of the existing and planned stations of a structuring public transit mode.

2.2.3.2 Alternatives to the residential development project

A few participants were of the opinion that it would not be necessary to develop new vacant green spaces to meet the housing demand of the Montréal agglomeration. Some underscored the fact that the *Schéma d'aménagement et de développement* indicates that the residential welcoming capacity in already built sectors on the island is greater than the needs expected for the coming decades, i.e. a potential of at least 175,000 housing units for an anticipated increase of 153,000 households over the next 20 years. Others mentioned the fact that, in the PMAD, the CMM has identified 2070 urbanized hectares that could be redeveloped for residential purposes.

Those participants saw as a priority the adoption of an approach involving the rebuilding of the city upon itself. They suggested that the redevelopment of already urbanized areas should take precedence over the development of new sectors, such as the Pierrefonds-Ouest sector, where the City would have to build infrastructures and provide services that would generate an additional financial burden.

To that end, they suggested that certain areas be prioritized on a borough- or city-wide scale, including TOD areas identified in the PMAD, large unused sites, such as those of Blue Bonnets and Lachine, underutilized commercial and industrial properties, and parking lots.

In addition, many rallied behind the proposals set out by the Conseil régional de l'environnement de Montréal in the analysis of the residential development potential of the

⁶⁵ Jochen Jaeger, doc. 9.63, p. 15-16

borough of Pierrefonds-Roxboro, which it published in April 2016.⁶⁶ The study brought to light the existence of major short-, medium- and long-term residential development potential on the borough's territory, excluding the Pierrefonds-Ouest sector. In light of the data it obtained and in keeping with the goals and principles set out in the PMAD and the SAD, the CRE-Montréal recommended, among other things:

- To prioritize the development of public properties located in the central sector and the Saint-Jean islet to create a dynamic and quality living environment;
- To consolidate and densify the sectors around the existing train stations of Pierrefonds-Roxboro and Sunnybrooke, and the planned Cheval-Blanc station;
- To go beyond the limit of 40 housing units per hectare in areas near public transit centres and target a more compact urban model;
- To conduct an analysis of the residential development potential in adjacent areas in order to get a complete picture of the West Island as a whole.

Should protecting the sector as a whole prove to be impossible, a few recommendations were made for a compromise, involving a more or less significant reduction of the development area. However, their supporters insisted on the fact that those alternatives target, as a priority, the protection of as much of the natural and agricultural environments as possible.

To that end, an increase was suggested in the sector's density to 70, 80 or 90 housing units per hectare, accompanied by mixed uses to allow the development of the 5500 planned units on less than half of the 185 hectares. That approach would target the achievement of various objectives, including the protection of a larger portion of the sector, the justification of the establishment of sustainable transportation equipment, such as the REM, and the preservation of the profitability of the assets of land owners and developers.

Some who spoke also suggested that the footprint of the sector's development be concentrated only along the urban boulevard, while others proposed that it be kept to the east of the planned extension of Antoine-Faucon Street.

In the eventuality of the entire sector being protected, a group of participants suggested that the development be authorized along Gouin Boulevard West, given the fact that the area is already built up and served by municipal infrastructures.

2.2.3.3 Economic and financial issues

In addressing the economic dimension of the real estate project, several participants referred to a study presented to the commission by Mr. Juste Rajaonson of the Université du Québec à

⁶⁶ Conseil régional de l'environnement de Montréal, doc. 5.1.3

Montréal.⁶⁷ Based on information supported by official documents and recent studies, the analysis examines various aspects pertaining to the project's constraints, costs and impacts in terms of public infrastructures, equipment, and services. The author's conclusions cast doubts on the project's profitability for the City and borough.

Some participants reiterated the conclusions of the study establishing that the costs for developing the land, estimated at between \$95.1 and \$103.28 million, in addition to the recurring annual costs assumed by the City and borough, would be inevitably higher than if the project was located in a sector of similar size connected to the various public infrastructures, including water supply and treatment and electricity, and with easy access to essential public services, such as the road network, public transit and public safety services. The study also concluded that the increase in tax revenue associated with the project (property taxes), estimated at \$16.5 million annually, may be cancelled out by higher yearly maintenance costs for new infrastructures and equipment and additional public services. Three reasons were provided:

- The revenue would only be realized once all phases of the project were completed at the end of ten years and, during that time, costs would continue to accumulate;
- The revenue would not take into account the tax holiday for schools, public equipment and infrastructures, such as water retention basins, for which estimations stem from more detailed accounting analyses;
- Lastly, the revenue would not take into account all of the annual operating costs for municipal equipment and services.

In that context, several people underscored the importance of the City and borough not underestimating the overall costs associated with the project, and requested that they present the community with a detailed and comprehensive picture of planned public expenditures.

Furthermore, participants suggested that planning for the development project should include expenses related to the conservation, maintenance and enhancement of natural environments. They also underlined the fact that the ecological impacts on adjacent nature parks had not yet been fully evaluated and may involve additional management expenses. They maintained that the necessity of expanding the buffer zones or establishing large natural corridors may contribute to a significant increase in the cost of the project and reduce the number of authorized housing units.

Conversely, some participants asked that the economic advantages of the neighbourhood project be taken into consideration. The project would create numerous direct construction jobs and attract new long-term jobs to the borough of Pierrefonds-Roxboro. They also indicated

⁶⁷ Juste Rajaonson, doc. 5.1.1

that the construction industry would make a major contribution to economic growth by generating return benefits for the governments. According to them, a \$295,000 house would bring in almost \$70,800 in direct and indirect taxes, of which \$53,100 would go to the province, and that is not taking into account the property taxes that the Ville de Montréal would collect, which could help to finance the conservation project.

Economic value of ecosystemic services

In the eyes of some of the participants, protecting nature in the city should not be seen as an economic constraint, but rather as an opportunity. Its value and the benefits it provides should be taken into consideration.

Consequently, it was suggested that a more complete economic study be conducted, which would include social (quality of life), economic and health costs and benefits, to allow more informed decision-making for the future of the Pierrefonds-Ouest sector. The participants believe that a realistic economic analysis cannot be based solely on tax implications without taking into consideration, for example, the chance of flooding and associated costs. According to those who spoke in the meetings, the sector's natural environments offer ecosystemic services whose economic value would amount to almost \$800,000 a year (climate control, air quality, pollination, recreational spaces, and biodiversity habitat).

Should the Montréal administration decide to support the development project, participants requested that it study and then adopt tax measures aimed at compensating for the loss of ecosystemic services provided by natural environments and at financing conservation, maintenance and enhancement activities for the ecoterritory. According to them, such measures, similar to condo fees, could be incorporated into notarial acts or be included in the sale price of properties. The money collected could be allocated to a special fund.

2.3 More inclusive and transparent planning process

Several participants criticized the lack of transparency of the planning process. Some wondered how the sector could have been the object of a planning process referred to as “concerted” without citizens having been informed of it or invited to participate in it. According to many, in the spirit of social acceptability, it would have been essential to include citizens and key civil society players in the process. To counter the citizens’ mistrust, it was recommended that the City clearly explain factors motivating any decision connected with the future of the sector, whether in favour of its overall protection or of its development and that it ensure their involvement thereafter.

The relevance of the consultation was also brought into question. Both those opposed to and in favour of the vision presented by the City agreed that the consultation should have focused on the draft SPP being drawn up (22nd version), or on the Cap-Nature project developed by land

owners and developers, rather than on an upstream vision. Some participants also noted that the consultation was not upstream since it was held following a long negotiation process between municipal and other government authorities and land owners and developers.

Along different lines, a few participants raised doubts about the legitimacy of the zoning change that took place in the early 2000s and asked that light be shed on that question.

2.3.1 Nature of the mandate entrusted to the OCPM

Numerous contributors criticized the wording of the consultation mandate entrusted to the OCPM, i.e. to “*validate and enhance the vision, development principles and spatial organization concept.*” They claimed that it compromised the independence and neutrality of the organization, since it presented only one option for the enhancement of the sector, excluding from the outset the possibility of preserving the natural environments. They also insinuated that half of the sector would be developed regardless of what the citizens wanted or requested. In their opinion, the consultation should have allowed the public to debate the merits of whether or not to develop the sector, as well as the boundaries of an eventual development.

To that end, it was requested that future mandates entrusted to the OCPM involving a loss of natural environments first present the option of protection. Subsequently, if protection was not recommended, the City or developers should present the development project within the context of a second consultation.

From another perspective, some of the participants, primarily the owner-developers, asked that recommendations made by the OCPM commission not exceed the limits of its mandate. According to them, the recommendations should have addressed only the improvement of the enhancement vision for the Pierrefonds-Ouest sector, and not the amendment of content in the Ville de Montréal *Master Plan* or the *Schéma d’aménagement et de développement de l’agglomération* de Montréal.

2.3.2 Criticisms by land owners and developers

The representatives for the land owners and developers considered that the present public consultation was unjustified and that it was initiated by the Montréal executive committee at the request of the borough for electoral purposes.⁶⁸ They averred that Ville de Montréal no longer had to wait to give the green light for the development of the sector as that issue had already been the object of a consultation on the occasion of the revision of the *Schéma d’aménagement et de développement* in 2015. Moreover, in their eyes, postponing the

⁶⁸ Développements Pierrefonds Inc., Les Immeubles L’Équerre Inc., Quartier de l’Ouest de l’Île Inc., et HPFCO Inc., doc. 9.30, p. 1

development would be an unjustified negation of concerted planning work with land owners and developers having taken place in recent years.

Moreover, some of those participants also noted that the courts have many times indicated that a municipality cannot make zoning changes that would reduce development possibilities, or take the property of a citizen without providing adequate compensation in return, as that would be considered disguised expropriation. Therefore, to their minds, in the eventuality that the City should decide to change the vocation of the land in the sector, it would be obliged to acquire the properties at a fair and reasonable price.

2.4 Considerations regarding the neighbourhood project

This section reprises considerations pertaining to the neighbourhood project. It essentially reflects the opinions of approximately 30 participants (12%) in favour of the development. The subjects addressed included architecture and land-use planning, mix of uses, mobility, heritage, infrastructures, stormwater management, flood management, and the Cap-Nature project.

Despite the fact that the vision proposed by the City establishes 12 development principles to direct and structure urban development and determine the broad outlines of a spatial organization concept for the neighbourhood project, very few people expressed an opinion on those elements and, when they did, it was usually in response to questions by the commission.

2.4.1 Architecture and land-use planning

For the new buildings and the overall neighbourhood project, participants aimed for the highest ecological standards. It was requested that the City give preference to ecoconstruction, a mode of construction respectful of the environment and residents' health, while promoting the use of renewable materials of natural origin. Some also expressed a wish that the City ensure the sobriety and energy efficiency of the buildings by relying on alternative sources of energy, such as geothermal energy. Moreover, participants expected that the neighbourhood project would promote the integration of the latest and most efficient technologies in terms of wastewater management, such as waterless toilets and grey water harvesting systems.

Also, if it should prove impossible to protect the sector's natural environments as a whole, some participants believed that it should be developed according to best sustainable urban development practices. According to them, the City and borough would benefit from adopting planning, by-laws and an accompaniment approach that respect the principles and guidelines of econeighbourhoods. Some cited examples of successful Swedish and German models.

2.4.2 Housing

2.4.2.1 Residential density

In the opinion of some of the participants, the harmony between the protection of natural environments and the creation of a new neighbourhood should mandatorily involve density on a human scale. According to them, it would help to improve the tax implications of the projects and, at the same time, ensure the sustainability of natural environments by amortizing the necessary investments (acquisitions, conservation and enhancement). According to some of the participants, the attainment of a density of 35 housing units per hectare, as announced in the vision proposed by the City, would provide a number of advantages:

- Reduction of the ecological footprint of households living in the sector;
- Shortening of the distance between home, work, school and daycare;
- Improvement of residents' health by making foot and bicycle travel easier and more pleasant;
- Increase in public transit service towards various areas of the borough and downtown with the establishment of the REM;
- Increase in the quality and number of local businesses and professional services available in the sector;
- Increase in the number of local jobs;
- Better cost sharing of infrastructures and services;
- Exemplary development and better quality of public spaces (parks, squares, bicycle paths, etc.).

Nonetheless, other participants brought back into question the appropriateness of the medium density choice. Some deemed it to be insufficient to ensure the sustainability of a complete living environment where people can get around easily using active and public transportation, and therefore proposed that the density be raised to 50 housing units per hectare. Others opined that really achieving a density of 35 housing units per hectare would require the construction of 6475 new housing units, or 975 more than the 5500 announced.

Moreover, a request was made to have the traditional method of structuring densities revised, as it was deemed overly restrictive, by imposing a maximum area of land per residential unit, as several CMM cities are already doing. The City was also called upon to raise the authorized density along Gouin Boulevard West to make it more in line with the objectives prescribed by the CMM's PMAD and the SAD of the Montréal agglomeration.

According to some participants, the increase in density goes hand in hand with the mix of uses, integration of services associated with the sharing economy, and sustainable mobility.

2.4.2.2 Residential diversity

Some of the participants requested that the sector offer a variety of housing types, with a price range allowing different types of households to live there according to their income, the number of people per household and their specific needs. Therefore, it was proposed that, among others, a minimum number of detached single-family houses, multi-family buildings, townhouses and semi-detached houses be erected. It was also suggested that by-laws be adopted to allow the development of innovative housing projects, including co-habitation, infill housing construction and in-law suites, among others.

Some participants also addressed the issue of guaranteed accessibility and availability of affordable, co-op and social housing for low-income households. Among other things, there were calls for the systematic and rigorous application of the *Stratégie municipale d'inclusion* throughout the sector, the judicious use of the contribution fund to facilitate the purchase of buildings, or financing for those types of dwellings, as well as the identification and advance reservation of properties to support their construction. Moreover, it was proposed that they be spread out throughout the territory so that their occupants can also enjoy the proximity of parks, businesses and public transit services. On that subject, some participants had doubts about the feasibility of reserving 30% of the units for social and affordable housing, given the distance of the project from public transit services and the costs associated with transportation.⁶⁹

2.4.3 Mix of uses

Some contributors supported the City's proposal to establish a multifunctional hub that would serve as a structuring element within the urban framework of the neighbourhood project, both from an urbanistic and social standpoint. According to them, such a hub would help to create a living, dynamic neighbourhood where individuals and families could live, work, learn and interact. To ensure its success, it was suggested that it offer a variety of local businesses and services, including drugstores, banks and medical clinics, to meet the needs of all segments of society. It was also suggested that the offering be complemented by municipal, institutional, recreational and community services, as well as a variety of workplaces. To optimize the mix of uses, participants thought it essential that the City encourage the superimposition of various uses within a same building, for example, a commercial use for the ground level and a residential and/or institutional use for the upper floors. The importance of taking into account, in the reflection process surrounding the mix of uses within the neighbourhood project, the changes in consumer habits resulting from widespread growth in Internet access and the development of online shopping was also mentioned.

⁶⁹ Parti vert du Québec, doc. 9.39, p. 3

The location of the multifunctional hub was also addressed. It was thought that it should be established at the heart of the sector, in proximity to the majority of residents, in order to promote customer traffic and the use of active and public transportation.

It was also proposed that land earmarked for industrial development be reserved along the planned urban boulevard.

2.4.4 Mobility

One constant stood out among the contributions of the various participants. The borough of Pierrefonds-Roxboro is facing major traffic problems, especially at rush hours, notably on Highway 40, Saint-Charles Boulevard, Saint-Jean Boulevard, and Gouin Boulevard West. Some participants mentioned the environmental costs associated with so much traffic, attributed to a chronic dependence on automobiles: atmospheric pollution, noise, greenhouse gas emissions, and health risks, among others. Some were concerned that the influx of hundreds of construction trucks, followed by thousands of new residents, would make an already critical situation worse. They maintained that the eccentric location of the sector and its inadequate public transit service would lead a large number of them to use solo cars for their daily travels, which would put more pressure on the current and future road network.

To minimize the effects of road congestion during the development work in the sector, some participants asked the City to ensure that the construction of transportation infrastructures and, more specifically, of the urban boulevard serving as a transmission belt towards Highway 40, precede the development.

In the eyes of many, the challenges of sustainable mobility within the sector will remain unchanged, while others believe that its development could ensure efficient, safe and functional active and public transportation. To that end, the adoption of measures aimed at reducing the need for parking in public and private areas was proposed. Some recommended that regulatory guidelines be established to set out a maximum number of parking spaces for residential (per housing unit) and commercial buildings. Other suggested that street parking be allowed overnight and that alternative daytime street parking spaces be made available in order to facilitate the maintenance of public property by the City.

Furthermore, people expressed a wish that the development of the sector be inspired by the complete street concept, in order to satisfy the needs of as many users as possible, regardless of their age and abilities, and to improve their cohabitation. Various participants believe that it will be important to develop a trend involving the use of active and public transportation by future residents of the neighbourhood by creating a feeling of security, ensuring the liveliness of public spaces at all hours of the day, and improving their user-friendliness and efficiency. To that end, the adoption and implementation of the following measures were proposed:

- Plan structuring, efficient and affordable public transit services upstream, taking into account the connection with the REM (sustained frequency, reserved lanes, etc.);
- Encourage car-sharing services, car pooling and the installation of charging stations for electric vehicles;
- Provide active transportation infrastructures (sidewalks and multi-purpose and bicycle paths) that are both useful and recreational;
- Ensure the connection of pedestrian and cycling infrastructure to services, public facilities, and the public transit network, without interruptions, in order to create a complete, integrated network;
- Ensure innovative and safe development of streets and public spaces (woonerfs, street furniture, greening, etc.);
- Adopt a planning program to promote bicycle use, including a program to set up bicycle stands and sharing stations;
- Promote user-friendliness and universal accessibility of the public domain to reduce the risk of exclusion connected with citizens' state of health, age, and family and financial status (wide and comfortable sidewalks, sidewalk extensions at intersections, pedestrian lights with adequate countdown times, traffic easement measures, etc.).

2.4.4.1 Urban boulevard

If it should prove impossible to protect the Pierrefonds-Ouest sector as a whole, contributors believe that Ville de Montréal should negotiate with the MTMDET to have it transfer the entire Highway 440 right-of-way to the City in order to allow the construction of a true urban boulevard within its boundaries. In the opinion of some, reserving land with a view to building a highway is incompatible with 21st-century public policies. The maintenance of the highway right-of-way would open the door to extending Highway 440 to the west and could compromise Île-Bizard's bid to obtain humanized landscape status (under the *Act respecting natural heritage conservation*), as well as the existence of a nature park.

According to participants who expressed an opinion on the subject, a true urban boulevard would possess the following characteristics:

- Its width would be restricted;
- It would ensure the permeability of east-west travel;
- It would promote the safety and ease of pedestrian and bicycle travel (bicycle paths, wide sidewalks, multiple crossings, adequate street furniture, greening, etc.);
- It would include lanes reserved strictly for public transit;
- It would impose a low speed limit for motorized vehicles;
- It would be lined with businesses and service locations;
- It would be built upstream of the neighbourhood project.

A few doubted that the urban boulevard would solve existing traffic problems within the borough and on Highway 40, and even believed that it would make them worse. Some also deplored the staggering costs that its construction and maintenance would generate.

From an opposite standpoint, some participants believed that the construction of the urban boulevard would encourage Montrealers to reduce motorized vehicle use and thereby help to reduce traffic in the area. In their opinion, its two lanes (one in each direction) reserved for public transit and carpooling, and the fact that it would connect with the future REM station in Kirkland, would motivate local residents to adopt alternative travel habits.

2.4.5 Heritage

For some participants, it was important that the depth and wealth of the built and landscape heritage constitute a driving force in planning the sector's development. In their opinion, the area's mix of agricultural land and natural environments controlled by man and in constant evolution should be an integral factor in the design of the neighbourhood project.

According to them, future constructions should harmoniously integrate into the existing built environment. The landscape history of the sector should be respected and enhanced within the urban framework, notably by putting the swales back into service, enhancing low walls and ripraps, and protecting the canopy.

Some saluted the value and relevance of the by-law on site planning and architectural integration programs (PIIA) adopted by the borough of Pierrefonds-Roxboro to protect the built and landscape heritage along Gouin Boulevard, while others severely criticized it. The latter maintained that the by-law would not be sufficient to preserve the heritage and rural nature of the boulevard. They mentioned, in terms of *faux pas*, the recent construction of modern-style buildings with several storeys that, in their opinion, are a blot on the landscape of the panoramic road, as well as the demolition of very old buildings of interest. To remedy the situation, they requested, among other things, that views onto Rivière des Prairies be better protected, that demolitions be better structured, and that construction heights be regulated. According to them, it is important to maintain a maximum height of two or three storeys and a density that respects the character of existing buildings. However, they thought that heights could be gradually increased up to Pierrefonds Boulevard, mainly within the multifunctional hub.

2.4.5.1 Swales

One specialist maintained that swales are not found throughout the area of the sector as indicated in the vision proposed by the City. According to him, the traces of man's heritage transformation of the landscape are far more diverse and several of the elements indicated as swales are actually ripraps or low walls of dry stones. He also noted that several of the swales

have disappeared, filled in naturally by erosion, plant growth and soil subsidence caused by the cessation of agricultural activities in the 1980s and 1990s.

According to some, the swales should be included in the creation of an exemplary public domain and establish links between local parks and the large conservation park planned by the City of Montréal. It was suggested that swales in the sector be put back into service with a view to commemorating its agricultural history. Other suggestions included interpretation signage highlighting the sector's agricultural past, as well as the historical role of swales and low walls in the landscape. Others believed that although the conservation or creation of swales is interesting, it should not be systematically imposed on the sector as a whole.

2.4.6 Infrastructures and public services

2.4.6.1 Community equipment

Some participants asked that the sector welcome new schools and daycare centres in order to avoid overloading existing institutions. To that end, they suggested that land to be reserved for that purpose be identified upstream, and that the schools and daycare centres be built at the same time as the housing, to ensure that families have access to them as soon as they move to the area.

2.4.6.2 Parks and green spaces

It was noted that green spaces, including parks, community gardens, paths, playing fields and sports facilities, would offer a number of advantages for the local economy, the environment, and especially the citizens' physical and mental health. Such areas would be conducive to social interactions and would strengthen the feeling of belonging to a neighbourhood and, on a larger scale, to a community.

With that in mind, some contributors asked that the project include safe green and public spaces where all citizens can get together and enjoy themselves. They believe that it is important to design those spaces with various needs in mind (fenced-in areas for toddlers, dog parks, pedestrian paths, areas for young people, etc.).

2.4.6.3 Greening

Some of the participants wanted to make the sector into a distinctive area by setting ambitious greening goals. They asked that the planting of trees and all sorts of plants be encouraged, while reducing spaces reserved for motor vehicles, for a greater impact on citizens' state of health.

It was also recommended that, at the very least, the canopy index targeted by the Montréal agglomeration (25% for residential and institutional areas and 45% for green spaces) should be respected. Others had higher aspirations for the sector and proposed a canopy index of 50%.

2.4.6.4 Urban agriculture

Some of the participants believed that the integration of urban agriculture into the project would provide numerous advantages that would impact residents' health, as it would be associated with an increase in the consumption of fresh fruits and vegetables. In addition, it was mentioned that a study by the Direction de santé publique found that a very large majority of people on the West Island (83.5%) live in areas with poor availability of fruits and vegetables within walking distance.⁷⁰ It was also noted that in the Pierrefonds-Ouest sector, access to fruits and vegetables within a walking distance of 500-metres would be non-existent.

According to some, the development project offers numerous opportunities to include urban agriculture into its design, whether at the level of the sector, public property, or individual lots.

In terms of the sector, it was recommended that, during the first phases of construction of the neighbourhood project, agricultural activities be conducted on land awaiting development. Notably, it was proposed that the cohabitation of farms and urban environments be regulated by short-term leases. Others requested support, through the adoption of regulatory tools (zoning, conditional uses, etc.), not only for the establishment of places selling fruits, vegetables and lightly processed products in public and private locations in the sector (garden produce stands, grocery stores and public markets), but to ensure their proximity, within walking distance, to the majority of existing and future homes.

Moreover, it was suggested that development practices for public land be revised by planting fine herbs, vegetables and fruit trees rather than flowers and more traditional species of trees in parks, municipal flower beds and alongside roads. Some of the participants also recommended support for the program for the establishment of community gardens in the sector, as they would serve as areas for social integration and accountability. They would also promote exchanges among residents, the development of a sense of belonging to a neighbourhood, and physical activity. Some contributors suggested that a generally under-utilized space be put to good use by creating, in the right-of-way of the urban boulevard, little gardens made available to citizens. That type of development, still little used in North America but recognized in Europe, would foster community spirit.

In terms of individual lots, it was proposed, among other things, that the creation of private gardens and construction of buildings with flat roofs facilitating water retention, with a view to

⁷⁰ Direction régionale de santé publique du CIUSSS Centre-Sud-de-l'Île-de-Montréal, doc. 9.29, p. 9

storing and reusing it, be encouraged, and that by-laws promoting green roofs, the raising of small farm animals, such as chickens, and the keeping of apiaries be adopted.

According to their supporters, such measures would contribute to food safety and education, and be instrumental in halting the decline of bee populations in urban environments and combatting heat islands.

2.4.7 Stormwater management

Various methods were suggested to adequately manage stormwater within the sector. Some participants initially proposed that its management be inspired by best ecological water management practices outlined in the guide *Ville verte, eau bleue* of the organization Union Saint-Laurent Grands Lacs, or employed in forward-thinking cities, such as Portland, Oregon.

It was also recommended that the expected impact of stormwater management on the catchbasin be taken into consideration in order to protect existing ecosystems (change in the flow regime of rivers and wetlands, contaminated runoff, etc.). To that end, effective filtration solutions were requested for all bodies of water used as outfalls, such as Rivière à l'Orme and O'Connell Stream, inspired by major innovative planning trends.

Moreover, it was pointed out that the context of the Rivière à l'Orme catchbasin, the low elevation of properties targeted by the development project, and the river's high level of water pollution would add significant constraints regarding runoff water management. It was also noted that those constraints would call for major investment estimated at \$18.2 million (retention pond, additional pipelines, filtration of contaminated runoff from streets and developed properties) in order to comply with the *Policy respecting the Protection and Enhancement of the Natural Environment* and preserve the quality of Rivière à l'Orme.

Furthermore, some participants suggested that the stormwater management plan be adapted according to the anticipated impacts of climate change in years to come. According to them, the scenarios of the Ouranos researchers predict significant meteorological changes that should be taken into account. They include:

- Precipitation trends difficult to evaluate in summer;
- Repeated freeze-and-thaw cycles;
- Early snowmelt;
- Reduced snow coverage;
- Gradually increasing low-water period (summer and fall);
- Increasing number of extreme precipitation events.

In addition, it was mentioned that a stormwater management plan was produced by consultants at the request of the land owners and developers of the sector according to the latest standards and norms imposed by the MDDELCC. The plan includes, notably:

- The use of small filtration basins along streets to collect stormwater to feed the water table;
- The use, where possible, of old agricultural swales as stormwater retention and filtration basins;
- The development of retention basins with permanent water retention that could become interesting ecosystems;
- The feeding of wetlands that are protected and enhanced with adequate quantities of water, using wells;
- The feeding of the Lauzon, A and O’Connell watercourses with adequate quantities of water of adequate quality;
- The respect of the water regimes of adjoining conservation territories.

2.4.8 Flood management

Given the flooding in the spring of 2017 on the West Island of Montréal and in several other areas of Québec, the issue of flood management was addressed during the consultation.

Some participants asked that no construction be planned for known floodplains, or in recently flooded areas. Some requested the suspension of all development in the Pierrefonds-Ouest sector, and the evaluation of a policy regarding the acquisition of floodable land.

One group suggested that the consultation be postponed until the maps of floodable areas were updated in light of recent events. It was concerned that the City may encourage the development of the sector without having all the information required to make an informed decision, and that, as a result, it may endanger current and future residents of the sector and surrounding areas. Several of the participants feared that the development of the sector would further increase the risk of flooding, as it would cause surface sealing.

2.4.9 Cap-Nature project

A large percentage of participants expressed opinions on the development project known as “Cap-Nature,” designed and put forward by the team of land owners and developers within the territory under analysis in the Pierrefonds-Ouest sector. For that reason, and because it seems to have partly inspired the vision document drawn up by the City, an outline of that private project should be addressed, although the project is not explicitly part of the consultation mandate.

According to information provided on the Web site⁷¹ and presented by the owner-developers in their booth at the open-house day on March 26, 2017, the Cap-Nature project calls for the construction of 5500 housing units, including 1500 social housing and co-op units, within an areas of 185 hectares, comprising 23 hectares for local parks and stormwater retention basins. The project is put forth by five companies that own the land and are also the developers of the Cap-Nature project. All of them attended the present consultation.⁷² They maintained that the housing project was planned within the framework of a draft SPP that is in its 22nd version. A concerted planning process among the owner-developers, municipal departments, MDDELCC and consulting firms took place between 2008 and 2015.

According to the land owner-developers, the project is in line with the vision and the 12 development principles described in the City's information document, meets best practices standards in terms of sustainable development, and provides a series of measures aimed at minimizing the development's ecological footprint.

However, a number of other participants were explicitly opposed to the Cap-Nature project and its development vision. They pointed out that the proposed environmental protection measures are inadequate and that the Cap-Nature project is not part of any process aimed at protecting biodiversity and the environment. According to them, the project presents a number of inconsistencies, also mentioned in previous sections of this chapter: contradiction of biodiversity commitments made by the City, for example, with the *Policy respecting the Protection and Enhancement of the Natural Environment* of Ville de Montréal, and of Ville de Montréal's commitment to reserve 10% of its territory for that purpose. In the eyes of those opponents, attempts at real estate development, as proposed by the Cap-Nature project in the l'Anse-à-l'Orme corridor, will have to cease.

⁷¹ Projet Cap-Nature, www.cap-nature.ca

⁷² The companies are Gridev Inc., Développement Pierrefonds Inc., Les Immeubles De L'équerre Inc., Quartier de l'Ouest de L'île S.E.N.C.L. and HPFCO Inc.

3. Findings and analysis of the commission

As we saw in the previous chapter, the consultation on the future of the Pierrefonds-Ouest sector attracted significant participation and took place within a context of mistrust and polarization of positions requiring major efforts on the part of the commission to clear the air and introduce a more peaceful atmosphere into the debates.

To properly put into context the scope of the commission's findings, this chapter initially sets out the mandate, and then examines the consultation process that led to the identification of a number of unknowns surrounding the project under review. Further on, it provides an analysis of the proposed conservation and development approach, the issues it raises, and the decision-making process leading to its conception. In closing, the commission presents its conclusions regarding the approach for the enhancement of the Pierrefonds-Ouest sector.

3.1 Mandate and analysis framework

The OCPM was given the mandate to accompany the Service de mise en valeur du territoire (SMVT) and the borough of Pierrefonds-Roxboro *"in an upstream consultation process on the approach for the enhancement of the Pierrefonds-Ouest sector."*⁷³

More specifically, the mandate entrusted to the OCPM aimed to:

- *Submit for public debate the approach involving the conservation of the natural environment and residential construction of the Pierrefonds-Ouest sector;*
- *Validate and enhance the vision, development principles and spatial organization concept.*⁷⁴

The approach submitted by the City and borough translates into 12 development principles and a spatial organization concept largely presented in the previous chapters.

According to the City's decision-making summary, the upstream consultation on the proposed conservation and development approach aimed to:

- *Take stock of the characteristics of the sector;*
- *Present the vision and orientations stemming from concerted planning that has been carried out since 2005;*
- *Establish a dialogue with the public to discuss the sector's issues and agree on a shared vision for its future;*

⁷³ Ville de Montréal, doc. 1.1, p. 2

⁷⁴ Ville de Montréal, doc. 1.1, p. 2

- *Encourage the participation of various stakeholders and establish good communication among the players involved;*
- *Ensure the dissemination of accurate and precise information;*
- *Improve the social acceptability of this major project;*
- *Benefit from the expertise, credibility, reputation and neutrality of the OCPM for the holding of public consultations;*
- *Ensure transparency and consistency of the planning process until the completion of the project.*⁷⁵

The commission based its analysis of the project, notably, on the *Cadre d'aménagement et les orientations gouvernementales 2001-2021*, the *Plan métropolitain d'aménagement et de développement* of the Communauté métropolitaine de Montréal, *Ville de Montréal Master Plan*, the *Schéma d'aménagement et de développement*, and the *Policy respecting the Protection and Enhancement of the Natural Environment* of the Montréal agglomeration council. The *Plan de développement de la zone agricole* of the Montréal agglomeration, the *Plan de développement durable* and the *Plan d'adaptation aux changements climatiques* were also taken into account.

The Québec legislation concerning environmental quality, natural heritage conservation, threatened and vulnerable species, compensation measures for the realization of projects affecting wetlands and hydrous environments, conservation of wetlands and hydrous environments, and wildlife conservation and enhancement was also examined.

Lastly, the *Déclaration de la collectivité de l'île de Montréal en faveur de la biodiversité et du verdissement* (2010), as well commitments by Ville de Montréal stemming from the *Convention on Biological Diversity* were taken into consideration.

3.2 Paradoxical upstream consultation

From the outset, the commission noted a number of distinctive elements of the project that had a definite effect on the consultation process. The commission believes that it is important to highlight them in order to arrive at a better understanding of its analysis and conclusions.

Over the past two years, the project on the future of the Pierrefonds-Ouest sector generated strong opposition and was widely covered by the media. It was therefore predictable that there would be tensions during the upstream consultation on the development project. But what is most surprising, according to the commission, is that the actual relevance of holding an upstream consultation was denounced both by detractors of the project and by those in favour of it.

⁷⁵ Ville de Montréal, doc. 1.1, p. 3

On the one hand, land owners and developers of the Cap-Nature project considered an upstream consultation unnecessary given the existence of a draft SPP to which they had contributed over the past ten years or so. On the other, citizens and organizations representing them raised doubts about both the subject and credibility of the consultation, as they felt that they had been presented with a *fait accompli*,⁷⁶ having never been given the opportunity to publicly express their own visions for the Pierrefonds-Ouest sector.⁷⁷ To summarize, in the eyes of participants, the upstream consultation on the approach for the enhancement of the Pierrefonds-Ouest sector lacked legitimacy from the start.

3.2.1 History of the project

The history of the project is no stranger to the ambiguity reigning over the consultation. It is important to review its broad outlines to highlight the prevailing confusion between the conservation project and development of the Pierrefonds-Ouest sector and the housing project proposed by Cap-Nature. That reminder also helps to explain the mobilization of citizens, who did not support the project submitted for consultation, as well as the frustration of land owners and developers.

The first chapter of this report presented in greater detail the evolution of the various land uses within the territory known today as the Pierrefonds-Ouest sector.⁷⁸ From the sequence of events, the commission has retained the following.

After the adoption in 2004 of the *Master Plan* designating it as a sector to be built, and of the *Policy respecting the Protection and Enhancement of the Natural Environment* (2004), a planning process was initiated targeting the adoption of a Special Planning Program (SPP) that would define the development of the Pierrefonds-Ouest sector. In 2005, a planning and joint-action committee was formed for that purpose. It brought together the people in charge at the municipal level and at the MDDELCC, the five owners of the properties involved, who are also the developers of the Cap-Nature project, representatives of consulting firms, and Ducks Unlimited, an international organization dedicated to wetland conservation. The committee continued its work until 2015. Within that context, an urban design workshop was held, in 2008, bringing together the parties already involved in the process, as well as consortiums of consultants.

In 2007, the OPCM was mandated to conduct a public consultation regarding the amendment of the Montréal *Master Plan* for the Pierrefonds-Roxboro chapter, and of the zoning by-law.

⁷⁶ Ross Stitt, doc 8.1, L. 575

⁷⁷ Sue Stacho, doc.8.1, L. 840 - 890

⁷⁸ See chapter 1, p. 8-13

The commission in charge recommended that the Pierrefonds-Ouest sector become the object of an SPP and that the current agricultural zoning remain in place until the SPP and regulatory framework had been adopted. The second part of the recommendation was not followed. Already, citizens attending the consultation had expressed concerns regarding the conservation of the woods, enhancement of Rivière à l'Orme, housing densities, and road networks, among other things. The revision of the *Schéma d'aménagement et de développement de l'agglomération de Montréal*, adopted in 2015, confirmed the change of use from agricultural to residential.

In December 2015, 29 players from the social, environmental and economic communities were invited by the City and borough to discuss the vision, management principles and courses of action with a view to drawing up a concept plan of the ecoterritory of the Rivière à l'Orme ecoforest corridor.

In June 2015, the mayor of Montréal, the executive committee member responsible for housing, urban planning, management, real estate planning and the Office de consultation publique de Montréal, and the mayor of the borough of Pierrefonds-Roxboro unveiled a development project for the Pierrefonds-Ouest sector that provided for a major real estate project with a conservation segment.

Formed in May 2015, the Sauvons l'Anse-à-l'Orme coalition filed a 6500-signature petition in January 2016 with the Pierrefonds-Roxboro borough council opposing the construction of 5500 housing units in the Pierrefonds-Ouest sector.

Lastly, in November 2016, the Ville de Montréal gave the OCPM a mandate to hold an upstream public consultation on the approach for the enhancement of the Pierrefonds-Ouest sector.

3.2.2 Confusion with the Cap-Nature project

It is symptomatic that, during the open-house day on March 26, 2017, citizens showed up believing that they were attending a presentation on the Cap-Nature project. At the information session that followed, the commission had to clarify the scope of its mandate to reassure participants.

The land owners and developers of the Cap-Nature project became involved in planning work for the sector in 2005. In 2008, they made a written offer to the City containing their proposal to donate parcels of land earmarked for conservation, conditional upon the adoption of an SPP allowing construction on the developable parcels.

With their cooperation, between 2008 and 2015, the work made it possible, among other things, to:

- Identify the environments to be preserved and enhanced (Lauzon marsh, mosaic forest, 90 marsh, A stream and Lauzon stream);
- Draw up a high-density urban development project;
- Develop stormwater management plans;
- Identify environmental issues to be addressed in applications for authorization certificates;
- Prepare applications for authorization certificates;
- Prepare development agreements to be signed between the land owners and developers and Ville de Montréal, notably pertaining to social and affordable housing.⁷⁹

Knowing that the land owners and developers contributed to various versions of a draft SPP over the course of many years, some participants wondered why the Cap-Nature project was not mentioned by name in the vision of Ville de Montréal since, by all evidence, similarities between the vision and the development principles proposed for the development of the Pierrefonds-Ouest sector and the Cap-Nature project are quite striking. Consequently, the situation led to inevitable confusion, notably when consultants involved in the Cap-Nature project presented, in their briefs, the characteristics of their residential development project.

3.2.3 Behind-the-scenes draft SPP

The frustration of land owners and developers surfaced when they learned that municipal authorities were giving the Office a mandate to hold an upstream public consultation on the future of the Pierrefonds-Ouest sector, and not on the draft SPP with which they had been closely involved for so many years, and which, according to them, is now in its 22nd version.⁸⁰

Some citizens noted that in the absence of the draft SPP the public consultation should have focused on whether or not to develop the Pierrefonds-Ouest sector, and not on the parameters of a housing project.

Although the commission believes that it is generally preferable for an upstream consultation to precede the preparation of an SPP, in light of the history of the Pierrefonds-Ouest development project and in the spirit of consistency, the commission wonders why the previously drawn up draft SPP was not the object of the present public consultation. That option would have eased suspicion and allowed citizens to contribute to the search for solutions rather than digging in their heels on positions of principles. Such was the opinion expressed by all participants, both those in favour of and against the project.

⁷⁹ ACB Consultant Inc., doc. 5.3.1, p. 3-4

⁸⁰ ACB Consultant Inc., doc. 9.10, p. 2

On that subject, the commission notes that some participants denounced the wording of the mandate entrusted to the OCPM: “*to validate and enhance the vision, development principles and spatial organization concept.*” According to some of the participants, the wording implies that the decision to go ahead with the housing project had already been made and that the public consultation was just window dressing.

Absence of citizen involvement in planning the project

While the planning and cooperation began in 2005, numerous participants from the borough of Pierrefonds-Roxboro wondered how the Pierrefonds-Ouest sector could have been the object of a planning process described as “concerted” in documentation from the City and borough, when citizens had not been informed about it or involved with it in any way. Only the ecoterritory of the Rivière à l’Orme ecoforest corridor had been the object of a consultation of stakeholders in December 2015, with a view to drawing up the concept plan. In a spirit of social acceptability, the commission believes that it would have been important to invite citizens to contribute to planning the sector as a whole. Their banding together and mobilization in 2015, when municipal authorities unveiled the development project for the Pierrefonds-Ouest sector, is understandable.

3.3 Polarized consultation

Chapter 2 of the present document provides a picture of the participants as well as a quantitative distribution of positions on the vision for the enhancement of the sector proposed by Ville de Montréal.

The commission deems it useful to present information on the participants’ various positions. Firstly, it found a polarization of opinions. With just a few exceptions, the only participants to speak in favour of the project were the land owners and developers, and the consultants who had worked on the Cap-Nature project, which was to be expected as they had been involved with the City and borough in planning the development of the sector. The vast majority of participants (87%) was in favour of protecting the territory as a whole, but did not address the 12 development principles and spatial organization concept constituting the vision for the enhancement of the Pierrefonds-Ouest sector. On several occasions during the hearings, the commission attempted to obtain the participants’ opinions regarding the said principles. Much to its surprise, some were not even aware of the vision for the enhancement of the sector. It would appear that this public consultation served primarily as an arena to debate the sector’s vocation, without considering the principles and spatial organization concept presented by the City and borough.

Moreover, the commission found that interest in the future of the Pierrefonds-Ouest sector extends beyond the boundaries of the borough. The project has a Montréal-wide dimension, given the fact that the Pierrefonds-Ouest sector backs onto a network of green spaces rich in

biodiversity. In the eyes of the commission, that is what motivated individuals and groups from other parts of the City of Montréal and the Communauté métropolitaine de Montréal (CMM) to come to express their views on various issues pertaining to the project. Those participants are concerned primarily with the preservation of the natural territory as a whole, environmental issues, and the achievement of national park status.

Given the large number of briefs presented to the commission and the level of emotion permeating the various discussions, the commission concluded that citizens from the borough and the entire metropolitan area are greatly attached to the vast green territory that is the Pierrefonds-Ouest sector.

3.4 Unknowns

It also became evident during the consultation that basic information and data required to evaluate the viability of the project for the future of Pierrefonds-Ouest are not yet available or up to date. They have to do with:

- Adequacy and availability of transportation infrastructures required for the development of a neighbourhood with 5500 housing units, including public transit and individual travel;
- Complete, up-to-date reports on biological resources in the Pierrefonds-Ouest sector, it being identified as an ecoterritory, and on the project, including the conservation of natural environments;
- Up-to-date reports on flood-prone areas, and an analysis of the project's potential impact on other already built sectors, following the flooding in the spring of 2017;
- Impact on the realization of the project of expected amendments to environmental legislation.

3.4.1 Transportation infrastructures

The commission identified three unknowns regarding transportation: the physical characteristics of the urban boulevard's development on the site of the MTMDET right-of-way; the impact of the establishment of the REM; and the extent of the traffic problem on the West Island.

The commission acknowledges that the development of the future urban boulevard within the MTMDET right-of-way is essential to the development of the Pierrefonds-Ouest sector. It would serve not only as the gateway to the project, but also as its backbone, given the fact that the other arteries that could provide access to it could not fulfil that role: Gouin Boulevard runs alongside the river and has panoramic status, while the existing segments of Antoine-Faucon Street and Pierrefonds Boulevard serve residential uses.

Given its scope, the urban boulevard project will be subject to an environmental evaluation conducted by the BAPE. The details of the project that will be presented to the BAPE are unknown, and we cannot speculate on the nature of the results of its analysis and recommendations.

Owing to the over-utilization of the West Island road network, the residential development of the Pierrefonds-Ouest sector could not be completed before the construction of a new major access road connecting it to Highways 20 and 40.⁸¹ The north-south axis, as proposed with the urban boulevard, would open up the sector to be developed.

Moreover, the projected axis of the future urban boulevard is within the right-of-way that has been reserved by the MTMDET for many decades for the construction of a highway that would extend Highway 440. Although the Montréal and metropolitan municipal authorities are planning the construction of an urban boulevard with three lanes in each direction, the MTMDET requires that a sufficient width of the right-of-way be reserved to accommodate a highway, and that the development of the urban boulevard be carried out “*without compromising its future use by the Government of Québec.*”⁸² That requirement will have a major impact on the development of the urban boulevard planned in the project. If buildings cannot be erected between the pavement of the boulevard and the limits of the highway right-of-way, the urban boulevard will not be very inviting, which would have definite consequences on the development of the new neighbourhood. As details of the development of the boulevard and its highway-sized right-of-way have yet to be determined, it is difficult to plan the Pierrefonds Boulevard and Antoine-Faucon Street crossings. The same applies for the intersection of the future boulevard with Gouin Boulevard, which is even more problematic as the latter is subject to additional restrictions owing to its panoramic status.

Many citizens attended the hearings to talk about traffic problems on West Island roads on weekdays, which the commissioners themselves experienced during their commute to consultation locations. According to the schedule presented by Ville de Montréal, the mobility study for the West Island as a whole is planned for the summer of 2018, and it will then take a few months to gather traffic data. For the time being, none of the analyses show that West Island traffic problems would be solved by the proposed infrastructures.

The commission also notes that the traffic problem is not due solely to the lack of adequate north-south arteries on the West Island: the highways and other east-west arteries also experience major delays during morning and afternoon rush hours. The REM could meet part of the extra demand, but it is doubtful that the addition of over 5500 housing units, likely to

⁸¹ Ville de Montréal, doc. 3.1, p. 25

⁸² Ville de Montréal, doc. 3.1, p. 14

generate transportation needs for some 10,000 people, can be absorbed by existing and projected road and public transit networks.

The viability of a large new neighbourhood depends on clear answers to questions regarding transportation infrastructures.

3.4.2 Biological resources

The studies submitted by the City are limited to wetlands and the plants and wildlife (birds, fish, reptiles and amphibians) that grow and live there. The representative for the developers informed the commission that the latest studies had recently been produced and submitted to the MDDELLC. However, they could not be made public at this stage.

The commission also took into consideration other information it received about the biological qualities of the sector, notably on the portion earmarked for residential development. For example, professor Richard Gregson (biologist, president of the Association de protection des oiseaux du Québec, and Fellow of the United Kingdom's Royal Society of Biology), evaluated the site and concluded:

“Thus, there are plants and wildlife living in these fields that will not thrive elsewhere - remove this habitat and the biodiversity of the region will be diminished immediately and irremediably. Many species live in the adjacent forest but hunt over the fields; they need food they can only find in the fields and thus losing the fields will cause a loss of species of forest birds as well as those more specialist grassland species.”⁸³

A study conducted by researchers at the Institut des Sciences de la Forêt tempérée of the Université du Québec en Outaouais (UQO)⁸⁴ for the David Suzuki Foundation revealed the presence of species that are threatened or likely to be designated as such in the real estate development zone. Although the land owners and developers denied them access to part of the land, the researchers found important animals and plants in terrestrial environments earmarked for real estate development. Examples include the bobolink (threatened), the wood thrush (threatened), the bald eagle (vulnerable), the rusty blackbird (likely), and the common meadowlark (threatened). The researchers also discovered 37 species of plants found exclusively in the area to be developed, including hairy agrimony (likely), Canada sanicle (likely) and white walnut (likely).

In Québec, most by-laws pertaining to biodiversity focus only on wetlands and species found in them, without taking into account species living in terrestrial environments. That is why studies

⁸³ Richard Gregson, doc. 10.7, p. 2

⁸⁴ Fondation David Suzuki, doc. 5.1.2

ordered by the City have not included them. It also explains the fact that those studies are contradicted in part by others submitted by non-governmental environmental organizations, as the latter take all habitats into consideration, in terrestrial environments and wetlands alike.

The commission is not equipped to carry out the necessary environmental reconciliations, as that would exceed its mandate and competencies. Nonetheless, it believes that the information provided raises serious reservations in terms of concluding that the 185-hectare residential development will not affect the biodiversity of the sector as a whole. A more exhaustive and transparent information process is required for an informed decision.

3.4.3 Flood-prone areas

The floods experienced by many of the borough residents in the spring of 2017 raised questions about hydrological issues. The borough's claims, according to which a housing development on the 185 hectares to be built would not cause problems for the rest of the borough, did not reassure citizens. The commission understands their concerns and uncertainty, especially since maps of flood-prone areas presented on the borough's Web site do not show flood levels on the maps themselves, but on separate tables.⁸⁵ Consequently, without the expertise of a professional in the field, it is very difficult to determine whether or not there is a risk of flooding.

The hydrological studies for the Pierrefonds-Ouest sector identified parts of the sector located in flood-prone areas, and they were removed from the development. The studies submitted to the commission by consultants hired by the land owners and developers seem to show that stormwater retention measures planned for the real estate development would prevent the impact of the water on infrastructures downstream from the site. Moreover, the fact that their calculations are based on rainfall data covering the last 100 years, which have been adjusted upward by 15%, has increased confidence levels regarding those retention measures.⁸⁶

However, the commission understands concerns raised in hearings regarding the impact of real estate development on the vast sector. Also, having the hydrological information presented in a less hermetic format would be useful.

3.4.4 Legislation

The commission was informed of the revision of some aspects of Québec environmental legislation. Those updates may influence the configuration of the project. As the City indicated in its answers to questions submitted by the commission, it is possible that the designation of

⁸⁵ Ville de Montréal, doc. 6.5.1, p. 28 to 50

⁸⁶ M. Yves Dion, doc. 8.7, L. 2350 to 2405

the portion of the sector earmarked for real estate development “*may need to be revised at a later stage in light of the evolution of the environment and to take into account new requirements of the ministère.*”⁸⁷ A certain amount of time will be required to allow the analysis of the territory taking those changes into account. The resulting consequences will have to be made public.

The transformation of the Pierrefonds-Ouest sector would be a long-term project, measured in terms of decades rather than years. A complete and up-to-date picture of the necessary information and data concerning transportation infrastructures, biological resources, flood-prone areas and legislative amendments would therefore be required to make an informed decision about the viability of the project.

3.5 Enhancement vision and development principles

The orientation underlying the development project for the Pierrefonds-Ouest sector states that “*the natural environments and landscapes are valued and become vectors of the development of the sector.*”⁸⁸ That orientation appealed to all participants, who wondered if the proposed project was in line with it. In other words, do the planned 185-hectare housing development and conservation of natural spaces on the other 181 hectares respect the orientation? Along the same lines, do the 12 principles underlying the implementation of the project adequately interpret the orientation?

3.5.1 Contested conservation approach

The commission noted that the natural environment conservation and residential construction approach for the Pierrefonds-Ouest sector, which was the primary topic of the consultation, was largely contested. Basically, it was accepted only by the land owners and developers, and the consultants who had worked on the Cap-Nature project. The commission points out two factors explaining the lack of agreement with the vision behind the project:

- a) The absence of a consensus on the environmental viability of the project involving the juxtaposition of an ecoterritory and a real estate development;
- b) The perception that the City is not doing enough in terms of protecting and enhancing natural environments.

⁸⁷ Ville de Montréal, doc. 6.4.1, p. 15

⁸⁸ Ville de Montréal, doc. 3.1, p. 17

a) Environmental viability of the project

The commission does not have the technical expertise required to draw conclusions about the effects of the real estate development project on the balance of ecosystems and the biodiversity in the Pierrefonds-Ouest sector. Without again bringing into question the value of the documents submitted by the City and borough, it nonetheless finds that the answers provided by those authorities failed to convince and reassure the people opposed to the project, including a number of scientists. Among other things, they underscored the incompleteness of the environmental studies submitted by the City and borough, as they were limited to wetlands and watercourses, excluding terrestrial environments and wildlands. Additionally, the land owners' and developers' refusal, in 2016, to allow researchers appointed by the David Suzuki Foundation to access their land in order to complete their evaluation did nothing to allay their doubts.

For their part, the land owners and developers informed the commission that they had up-to-date environmental studies, but that they could not make them available to the commission because they had just been submitted to the MDDELCC with a view to obtaining the required authorizations for a real estate development on the 185 hectares to be built.

The commission would prefer to see the experts representing the various stakeholders (citizens, organizations and municipal departments) share information on the environmental characteristics of the sector. Should they fail to reach a consensus, the principal stakeholders would at least have the opportunity to debate among themselves and to outline their respective points of view. Such a process would help to *ensure the dissemination of accurate and precise information*, in addition to adding transparency and consistency to the planning process, in keeping with the wishes of the City and borough.⁸⁹ This is an essential condition to allow citizens to assess the environmental value of the land earmarked for real estate development.

b) Protection and enhancement of natural environments

Despite the implementation of measures stemming from the *Policy respecting the Protection and Enhancement of the Natural Environment*, numerous participants pointed out that Montréal is well behind other cities of the same size in matters involving protection. It was mentioned that Greater Montréal has lost a significant number of natural spaces to urban sprawl in recent decades. The city is ranked last in terms of area of protected natural environment per resident, while Vancouver, Toronto and Ottawa all have a green belt.⁹⁰ The Pierrefonds-Ouest sector is one of the last major unprotected natural spaces on the island of

⁸⁹ Ville de Montréal, doc. 1.1, p. 3

⁹⁰ Jacques Blaise, doc. 10.60, p. 4; Sauvons le parc, doc. 9.2, p. 1; Sauvons l'Anse-à-l'Orme, doc. 5.5.1, p. 2

Montréal that could be preserved in its entirety and connected to surrounding biodiversity islets with a view to forming a very large park. The protection of the sector as a whole would provide an exceptional opportunity to leave a legacy for citizens that would shape the future of the metropolis, much in the way that Mount-Royal Park did 140 years ago.

3.5.2 Twelve development principles

The enhancement vision presented by the City and borough is outlined in 12 principles. Few participants had much to say about the subject and, when they did, it was only to indicate that the principles seemed appropriate for any residential development in this day and age. The commission also believes that those principles are exemplary and should be taken into account for all new real estate projects, and that they should be adapted to the natural and historical characteristics of each site.

Among the proposed principles, the following were supported by the majority of participants who expressed an opinion on the subject: preservation of the biodiversity; urban agriculture; residential diversity and offering of social and affordable housing; establishment of a multifunctional hub and parks and green spaces; quality of the public domain and architecture; and ecological stormwater management.

The commission received a great deal of documentation from the City, consultants of developers and land owners, and researchers, in addition to technical information imparted during oral presentations. The information enabled the commission to note that most of those principles are in line with the provisions of existing legislation, the objectives that the municipal administration has committed itself to achieving as a UNESCO design city, and its commitments pertaining to sustainable development.

For example, the heritage character of Gouin Boulevard West is already protected under the PIIA; ecological stormwater management is required by the MAMROT; and a number of boroughs have already adopted strategies to combat heat islands. Nevertheless, the commission would like to underscore the efforts of the City and borough to integrate best environmental, heritage, socio-economic and urban design practices into the development principles.

Even though the consultation was intended as an upstream consultation on an enhancement approach for the Pierrefonds-Ouest sector and not on a specific project to be carried out, the commission deems it relevant to examine the documents provided by consultants for the Cap-Nature developers. Their work was taken into account by the City and borough in drawing up the project submitted for consultation.

The commission found discrepancies between the proposed vision and principles and their technical realization. One example has to do with the second principle concerning the

development of the swales: “*landscape entities that bear witness to the agricultural past [...] particularly with respect to some of the agricultural forested strips (swales) on the site [...] The swales are part of the sector as a landscape entity that shapes and paces the landscape.*”⁹¹ Initially, the commission understood that the second principle was the basis for the development of the new neighbourhood, ensuring its harmonization with and integration into, the announced conservation of natural environments, so that the landscape in the sector would be shaped and paced by those vestiges of its agricultural past.

However, the written and oral presentations of consultants for the land owners and developers revealed that the term “swales” is used both for agricultural ditches, of which many remain on the site, and for the latest stormwater collection infrastructures, also known as bioretention cells. According to those consultants, any development calls for backfilling and levelling off the site, i.e. grading the developed area. The hydrological retention infrastructures would not respect the original path of the agricultural ditches, so it would be wrong to conclude that once the residential development was completed, the landscape would be shaped by the existing agricultural ditches.

3.5.3 Issues to consider

The oral presentations and documentation submitted raised several issues that are of concern to the commission. Some stem from unknowns that have already been described, while others have to do with indirect and direct impacts of the project in terms of:

- Biodiversity management;
- Loss of community benefits;
- Economic viability of the project;
- Urban sprawl and rational use of the territory;
- Mobility and transportation;
- International commitments.

Biodiversity management

A researcher from the UQO⁹² included the Pierrefonds-Ouest sector among the 5% of CMM territory that are most important to preserve owing to their significant biodiversity. Pierrefonds-Ouest is located within a vast collection of green spaces that includes Cap Saint-Jacques, Bois-de-la-Roche and l’Anse-à-l’Orme parks, as well as Morgan Arboretum and Angell Woods. A real estate development on part of the Pierrefonds-Ouest sector would have an impact on the biodiversity of the collection’s other components, notably because the

⁹¹ Ville de Montréal, doc. 3.1, p. 18

⁹² Jérôme Dupras doc. 8.11, L. 1511

connectivity of the ecological network would be reduced. Some animals move around from one area to the next and need large areas comprising several types of habitats in order to feed and reproduce.

The feasibility of residential and natural areas co-existing should also be examined. The commission notes that in the project's current format, there is no buffer zone between wildlife habitats and the built area. The border effect (also known as the edge effect) is therefore significant. The proximity of developed properties may also make it easier for some invasive species to colonize the conservation zone. Moreover, there is a risk that predation by domestic animals may diminish the wealth of fauna and flora.

The commission believes that the planning process for the Pierrefonds-Ouest sector should include a more comprehensive evaluation of its biodiversity to allow a more precise estimation of the impact of any real estate development proposal.

Loss of community benefits

In the *2013 Biodiversity Report*, the City identified services rendered by nature to humans, notably climate control and air purification, as well as its esthetic, educational and recreational potential. To that list, participants added direct psychological and physical health benefits. The effects of eliminating the community benefits provided by the natural area have not been quantified by the City. Some participants highlighted the scope of those benefits for society as a whole versus the specific benefits of the land owners and developers and future residents.

Furthermore, if the Pierrefonds-Ouest sector underwent real estate development, there would be no turning back, for example to protect a larger area of the territory. It is important to remember that there are no other spaces like it left on the island of Montréal, and that the CMM has made a commitment to protect 17% of Greater Montréal territory.⁹³

Economic viability of the project

Several participants in the hearings cited the conclusions of Mr. Juste Rajaonson, Ph. D. student and analyst for Canada Economic Development, who, in a brief submitted without accompanying oral presentation, quantified the economic value of the sector's current ecological services as well as development costs. He believes that:

"[...] the costs of developing the land, estimated at between \$95.1 and \$103.28 million, would be inevitably higher than if the project was located in a sector of similar size connected to the

⁹³ Communauté métropolitaine de Montréal (2012), *Plan métropolitain d'aménagement et de développement*, p. 184, http://cmm.qc.ca/fileadmin/user_upload/pmad2012/documentation/20120530_PMAD.pdf

various public infrastructures, such as water supply and treatment and electricity, and with easy access to essential public services like the road network, public transit and public security.”⁹⁴

In one of its answers to the questions of the commission, the City explained that those costs would be assumed by the developers, not by the municipal administration. However, they will necessarily be included in the sale price of housing units, which will have a direct impact on access to property for both buyers and tenants.

The costs and internal and external benefits should be evaluated, and the evaluation should compare different scenarios, employing various development and conservation ratios for the sector.

Urban sprawl and rational use of the territory

The governmental, regional and municipal policies and orientations favour the development of areas already well served by infrastructures for reasons of efficiency and proper use of resources. That is why, in the *Cadre d'aménagement et orientations gouvernementales pour la région métropolitaine 2001-2020*, the Government of Québec's very first orientation is to “*Consolidate existing urban areas and limit urbanization around those areas to sectors that already provide infrastructures and services, such as drinking water, wastewater treatment, electricity, schools, roads and public transit infrastructures.*”⁹⁵ In that respect, the commission believes that the proposed project contradicts those orientations.

In point of fact, the development of the Pierrefonds-Ouest sector, even though it is on the island of Montréal, appears to be an example of urban sprawl. It is located 39 kilometres away from Montréal city hall, which is further away from it than the City of Mont-Saint-Hilaire (36 km), and almost as far away as the City of Blainville (43 km), which are among the farthest municipalities in the CMM. The sector is also far from its borough, being separated from the Pierrefonds-Roxboro borough hall by a distance of at least 8 kilometres.

A number of participants pointed out that Montréal has several abandoned industrial properties (brownfields) and other under-utilized parcels of land that could be redeveloped. On that topic, the CMM's *Plan métropolitain d'aménagement et de développement* identified within the Montréal agglomeration 2070 hectares that, although already urbanized, could be redeveloped for residential use, as well as 2450 hectares that could be used for economic purposes. Some of those properties are even located within the territory of the borough, while

⁹⁴ Juste Rajaonson, doc. 10.133, p. 16

⁹⁵ Gouvernement du Québec (2001), *Région métropolitaine de Montréal 2001-2021*, p. 76

http://www.mamot.gouv.qc.ca/pub/amenagement_territoire/orientations_gouvernementales/cmm_cadre_aménagement.pdf

others are publicly owned. Is a land exchange in the cards? The above alternatives require an in-depth examination.

Mobility and transportation

The distances between the Pierrefonds-Ouest sector and main employment centres would force most active residents into solo car use. In that respect, one participant⁹⁶ estimated that getting downtown using public transit (bus, REM, etc.) would take over 90 minutes. It is therefore quite unlikely that the sector will be served by an *efficient and user-friendly* public transit system, as promoted in Principle 8 advocating the creation of an efficient and user-friendly network.⁹⁷ The low demand would not allow the Société de transport de Montréal to provide frequent local bus service.

International commitments

The City has made a number of commitments to attain international biodiversity targets. For example, in 2010, the City signed the *Déclaration de la collectivité de l'île de Montréal en faveur de la biodiversité et du verdissement*. Also, together with the City of Paris, it recommitted itself to biodiversity in December 2016, at the 5^e *Sommet international sur la biodiversité pour les villes*, held in parallel with the COP21. With a view to preserving 17% of Greater Montréal territory, the CMM recalls that:

“[...] the international goals of the United Nations’ Convention on Biological Diversity, revised during the 10th Conference of the parties held in Nagoya, Japan, proposed that protected areas be brought to 10% in aquatic environments and 17% in terrestrial environments by 2020. The conservation areas that are to be the object of protection measures will be more precisely evaluated by the identification exercise to be held by the territory’s agglomerations and RCMs. Lastly, those goals do not take into account municipal initiatives (nature parks, and regional and local parks, among others).”⁹⁸

It would be useful to keep those commitments in mind during the planning for the future of the Pierrefonds-Ouest sector. Also, should protection targets change, it will be too late to reserve a larger portion of the site.

Owing to its relatively temperate climate and location in the St. Lawrence River, the island of Montréal is one the areas with the richest biodiversity in Québec. The commission heard

⁹⁶ Thomas Schawlb, doc. 9.15, p. 10

⁹⁷ Ville de Montréal, doc. 3.1, p. 20

⁹⁸ Communauté métropolitaine de Montréal (2012), *Plan métropolitain d'aménagement et de développement*, p. 185
http://cmm.qc.ca/fileadmin/user_upload/pmad2012/documentation/20120530_PMAD.pdf

arguments stating that the Pierrefonds-Ouest sector should be part of a larger national park incorporating other West Island green spaces. According to some participants, that idea was raised with the highest levels of management at the MDDELCC a few years ago.⁹⁹ The commission believes that the idea should be explored, notably because positive findings may facilitate access to sources of government funding.

In conclusion to the above considerations, the commission notes that the project planned for the Pierrefonds-Ouest sector involves major issues in terms of biodiversity management, economic viability, urban sprawl, loss of community benefits, mobility and transportation, and international environmental commitments. Those issues are in addition to unknowns mentioned earlier, with respect to transportation infrastructures, biological resources on the territory, flood-prone areas, and legislative amendments. It is important to understand that the project will extend over many years and that answers to pending questions and issues will gradually be provided. The commission recognizes that it is also normal, in an upstream consultation, for some information to be unavailable. However, in the present context, and given the fact that the project has been underway for over ten years, more details could have been expected about certain elements.

The commission finds that the context of unknowns and partial or contradictory information is not conducive to obtaining the approval of the populations concerned.

3.6 Planning process

The previously addressed issues and unknowns only partly explain the polarization surrounding the project for the future of the Pierrefonds-Ouest sector. The planning process carried out over the past decade and the project's current state of social acceptability are also largely responsible for it.

3.6.1 Questioned governance and transparency

The comments and positions presented, both by opponents and supporters of the project, demonstrate a lack of trust in municipal authorities regarding the handling of the file. The principles of healthy governance and transparency were brought into question.

The commission has concerns about the context in which the consultation was held. Many participants, including citizens, organizations, groups, land owners and developers and their representatives, have questioned the course of the project and legitimacy of the public consultation exercise.

⁹⁹ Sylvia Oljemark, doc. 8.10, L. 1240; David Fletcher, doc. 8.2, L. 4780, doc. 8.7, L. 1435

The fragility of the relationship of trust among the population, the City and the borough regarding this file is disquieting. Without trust, there is no hope that consensus-building and citizen participation exercises will succeed.

3.6.2 Lack of social acceptability

The consultation activities confirmed a major social acceptability issue in terms of the approach for the enhancement of the Pierrefonds-Ouest sector. With opinions being so polarized, and governance and transparency having been brought into question, it is understandable that the project raises a problem of such magnitude.

The commission believes that the activities surrounding the public consultation have undoubtedly led to better dissemination and understanding of the project's vision, orientations and issues, and greater sharing of information. Nonetheless, major shortcomings with respect to the transparency of the planning and consensus-building process with civil society representatives, as well as diametrically opposed points of view regarding the actual vocation of the territory, have made discussions to attempt to build on points of convergence very difficult, if not non-existent.

Only 12% of participants were in favour of the project, 2/3 of whom were directly concerned as land owners and developers, associations of construction contractors, and consultants involved in the Cap-Nature project. It is also symptomatic that the majority of participants refused to express an opinion on development and spatial organization principles for the project.

The following is a reminder of the definition of social acceptability:

“Social acceptability is the result of a process through which concerned parties establish together minimal conditions to be implemented for a project, program or policy to be harmoniously integrated, at a given moment, into its natural and human environment.”¹⁰⁰

Already in 2015, the *Rapport synthèse relatif à l'Élaboration du plan concept de l'écoterritoire du corridor écoforestier de la rivière à l'Orme*¹⁰¹ raised several issues of social acceptability during the analysis of the social context:

“The analysis of the social context existing on the ecoterritory revealed a major issue of social acceptability surrounding the protection and enhancement of natural environments on Montréal's West Island, despite environmental successes in recent years concerning protection and land acquisition. The following are a few of the findings supporting that hypothesis:

¹⁰⁰ J. Caron-Malenfant et T. Conraud, Guide pratique de l'acceptabilité sociale, 2009

¹⁰¹ Ville de Montréal, Consultation des parties prenantes du 3 décembre 2015, doc. 3.13, p. 4

- *File with a turbulent and mediatized history over a number of years;*
- *Presence of an attentive public (pressure groups, economic lobbying);*
- *Central authority (City);*
- *Presence of a number of interests (impossible at this time to evaluate their level of convergence);*
- *Possibility of the introduction of a change on the territory (connected with current territorial planning);*
- *Misconception of stakeholders among themselves;*
- *Citizens' perception of risk."*

Still today, several of those considerations remain in place, leading the commission to believe that the situation may even have grown more acrimonious.

3.7 Recommendations of the commission

In the decision-making summary entrusting the mandate to the OCPM, it is indicated that some of the effects of the consultation would be *"to establish a dialogue with the public and good communication among the players involved; [...] to improve the social acceptability of this major project; [...] to ensure planning transparency and consistency of the process until the completion of the project."*¹⁰²

Although the work of the commission began under conditions of mistrust regarding its role and even its credibility, both on the part of those opposed to the project and the land owners and developers, as the meetings progressed, it managed to clear the air and introduce a more peaceful atmosphere.

However, the consultation did not lead to the validation and enhancement of the proposed vision, as participants dug in their heels about their respective positions. It also brought to light trust issues with respect to public authorities and the manner in which the file has been handled in terms of transparency and consistency.

Recommendations

The commission recommends that the City:

- 1. Continue the upstream planning exercise it has already begun for the Pierrefonds-Ouest sector, but this time with all stakeholders, including citizens and environmental***

¹⁰² Ville de Montréal, doc 1.1, p. 3

organizations, with a view to establishing the sector's vocation, whether it involves conservation of the territory as a whole, or a combination of protection and real estate development, as well as its development principles, in keeping with obligations and commitments pertaining to the protection of natural environments and biodiversity.

- 2. To carry out, before any new exercise with scientific experts for the various stakeholders, a conciliation of data concerning the sector's environmental characteristics, notably its biodiversity, with a view to more precisely evaluating the impacts of any real estate development proposal.*
- 3. To update and complete, before any new exercise, information concerning:*
 - a) The impact of eventual real estate development on road and transportation networks, including the future urban boulevard and Highway 440, public transit service, and traffic on the West Island;*
 - b) Flood-prone zones and related maps.*
- 4. To produce an internal and external cost and benefit analysis for the project, based on different development/conservation percentages for the sector, including environmental aspects and ecosystemic services.*
- 5. To implement a coordination structure or mechanism involving all stakeholders in the project; its role would be to ensure data availability and transparency throughout the planning process, among other things.*



CONCLUSION

The project for the Pierrefonds-Ouest sector is the result of a long process initiated in 2005. This consultation was intended as an upstream consultation on an approach marrying the conservation of natural environments and family-oriented real estate development. It also aimed to validate and enhance the development principles and spatial organization concept proposed for the project by the City and borough.

The commission wishes to recognize the planning work piloted by the City and borough to design a project that aims to meet environmental, heritage, socio-economic and design criteria and become a model of urban development. It is a major project that would extend over several decades.

The commission notes that unknowns and major issues are still pending. Additional work will be required in order to arrive at satisfactory answers. The following remains to be documented: adequation of all modes of transportation; exhaustive update of information about the sector's biological resources; redrafting of a map of flood-prone areas for the Pierrefonds-Ouest sector; and review of the project in light of amendments to environmental legislation. The project will also require a more in-depth analysis in terms of biodiversity, community benefits, economic viability, urban sprawl, mobility and transportation, and international commitments. The above is somewhat normal for an upstream consultation, and most of the unknowns and issues should be answered in the near future.

Firstly, according to the information document submitted by the City and borough for the consultation, this is definitely a project of interest. Despite everything, unknowns and issues surrounding it polarized opinions and mobilized all stakeholders, both groups and individuals, from the borough and agglomeration alike. That is probably why this commission generated a considerable number of briefs, one of the highest in OCPM history.

According to the commission, the project raises a major social acceptability problem stemming from two factors. On the one hand, transparency and governance were lacking in the handling of the project, a fact denounced by supporters and opponents alike. Among other things, the stakeholders, including civil society representatives, were unequally involved in the planning and joint-action process leading to its formulation. Moreover, the existence of the Cap-Nature real estate project, whose land owners and developers were involved in designing the development project for the Pierrefonds-Ouest sector and on which the proposal submitted for consultation appeared to be based, led to confusion about the object of the consultation. The holding of an upstream consultation on the development vision and principles for a borough sector may have seemed paradoxical at a time when a draft SPP had been in production for the same sector for many years. On the other hand, the conservation approach underlying the project for the Pierrefonds-Ouest sector is contested, owing to the fact that a consensus has not been reached regarding the juxtaposition of an ecoterritory and a housing development,

and because the City is not considered exemplary in terms of protection and enhancement of its natural environments.

The commission believes that a planning and consensus-building process open to the various stakeholders, as well as the communication of up-to-date and precise information on issues of concern to the majority of participants, notably about the biological characteristics of the targeted territory as a whole, would make it possible to ideally reach a consensus on the development potential of the Pierrefonds-Ouest sector or, at least, would allow a better understanding of the issues involved by all interested parties. If the citizens and organizations representing their interests recognize the City's and borough's authority to determine commitments, policies and plans, they nonetheless expect their determinations to be made transparently.

In closing, the commission would like to thank representatives of the City and borough for the quality of their presentations and of the documentation they provided, and for their diligent answers to participants' and the commission's questions.

The commission would also like to thank all citizens, organizations and groups who helped to analyse the project during the consultation by asking questions and submitting opinions, briefs and quality studies.

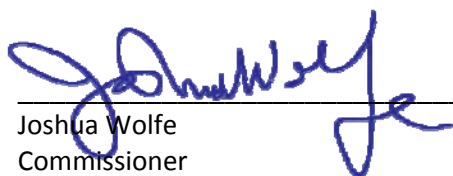
Signed in Montréal, September 15, 2017.



Nicole Brodeur
Commission President



Nadja Raphael
Commissioner



Joshua Wolfe
Commissioner

Appendix 1 – Information pertaining to the mandate

Mandate

On November 16, 2016, the executive committee of Ville de Montréal adopted resolution CE16 1836 giving the Office de consultation publique de Montréal the mandate “to accompany the Service de la mise en valeur du territoire and the borough of Pierrefonds-Roxboro in an upstream consultation process on the future of the Pierrefonds-Ouest sector.”

Public consultation

The commission was formed in the fall of 2016, at which time an information and communication campaign aimed at the population also began, regarding various activities carried out as part of the consultation. The social networks, distribution of 20,000 flyers in the Pierrefonds-Ouest sector, and public notices in local newspapers were the principal means of communications.

The following table outlines the consultation activities that were held.

Activities	Date	Location	Attendance and participation
Open-house day and information evening	March 26, 2017	Pierrefonds Comprehensive High School	250 people and 18 oral presentations at the information session
Information evening on natural environments	April 4, 2017	Pierrefonds Comprehensive High School	100 people and 20 oral presentations
Future-looking “Imagine Pierrefonds West” workshops on the development of the sector	April 9, 2017	Pierrefonds Comprehensive High School	20 participants
Online opinions	From April 28 to May 15, 2017	N/A	13 participants
Sessions for the hearing of opinions (9 sessions)	May 2, 2017 - 7:00 p.m.	Borough hall of the borough of Pierrefonds-Roxboro	8 participants
	May 15, 2017 - 1:00 p.m.	OCPM	11 participants
	May 15, 2017 - 7:00 p.m.	OCPM	8 participants
	May 18, 2017 - 7:00 p.m.	OCPM	7 participants
	May 29, 2017 - 1:00 p.m.	Westview Bible Church	10 participants
	May 29, 2017 - 7:00 p.m.	Westview Bible Church	6 participants
	May 31, 2017 - 7:00 p.m.	Westview Bible Church	8 participants
	June 6, 2017 - 7:00 p.m.	Westview Bible Church	9 participants
	June 9, 2017 - 1:00 p.m.	Westview Bible Church	6 participants

The information sessions were webcast, and 202 people watched, either live or on a delayed broadcast, the presentations of the two sessions. Furthermore, 14 videos showing the booths at the open-house day on May 26 attracted 606 views.

A drop-off childcare service was provided during the information sessions and future-looking workshops.

The commission and its team

Nicole Brodeur, Commission president
Nadja Raphaël, commissioner
Joshua Wolfe, commissioner
Stéphanie Wells, commission secretary-analyst
Estelle Beaudry, commission secretary-analyst

The OCPM team

Dominique Ollivier, présidente
Luc Doray, secretary general
Gilles Vézina, research and documentation
Anik Pouliot, communications and logistics
Brunelle-Amélie Bourque, assistant communications and logistics
Loïc Bouffard-Dumas, mobilization
Louis-Alexandre Cazal, webmaster
Élisabeth Doyon, multimedia designer
Laurent Maurice Lafontant, administrative agent and reception
Nicole Uwimana and Denise Mumporeze, receptionists

Spokespersons and resource persons

For the borough of Pierrefonds-Roxboro

Dominic Jacob, directeur, arrondissement de Pierrefonds-Roxboro
Anne Castonguay, directrice, direction de l'aménagement urbain et des services aux entreprises
Eric Massie, conseiller en aménagement, division urbanisme et environnement

For the central city

Sylvain Ducas, directeur, direction de l'urbanisme
Lise Bernier, chef de division, direction de l'urbanisme
Bernard Cyr, chef de division, direction de l'habitation, service de la mise en valeur du territoire
Daniel Hodder, chef de division, stratégies, programmes et politiques, service des grands parcs, du verdissement et du Mont-Royal
James Byrns, chef de division, grands projets, service des infrastructures, de la voirie et des transports
Annie Laurin, conseillère en aménagement, direction de l'urbanisme
Pierre Legendre, conseiller en aménagement, division des stratégies, programmes et politiques, service des grands parcs, du verdissement et du Mont-Royal

Fateh Hani, ingénieur, division des grands projets, service des infrastructures, de la voirie et des transports

Julie Tellier, conseillère en aménagement, direction de l'urbanisme, Ville de Montréal

Claude Thiffault, biologiste - conseiller en aménagement, division des stratégies, programmes et politiques, service des grands parcs, du verdissement et du Mont-Royal

Bernard Filion, directeur, bureau du Québec, Canards Illimités Canada

Exhibitors at the open-house day (March 26, 2017)

1. Action jeunesse de l'Ouest-de-l'Île;
2. Affleck + de la Riva Architectes;
3. Association des propriétaires et résidents de Pierrefonds-Roxboro;
4. Association générale des étudiants du Cégep Gérald-Godin;
5. Ducks Unlimited;
6. Cap-Nature;
7. David Suzuki Foundation;
8. Green Coalition;
9. Guepe;
10. L'ŒUF;
11. Sauvons l'Anse-à-l'Orme;
12. Sierra Club Québec;
13. Ville de Montréal (2 kiosks: Service des parcs and borough of Pierrefonds-Roxboro).

The videos of the booths may be viewed at this address:

<https://www.youtube.com/playlist?list=PLfp8Mo3y62xyA3LvdfSFsf530Q9TKhNdl>

Participants in the information sessions (by order of registration)

Information session on March 26, 2017, 3:00 p.m.

Ross Stitt, David Cliche, Maxime Arnoldi, Sue Stacho, André Giguère, Martha Bond, Jean-François Bigras, Charlie MacLeod, François Levac, Michelle Akim, Jonathan Théorêt, Jean-Paul Alloï, Stéphane Pierre, Emmanuel Rondia - Conseil régional de l'environnement de Montréal, Michael Gallant, Hélène Yeing, Lewis Poulin, Martha Bondé

Information session on natural environments, April 4, 2017, 7:00 p.m.

Corry Miller, Michel Labell, Donald Hobu, Thomas Schwal, Ross Stitt, Chantal Jacques, Sue Stacho, Sylvain Perron, David Suzuki Foundation, David Cliche, for the Cap-Nature developers, Pierre Stéphane, Micheline Lamothe, Jim D'Alessandro, Daniel Sucar, Jean-Philippe Labre, Comité ZIP Jacques-Cartier, David Fletcher, Martha Bond, Roger Trottier, conseiller municipal, France Ouellet, Justine McIntyre, conseillère municipale, Stéphanie Émond

* The participants who filed briefs, with or without accompanying oral presentations before the commission, are listed in Sections 9 and 10 of the documentation list (Appendix 2).

Annexe 2 – Documentation

1. Procédure et objet du mandat

- 1.1. Sommaire décisionnel
- 1.2. Recommandation
- 1.3. Pièces jointes
 - 1.3.1. Document d’information (voir 3.1)
- 1.4. Résolution

2. Démarche de consultation

- 2.1. Dépliant

3. Documentation déposée par l’arrondissement et la Ville de Montréal

- 3.1. Secteur Pierrefonds-Ouest – Document d’information (english version)

Population et démographie

- 3.2. Données sociodémographiques pour l’arrondissement de Pierrefonds-Roxboro, Ville de Montréal
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- 3.6. Plan d’aménagement des marais Lauzon et 90, (Décembre 2008), Canards Illimités Canada
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- 3.8. Actualisation du plan d’aménagement des marais Lauzon et 90, (Décembre 2014), Canards Illimités Canada et Groupe Cogespro
- 3.9. Audit écologique (inventaire) de l’avifaune dans le cadre du projet d’aménagement des marais Lauzon et 90 (Décembre 2015), Ville de Montréal
- 3.10. Inventaire des poissons et de l’herpétofaune dans le secteur des marais Lauzon et 90 sur le territoire de Pierrefonds-Ouest (Septembre 2015), Ville de Montréal
- 3.11. Inventaire de la végétation et mise au point du plan d’aménagement des marais Lauzon et 90 dans le secteur de Pierrefonds-Ouest, Volet I – Rapport d’inventaire de la végétation (Mai 2016), Aménatech (Division du Groupe S.M. International)
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- 3.13. Élaboration du plan concept de l’écoterritoire du corridor écoforestier de la rivière à l’Orme, Consultation des parties prenantes (Décembre 2015), Horizon multiresource Service-Conseil
 - 3.13.1. Plan concept de l’écoterritoire du corridor écoforestier de la rivière à l’Orme - rapport préliminaire (Automne 2016), Ville de Montréal
- 3.14. Bilan écologique et projet de conservation pour le corridor écoforestier de la rivière à l’Orme (Mars 2005), Ville de Montréal

- 3.15. Projet d'entente entre Canards Illimités Canada et la Ville de Montréal pour l'acquisition de terrains situés dans l'écoterritoire de la rivière à l'Orme (Septembre 2008), Ville de Montréal

Environnement

- 3.16. Étude de la gestion des eaux pluviales du projet Pierrefonds-Ouest (Décembre 2008), Cima+

Aménagement du territoire et design urbain

- 3.17. Résultats de l'atelier de design urbain pour le secteur Ouest de l'arrondissement de Pierrefonds-Roxboro, Revue ARQ, numéro 147 (Mai 2009)
- 3.18. Projet d'aménagement du secteur Ouest de l'arrondissement de Pierrefonds-Roxboro (Février 2007), Daniel Arbour & Associés

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- 3.19. Analyse de l'accessibilité et des impacts sur le transport du concept proposé pour le secteur Ouest de Pierrefonds (Août 2008), Cima+
- 3.19.1. Modélisation du futur boulevard urbain – géométrie intérimaire, (Décembre 2015) Ville de Montréal

Développement immobilier

- 3.20. Étude de positionnement immobilier dans le cadre de la mise en valeur du secteur Pierrefonds-Ouest (Juin 2008), Groupe Altus

Patrimoine

- 3.21. Étude de potentiel archéologique pour le parc-agricole du Bois-de-la-Roche et le parc-nature de l'Anse-à-l'Orme (Décembre 2008), Arkéos

Séance d'information – dimanche 26 mars 2017

- 3.22. Présentation de la Ville de Montréal

Portes ouvertes – dimanche 26 mars 2017

- 3.23. Panneaux d'information (english version)

Soirée d'information thématique sur les milieux naturels – mardi 4 avril 2017

- 3.24. Présentation de la Ville de Montréal (english version)

4. Documents de référence et liens utiles

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- 4.2. Schéma d'aménagement et de développement de l'agglomération de Montréal (Janvier 2015), Ville de Montréal
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5. Documentation déposée par les participants

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- 5.1.1. Analyse des contraintes, coûts et impacts d'un éventuel projet immobilier dans le secteur Pierrefonds-Ouest/l'Anse à l'Orme (Février 2017), Juste Rajaonson
 - 5.1.2. Évaluation écologique de l'ouest du territoire de Pierrefonds-Roxboro (Décembre 2016), Fondation David Suzuki
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 - 5.1.4. The impact of the Cap Nature real estate project (Pierrefonds West) on ecological connectivity (February 2016), Centre de la science de la biodiversité du Québec et Institut de la Forêt tempérée
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- 5.2.1. Innovative Development of the Western Sector of Pierrefonds – Site development plan resume (December 2000), PlanIT Consulting, School of Urban Planning of McGill University
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- 5.3. Document déposé par M. David Cliche
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- 5.4. Document déposé par M. Shloime Perel
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 - 5.4.4. A bird's eye view of Montreal, (March 7, 2015) David Bird, Special to the Montreal Gazette
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- 5.5. Documents déposés par M. Maxime Arnoldi
- 5.5.1. Dépliant de Sauvons l'Anse-à-l'Orme

- 5.5.2. Vidéo – Sauvons l’Anse-à-l’Orme
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 - 5.6.1. Montreal’s Green Space Story : Past and Present, Sylvia Oljemark
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 - 5.6.11.2. Photo des partenaires municipaux du Parc Écologique de l’Archipel de Montréal (PPÉAM)
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 - 5.8.1. Le capital écologique du Grand Montréal : une évaluation économique de la biodiversité et des écosystèmes de la Ceinture verte, (Février 2013), Fondation David Suzuki et Nature-Action Québec
 - 5.8.2. Ecosystem services and natural capital : Pierrefonds-West development project, (May 2015), Coalition Verte/Green Coalition
 - 5.8.3. Accelerated urban sprawl in Montreal, Quebec City, and Zurich : Investigating the differences using time series 1951-2011, (2015), Naghmeh Nazarnia, Christian Schwick and Jochen A.G. Jaeger

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- 5.10. Documents déposés par M. Al Hayek
 - 5.10.1. Déclaration de soutien à un environnement sain, (24 novembre 2014), conseil municipal de la Ville de Montréal
 - 5.10.2. Cleaning up the Past, Building the Future. A National Brownfield Redevelopment Strategy for Canada (2003), National Round Table on the Environment and the Economy
 - 5.10.3. Étude de modélisation sur les eaux de ruissellement du bassin de la Rivière-à-l’Orme (Avril 1992), pour la Communauté urbaine de Montréal
 - 5.10.4. Cartes associées à l’étude de modélisation sur les eaux de ruissellement du bassin de la Rivière-à-l’Orme (Avril 1992), pour la Communauté urbaine de Montréal

6. Travaux de la commission

- 6.1. Compte-rendu de la rencontre préparatoire avec les représentants de la Ville de Montréal (16 février 2017)
- 6.2. Rappel de questions des citoyens adressées à la Ville de Montréal lors de la séance d’information (26 mars 2017)
 - 6.2.1. Réponses de la Ville de Montréal (10 avril 2017)
- 6.3. Rappel de questions des citoyens adressées à la Ville de Montréal lors de la soirée d’information sur les milieux naturels (4 avril 2017)
 - 6.3.1. Réponses de la Ville de Montréal (20 avril 2017)
- 6.4. Questions de la commission adressées à la Ville de Montréal (25 avril 2017)
 - 6.4.1. Réponses de la Ville de Montréal (10 mai 2017)
- 6.5. Questions de la commission adressées à la Ville de Montréal (8 juin 2017)
 - 6.5.1. Réponses de la Ville de Montréal (19 juin 2017)
- 6.6. Synthèse des ateliers prospectifs du 9 avril 2017

7. Portes ouvertes – dimanche 26 mars 2017

- 7.1. Ville de Montréal
 - 7.1.1. Panneaux d’information (voir document 3.23)

8. Transcriptions

- 8.1. Transcriptions de la séance d’information du 26 mars 2017
- 8.2. Transcriptions de la soirée thématique sur les milieux naturels du 4 avril 2017
- 8.3. Transcriptions de la séance d’audition des opinions du 2 mai 2017
- 8.4. Transcriptions de la séance d’audition des opinions du 15 mai 2017 en après-midi.
- 8.5. Transcriptions de la séance d’audition des opinions du 15 mai 2017 en soirée
- 8.6. Transcriptions de la séance d’audition des opinions du 18 mai 2017
- 8.7. Transcriptions de la séance d’audition des opinions du 29 mai 2017 en après-midi.
- 8.8. Transcriptions de la séance d’audition des opinions du 29 mai 2017 en soirée
- 8.9. Transcriptions de la séance d’audition des opinions du 31 mai 2017
- 8.10. Transcriptions de la séance d’audition des opinions du 6 juin 2017
- 8.11. Transcriptions de la séance d’audition des opinions du 9 juin 2017

9. Opinions présentées en séance d’audition des opinions

- | | |
|--|--------------------------------|
| 9.1. Norcum Holdings Inc & Fahey et associés | 9.2. Sauvons le parc ! |
| 9.1.1. Présentation | 9.2.1. Document complémentaire |
| 9.1.2. Transcription | 9.2.2. Transcription |

- 9.3. Shloime Perel
 - 9.3.1. Document complémentaire #1
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 - 9.3.2. Document complémentaire #2
 - 9.3.3. MP4
 - 9.3.4. Transcription
- 9.4. Marie-Claire Mayeres
 - 9.4.1. Document complémentaire
 - 9.4.2. Transcription
- 9.5. Ross Stitt
 - 9.5.1. Transcription
- 9.6. Irwin Rapoport
 - 9.6.1. Transcription
- 9.7. Yvonne Hiemstra
 - 9.7.1. Transcription
- 9.8. Le regroupement des citoyens de Saraguay
 - 9.8.1. Transcription
- 9.9. Association patronale des entreprises en construction du Québec (APECQ)
 - 9.9.1. Transcription
- 9.10. ACB Consultant Inc.
 - 9.10.1. Document complémentaire
 - 9.10.2. Transcription
- 9.11. Linda Besner
 - 9.11.1. Présentation
 - 9.11.2. Transcription
- 9.12. Tatiana Debbas
 - 9.12.1. Transcription
- 9.13. STOP
 - 9.13.1. Transcription
- 9.14. Coalition Verte/ Green Coalition
 - 9.14.1. Présentation
 - 9.14.2. Transcription
- 9.15. Thomas Schwalb
 - 9.15.1. Présentation
 - 9.15.2. Transcription
- 9.16. Maxime Arnoldi
 - 9.16.1. Document complémentaire #1
http://cmm.qc.ca/fileadmin/user_upload/periodique/cahiersMetropolitains_no05.pdf
 - 9.16.2. Document complémentaire #2
http://cmm.qc.ca/fileadmin/user_upload/periodique/cahiersMetropolitains_no05_en.pdf
 - 9.16.3. Transcription
- 9.17. Association pour la protection des espaces verts de L'Île-Bizard (APEVIB)
 - 9.17.1. Document complémentaire
 - 9.17.2. Transcription
- 9.18. Aménatech inc.
 - 9.18.1. Présentation
 - 9.18.2. Transcription
- 9.19. Al Hayek
 - 9.19.1. Présentation
 - 9.19.2. Document complémentaire
 - 9.19.3. Transcription
- 9.20. Eric St-Louis
 - 9.20.1. Présentation
 - 9.20.2. Transcription
- 9.21. G Jim D'Alessandro
 - 9.21.1. Présentation
 - 9.21.2. Transcription
- 9.22. HPFCO Inc.
 - 9.22.1. Présentation
 - 9.22.2. Transcription
- 9.23. Habitations Luxim Inc.
 - 9.23.1. Transcription
- 9.24. Tetra Tech
 - 9.24.1. Présentation
 - 9.24.2. Transcription
- 9.25. Christiane Théorêt
 - 9.25.1. Transcription
- 9.26. Luc Denis
 - 9.26.1. Présentation
 - 9.26.2. Transcription
- 9.27. Sauvons l'Anse-à-l'Orme
 - 9.27.1. Présentation
 - 9.27.2. Vidéo
 - 9.27.3. Transcription
- 9.28. Association étudiante du Cégep de Saint-Laurent
 - 9.28.1. Transcription
- 9.29. Direction régionale de santé publique du CIUSSS Centre-Sud-de-l'Île-de-Montréal
 - 9.29.1. Présentation
 - 9.29.2. Transcription
- 9.30. Développements Pierrefonds Inc., Les Immeubles L'Équerre inc., Quartier de l'Ouest Inc., et HPFCO Inc.
 - 9.30.1. Présentation
 - 9.30.2. Transcription
- 9.31. Société pour la nature et les parcs – Québec
 - 9.31.1. Présentation
 - 9.31.2. Transcription
- 9.32. Les Amis du Parc Meadowbrook
 - 9.32.1. Transcription
 - 9.32.2. Document complémentaire #1
 - 9.32.3. Document complémentaire #2
 - 9.32.4. Document complémentaire #3
 - 9.32.5. Document complémentaire #4
 - 9.32.6. Document complémentaire #5
 - 9.32.7. Document complémentaire #6
 - 9.32.8. Document complémentaire #7

- 9.32.9. Document complémentaire #8
- 9.32.10. Document complémentaire #9
- 9.33. Conseil régional de l'environnement de Montréal
 - 9.33.1. Présentation
 - 9.33.2. Transcription
- 9.34. Alison Hackney
 - 9.34.1. Présentation
 - 9.34.2. Transcription
- 9.35. Fondation David Suzuki
 - 9.35.1. Présentation
 - 9.35.2. Transcription
- 9.36. Susan Weaver
 - 9.36.1. Transcription
- 9.37. David Fletcher
 - 9.37.1. Transcription
- 9.38. Edouard Hoyer
 - 9.38.1. Transcription
- 9.39. Parti Vert du Québec/ Green Party of Quebec
 - 9.39.1. Transcription
- 9.40. Balbir Gill (voir 10.185)
- 9.41. Martha Bond
 - 9.41.1. Document complémentaire
 - 9.41.2. Transcription
- 9.42. Ann Beer
 - 9.42.1. Document complémentaire
 - 9.42.2. Transcription
- 9.43. Les immeubles de l'Équerre
 - 9.43.1. Présentation
 - 9.43.2. Transcription
- 9.44. Programmes Coyote
 - 9.44.1. Transcription
- 9.45. Sierra Club Québec
 - 9.45.1. Transcription
- 9.46. Donald Hobus
 - 9.46.1. Présentation
 - 9.46.2. Transcription
 - 9.46.3. Document complémentaire #1
 - 9.46.4. Document complémentaire #2
 - 9.46.5. Document complémentaire #3
 - 9.46.6. Document complémentaire #4
- 9.47. Le Club Environnemental de l'École Secondaire Herzliah
 - 9.47.1. Transcription
- 9.48. Pierre Marcoux
 - 9.48.1. Présentation
 - 9.48.2. Transcription
- 9.49. Michael Labelle
 - 9.49.1. Transcription
- 9.50. Développement Quartier de l'Ouest
 - 9.50.1. Présentation
 - 9.50.2. Transcription
- 9.51. Shaen Johnston
 - 9.51.1. Transcription
- 9.52. Développement Pierrefonds inc. (voir 10.186)
- 9.53. Gary Spiller
 - 9.53.1. Présentation
 - 9.53.2. Document complémentaire
 - 9.53.3. Transcription
- 9.54. Lorraine Land (voir 10.187)
- 9.55. Xavier Mondor (voir 10.188)
- 9.56. Janice Macdonell
 - 9.56.1. Transcription
- 9.57. Daniel Boulerice
 - 9.57.1. Transcription
- 9.58. CDGU inc.
 - 9.58.1. Présentation
 - 9.58.2. Transcription
- 9.59. Gridev inc. (voir 10.189)
- 9.60. Carole Tétreault
 - 9.60.1. Présentation
 - 9.60.2. Document complémentaire #1
 - 9.60.3. Transcription
- 9.61. Imagine Lachine Est
 - 9.61.1. Présentation
 - 9.61.2. Transcription
- 9.62. Vrai changement pour Montréal
 - 9.62.1. Document complémentaire
 - 9.62.2. Transcription
- 9.63. Jochen Jaeger
 - 9.63.1. Présentation
 - 9.63.2. Document complémentaire
 - 9.63.3. Transcription
- 9.64. Projet Montréal
 - 9.64.1. Présentation
 - 9.64.2. Transcription
- 9.65. Michelle Lahaie
 - 9.65.1. Transcription
- 9.66. Stéphanie Émond
 - 9.66.1. Document complémentaire
 - 9.66.2. Transcription
- 9.67. Groupe de recherche appliquée en macroécologie (GRAME)
 - 9.67.1. Transcription
- 9.68. Veronica Crespo
 - 9.68.1. Document complémentaire #1
 - 9.68.2. Document complémentaire #2
 - 9.68.3. Transcription
- 9.69. Montréal pour tous
 - 9.69.1. Présentation
 - 9.69.2. Transcription
- 9.70. Lucia Kowaluk
 - 9.70.1. Document complémentaire #1

- <http://montrealgazette.com/news/local-news/opinion-build-more-housing-in-the-citys-centre-not-on-pierrefonds-meadows>
- 9.70.2. Document complémentaire #2
<https://www.pressreader.com/canada/montreal-gazette/20170425/281711204536596>
- 9.70.3. Document complémentaire #3
<https://www.pressreader.com/canada/montreal-gazette/20150225/281861526954418/TextView>
- 9.70.4. Document complémentaire #4
<https://www.pressreader.com/canada/montreal-gazette/20170504/281625305207990>
- 9.70.5. Transcription
- 9.71. Carole Reed
9.71.1. Transcription
- 9.72. Lewis Poulin
9.72.1. Présentation
9.72.2. Transcription
- 9.73. Greg Wildman
9.73.1. Transcription
- 9.74. Kathleen Harrigan
9.74.1. Transcription
- 9.75. Jennifer Guimond
9.75.1. Transcription
- 9.76. Jérôme Dupras
9.76.1. Présentation
9.76.2. Transcription
- 9.77. Marie-Ève Roy
9.77.1. Présentation
9.77.2. Transcription

10. Opinions déposées sans présentation verbale

- 10.1. Keith Kinsala
- 10.2. Susan Blanchet
- 10.3. Valérie Serre
- 10.4. Johanne Lapierre
- 10.5. Lorena Morales
- 10.6. Lise Paquin Brunet
- 10.7. Richard Gregson
- 10.8. Ginette Rheault
- 10.9. Audrey Livernois
- 10.10. Lucie Loranger
- 10.11. Peter Graham
- 10.12. Pierre Morvan
- 10.13. Gadi Padan
- 10.14. Sandrine Ladouceur
- 10.15. Myriam Bourgault
- 10.16. Allan Sheff
- 10.17. Alain Rioux (voir 10.175)
- 10.18. François Prévost
- 10.19. Jesse De Luca
- 10.20. Amor Rezig
- 10.21. Elizabeth Sacca
- 10.22. Christina Saucier
- 10.23. Marianne Beaulne
- 10.24. Diana Paun
- 10.25. Thierry Choquette
- 10.26. Pascal Gagné
- 10.27. Florent Bégasse
- 10.28. Silvia Venturino
- 10.29. Trainsparence
- 10.30. Marie Bédard
- 10.31. Felix Lapierre
- 10.32. Dorinda Turcotte
- 10.33. Anne Zacharie
- 10.34. Janet Rhodes
- 10.35. Véronique Beniak
- 10.36. Maryse Brunet
- 10.37. Cymry Gomery
- 10.38. Bob Beaumont
- 10.39. Geneviève Rochette
- 10.40. Kevin Swail
- 10.41. Christiane Tremblay
- 10.42. Radka Losert
- 10.43. Robert L Emery
- 10.44. Patricia Larson Winston
- 10.45. Ada Pun
- 10.46. Pascale Blaise
- 10.47. Margo Pineau
- 10.48. Diane Chambers
- 10.49. Jody Freeman
- 10.50. Emma McLaughlin
- 10.51. Janet Clancy
- 10.52. Allan Rosenzweig
- 10.53. Andrée Deveault
- 10.54. Carolyn Price-Blue
- 10.55. Brenda Fewster
- 10.56. Barbara Goode
- 10.57. Bertha Small
- 10.58. Laura Leclerc
- 10.59. Ian Turner
- 10.60. Jacques Blaise
- 10.61. Patricia Philip
- 10.62. Emily Drysdale
- 10.63. Sandra McHugh
- 10.64. Helen Kohler

- | | |
|---|--|
| 10.65. Edith Boos | 10.115. Comité Vert du Collège Charlemagne |
| 10.66. Janice Hamilton | 10.116. Lise Rosenberger |
| 10.67. Francois Durocher | 10.117. Sharon Lim-Paul |
| 10.68. Dwight Smith | 10.118. Emilie Dubuisson |
| 10.69. Ricardo Gonzalez | 10.119. Rachel Racette |
| 10.70. Lynda Kelton | 10.120. Sauvons la falaise |
| 10.71. Krista Paznokaitis | 10.121. Robert J. Barnhurst |
| 10.72. Richard Masterton | 10.122. Birgitte Rump |
| 10.73. Chris Latchem | 10.123. Eric Enescu |
| 10.74. Claude Bélanger | 10.124. Christina Duvander |
| 10.75. Thérèse Romer | 10.125. Ryan Amarica |
| 10.76. Philip Rich | 10.126. Linda Jackson |
| 10.77. Mondher Landoulsi | 10.127. Nicholas Warren |
| 10.78. Hugo Sévigny | 10.128. Sandu Amarica |
| 10.79. Field Naturalists | 10.129. Anaïs Charbonneau-Poitras |
| 10.80. Lucy Fellowes | 10.130. Alex Ducic |
| 10.81. Gilles Paquin | 10.131. Claudio D'Angelo |
| 10.82. Tom Kingsbury | 10.132. Richard & Carolyn Hovey |
| 10.83. Karen Kingsbury | 10.133. Juste Rajaonson |
| 10.84. Pierre Luc Gariépy et Lisa Gertsman | 10.134. Arlene Marsh-Hackett |
| 10.85. Frederick Sheffer | 10.135. Katheryn Kastner |
| 10.86. Juliana Lisi | 10.136. Matthew Tozzi |
| 10.87. Catherine Forbes | 10.137. Shirley Ripka |
| 10.88. Michael Vanderlinden | 10.138. John Hackett |
| 10.89. Michael Fish | 10.139. James Mann |
| 10.90. Mary McCutcheon | 10.140. Sarah Amarica |
| 10.91. Coopérative de solidarité Transition
NDG | 10.141. Monique Levesque |
| 10.92. Christina McCallum | 10.142. Elena Benavides |
| 10.93. Martina Hoft | 10.143. Patricia Ann Spensley |
| 10.94. Mr & Mrs. O.J. Obukuro | 10.144. Gary Peddle & Myrna Sauza |
| 10.95. Marc Mercier | 10.145. Chris Adam |
| 10.96. Association des professionnels de la
construction et de l'habitation du
Québec (APCHQ) | 10.146. Jane Sorensen |
| 10.97. Elizabeth Cuthill | 10.147. Maxime Tremblay |
| 10.98. Deirdre King | 10.148. Christopher Isaac Larnder |
| 10.99. Heidi Steimer | 10.149. Diana-Maria Serban |
| 10.100. Veronica Wright | 10.150. Neil Whitehouse |
| 10.101. Carolyn Wright | 10.151. Gary Gervais |
| 10.102. Monique Chamailard | 10.152. Denise Campillo |
| 10.103. James Bond | 10.153. Laura Hackett |
| 10.104. Frédéric Laganière | 10.154. Chantal Jacques |
| 10.105. Charlotte Kelen | 10.155. UPA Outaouais-Laurentides |
| 10.106. Jessica Burpee | 10.156. Joceline Sanschagrin |
| 10.107. Catherine Averback | 10.157. Comité ZIP Jacques-Cartier |
| 10.108. Sarah Ménard | 10.158. Brenda Penak |
| 10.109. Janice Hamilton & Lucy Anglin | 10.159. Meghan Donaldson |
| 10.110. Luis Munoz | 10.160. Taw-Fah Yeung |
| 10.111. Teresa Glawdecki | 10.161. Corporation des entrepreneurs
généraux du Québec (CEGQ) |
| 10.112. Sharon Santoro | 10.162. Concertation Ouest-de-l'île (CODI) |
| 10.113. Jean-François Boisvert | 10.163. Louise Chenevert |
| 10.114. Jennifer Guimond | 10.164. Harvey L. Shepherd |
| | 10.165. Frances Olsen |
| | 10.166. Pat Borlace |

- 10.167. Lucia Marozzi
- 10.168. Eva-Marie Green
- 10.169. Kathleen Douglas
- 10.170. Amélie Boyer
- 10.171. Stéphane Pierre
- 10.172. Malcolm Johnson
- 10.173. Bird Protection Quebec
- 10.174. Christopher Zacharie
- 10.175. Alain Rioux
- 10.176. Dawn Upfold
- 10.177. Simon Boyer
- 10.178. Meagan MacKenzie
- 10.179. Martin Savard
- 10.180. Arpent
- 10.181. Ciel et Terre
- 10.182. Bruce F McKenzie
- 10.183. Jose Vanamerongen
- 10.184. Sandra Doig
- 10.185. Balbir Gill
- 10.186. Développement Pierrefonds inc.
- 10.187. Lorraine Land
- 10.188. Xavier Mondor
- 10.189. Gridev inc.
- 10.190. Vivre en Ville
- 10.191. Rosalie Laframboise

11. Opinions présentées en ligne

- 11.1. La vision proposée par la Ville
- 11.2. Le transport
- 11.3. Les services
- 11.4. Le patrimoine – aucune réponse reçue sur ce thème
- 11.5. Le logement
- 11.6. Les milieux naturels
- 11.7. Autres sujets

Annexe 3 – Abbreviations list

BAPE:	Bureau d’audiences publiques sur l’environnement
CDB:	Convention sur la diversité biologique
CDPQ:	Caisse de dépôt et placement du Québec
CMM:	Communauté métropolitaine de Montréal
CPTAQ:	Commission de protection du territoire agricole du Québec
LPTAA:	Loi sur la protection du territoire et des activités agricoles
MDDELCC:	Ministère du Développement durable, de l’Environnement et de la Lutte aux Changements climatiques
MTMDET:	Ministère des Transports, de la Mobilité durable et de l’Électrification des transports
OCPM:	Office de consultation publique de Montréal
PDZA:	Plan de développement de la zone agricole (<i>Agricultural Zone Development Plan</i>)
PIIA:	Plan d’implantation et d’intégration architecturale (<i>Planning and Architectural Integration Programs</i>)
PMAD:	Plan métropolitain d’aménagement et de développement
REM:	Réseau électrique métropolitain
SAD:	Schéma d’aménagement et de développement de l’agglomération de Montréal
SMVT:	Service de mise en valeur du territoire
SPP:	Special Planning Program
TOD:	« <i>Transit Oriented Development</i> »
UQO:	Université du Québec en Outaouais
ZAP:	Zone agricole permanente







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.



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