

 OFFICE  
DE CONSULTATION PUBLIQUE  
DE MONTRÉAL

# 2018

ANNUAL REPORT





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Legal deposit - Bibliothèque et archives nationales du Québec, 2019

Legal deposit - Library and Archives Canada, 2019

ISBN 978-2-924750-47-6 (Print)

ISBN 978-2-924750-50-6 (PDF)

Electronic version available at: [www.ocpm.qc.ca](http://www.ocpm.qc.ca)

Version française papier disponible sur demande

Version française PDF disponible sur le site Internet





Ms. Cathy Wong  
President of the City Council  
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Montréal (Québec)

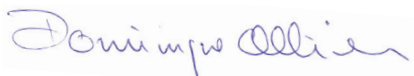
Madam President:

In keeping with the *Charter of Ville de Montréal* (R.S.Q., c. C-11.4), I am pleased to enclose the 2018 annual report of the Office de consultation publique de Montréal.

The report outlines the activities of the Office for the period of January 1 to December 31, 2018.

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

Yours sincerely,



Dominique Ollivier  
President of the Office de consultation publique de Montréal

May 1, 2019



## ACKNOWLEDGEMENTS

The Office de consultation publique de Montréal (OCPM) would like to thank all of its collaborators who contributed to the promotion of Office activities in 2018.

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

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

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



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## PRESIDENT'S MESSAGE

Montréal's democratic vitality continues to grow, as reflected in many of the projects led by the Office and other relevant players. The increased public interest in integrating elements of participatory democracy into governance tools, the popularization of various methods of online contribution, and the citizens' appropriation of devices such as the right of initiative provided for under the Montréal Charter of Rights and Responsibilities are but a few indicators of that growth. The people increasingly expect to be involved in defining changes that affect their living environment. At the same time, the municipal administration, from elected officials to public servants, seems increasingly open to citizens' involvement in City affairs. Calls for citizen contributions are on the rise.





Independent public consultation holds an enviable position among mechanisms giving citizens a voice. With its reputation as a neutral independent body attuned to the needs of all parties interested in development projects under public examination, the Office continues to enjoy a greater level of trust from citizens and elected officials regarding major issues in Montréal. The large number of files entrusted to us and the record number of participations documented over the past few years attest to it.

However, beyond those wonderful successes, the year that just ended seems to herald an important new step in the development of the Office, which will have a significant effect on the organization.

### **Recognizing the evolution of Office mandates and methods**

In addition to the increased number of mandates over the past year, we also observed a significant change in the type of mandates entrusted to us. While in its first years of existence the Office intervened primarily in the case of real estate projects, it now increasingly receives mandates pertaining to land-use planning and public policy, which are carried out upstream of the decision-making process and aim to identify needs, a vision, and orientations. That type of consultation calls for the establishment of practices decidedly more complex than simple information sessions followed by presentations of briefs. They require more resources and more time, as it is often necessary, in the absence of concrete projects, to deploy an arsenal of tools to explain the issues involved, generate consensuses, and get people involved by meeting them in their own living environment.



In its first years of existence the Office intervened primarily in the case of real estate projects, it now increasingly receives mandates pertaining to land-use planning and public policy, which are carried out upstream of the decision-making process and aim to identify needs, a vision, and orientations.



Moreover, experience has taught us that the documentation accompanying that type of mandate is often incomplete. In order for those consultations to be fully productive and to generate constructive suggestions, a major course of reflection is required to determine the type and amount of documentation that must accompany them and to ensure that the consultation itself arrives at the right moment in the decision-making process.

We must also give technological evolution its due. It is increasingly leading us to virtual spaces to visualize projects, initiate discussions, and take the pulse of the population on specific subjects. It is also responsible for a good part of the increased participation observed this year. At the same time, we must acknowledge the fact that virtual participation leads to increased real-time participation. The number of participants in the information sessions and the average number of opinions presented to the commissions have also experienced strong growth since the advent of virtual spaces in the consultation process.

In 2014, during the Wikicity event initiated by the OCPM in cooperation with the Bureau d'audience publique sur l'environnement, we caught a glimpse of the potential of digital means to inform a larger number of people. However, it was more difficult for us at the time to identify the elements required for a good public debate using digital means. Four years later, our various activities have led us to redefine the traditional division of skills between experts and citizens. By creating opportunities for learning, education and information, the use of digital tools adds a new dimension to citizen participation. Despite a certain immediacy, they reveal an increasingly precious use-based knowledge. We are faced with the fact that our paradigm has changed, and that the issues raised no longer involve countering the risk of going adrift, propaganda or misinformation during a consultation, but rather putting to good use a vibrant citizen energy that is now equipped to contribute, to intervene at the design stages of projects and even, ultimately, to co-create them. That leads us to rethink the sequence of the consultation process and to redefine the way that information it brings to light enriches the report.





Another new development is that three mandates entrusted to the Office over the past year have been the result of citizens' interventions under the right of initiative. In the first instance (the removal of private-vehicle through-traffic on Camilien-Houde Way and Remembrance Road), the petitioners agreed to withdraw their request and trust the mechanisms of the Office to evaluate the pilot project. That was an entirely new situation for us.

In the second case (Assomption-Sud/logistics park), the by-laws in force at the time - which have since been amended - did not allow recourse to the Office, despite strong demand on the part of citizens. The new project submitted for consultation therefore followed in the wake of two other consultation exercises already carried out by the borough, and posed a specific challenge in terms of consultation design. In the third case, dealing with issues of systemic racism and discrimination, almost 30,000 paper signatures were collected by petitioners. As the

City Council has recently amended the right of initiative by-law to allow the collection of electronic signatures, we can expect a significant increase in the number of those types of files and situations.

Lastly, it is important to note that all of the experiments involving participation without exclusion and the removal of obstacles to participation carried out by the Office over the past few years came to fruition in 2018. It is safe to say that the diversification of means of consultation has allowed us to reach a new tipping point in terms of participation. From an average of a few dozen participations at the time of our founding in 2002, we now have thousands of participants who are making their voices heard using the various tools available to them. That new norm creates enormous expectations and leads to comparisons among processes in a universe where citizens' participation in the decision-making process is an issue of variable geometry.





### **Allowing transparent public debate about our consultation mechanisms**

Montréal adopted its first public consultation policy in 2004. In January 2006, it also adopted the Montréal Charter of Rights and Responsibilities. The latter was revised in 2011 and is expected to be submitted for public consultation “from time to time” in order to be updated. Furthermore, the adoption by the Québec Government of Bill 122 in June 2017 obliges municipalities wishing to opt out of referendums to adopt a public consultation policy in conformity with the law. In view of all of the elements and evolutions presented above, it is time, in order to preserve openings to citizen participation, to further define consultation mechanisms available to Montrealers, to harmonize their application, and to better identify their ultimate goals.

The colloquium of the Institut des politiques alternatives de Montréal (IPAM) held in the fall of 2018 questioned Montréal elected officials responsible for participatory democracy on the subject and suggested, among other things, that the mandate of the OCPM be expanded to enable it to act throughout the existing territory of the Island of Montréal.

Furthermore, a number of speakers in various forums suggested that the OCPM should play a statutory role in the management of files affecting several of the agglomeration’s boroughs or cities and in the management of emblematic or strategic collectives (Old Montréal, downtown, Mount Royal, protected areas and sites, strategic policies, etc.).

We firmly believe that for participatory democracy to gain its full meaning, it must be entrenched in legislation making public consultations obligatory and better defining their framework.

Along the same lines, the OCPM has heard many invitations issued to the legislator to amend the law so that the various bodies on the island – in addition to the city council and executive committee, which are already authorized to do so – such as the agglomeration council, borough councils, and city councils of the reconstituted cities, have the authority to give us mandates to hold public consultations on matters that fall under their jurisdictions. To our minds, those matters need to be discussed.

## Consolidating our role of coaching

One of the mandates of the Office is to recommend regulations aiming to govern public consultations, regardless of the municipal players conducting them. Two years ago, the OCPM challenged itself to play a more prominent role in accompanying and serving as a resource for boroughs and departments with a view to improving participatory democracy practices. The approximately one hundred public servants we have trained to date in the challenges of consultation clearly demonstrate that boroughs are increasingly concerned with involving their citizens. We are also called upon by a growing number of central city departments to assist them in developing participatory processes. Moreover, those awareness-raising and training activities are included in more and more action plans, for example the 2018-2020 Montréal action plan on homelessness, and the one on social development.

When resources allow, the Office is happy to get involved in those types of activities. However, if the short- or medium-term goal was to perpetuate that kind of support, the work would need to be reorganized, as a consulting resource represents a particular work object requiring specific skills and follow-up.



By supporting citizen participation, we firmly believe that we help to develop the feeling of belonging of all citizens as well as their desire to become a positive active force for the evolution of our city.



## Following up on recommendations, an essential step of the consultation

In our 2008 annual report, we underscored the difficulty that citizens have in measuring the impact of their participation in Office consultations outside of the public reports of the OCPM, as well as their difficulty in tracing the actions of the administration following the submission of those reports.

Ten years later, the issue has yet to be resolved. To ensure that consultations are fair, equitable and productive for all parties concerned, we must ensure that retroaction becomes an intrinsic part of the consultation process. For the time being, the process is somewhat random and varies according to the departments or boroughs involved. Considering the importance of issues submitted to the Office in recent years, the more frequent recourse to upstream consultations, and the growing popularity of the rights of initiative, it is time to adopt an automatic response mechanism to the recommendations of the commissions. As we suggested in 2008, the mechanism could be something like what is provided for under the by-law regulating the right of initiative or what already exists for permanent commissions of the city council. In fact, when one of those commissions tables a report, the executive committee has a deadline for informing city council of the follow-up that will be carried out. That practice could inspire a procedure that also applies to the reports of the Office.

At the closing of 2018, which marked an increase in the pace of work and a diversification in the activities of the Office, I would like to reiterate our interest and enthusiasm in putting the expertise developed by the OCPM at the service of Montrealers. By supporting citizen participation, we firmly believe that we help to develop the feeling of belonging of all citizens as well as their desire to become a positive active force for the evolution of our city.

Sincerely,

Dominique Ollivier  
President





OFFICE  
DE CONSULTATION  
PUBLIQUE  
DE MONTRÉAL

Information pour les citoyens  
Plan de zonage

M. WAIS



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.



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





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

### Section 83

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

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

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

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





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

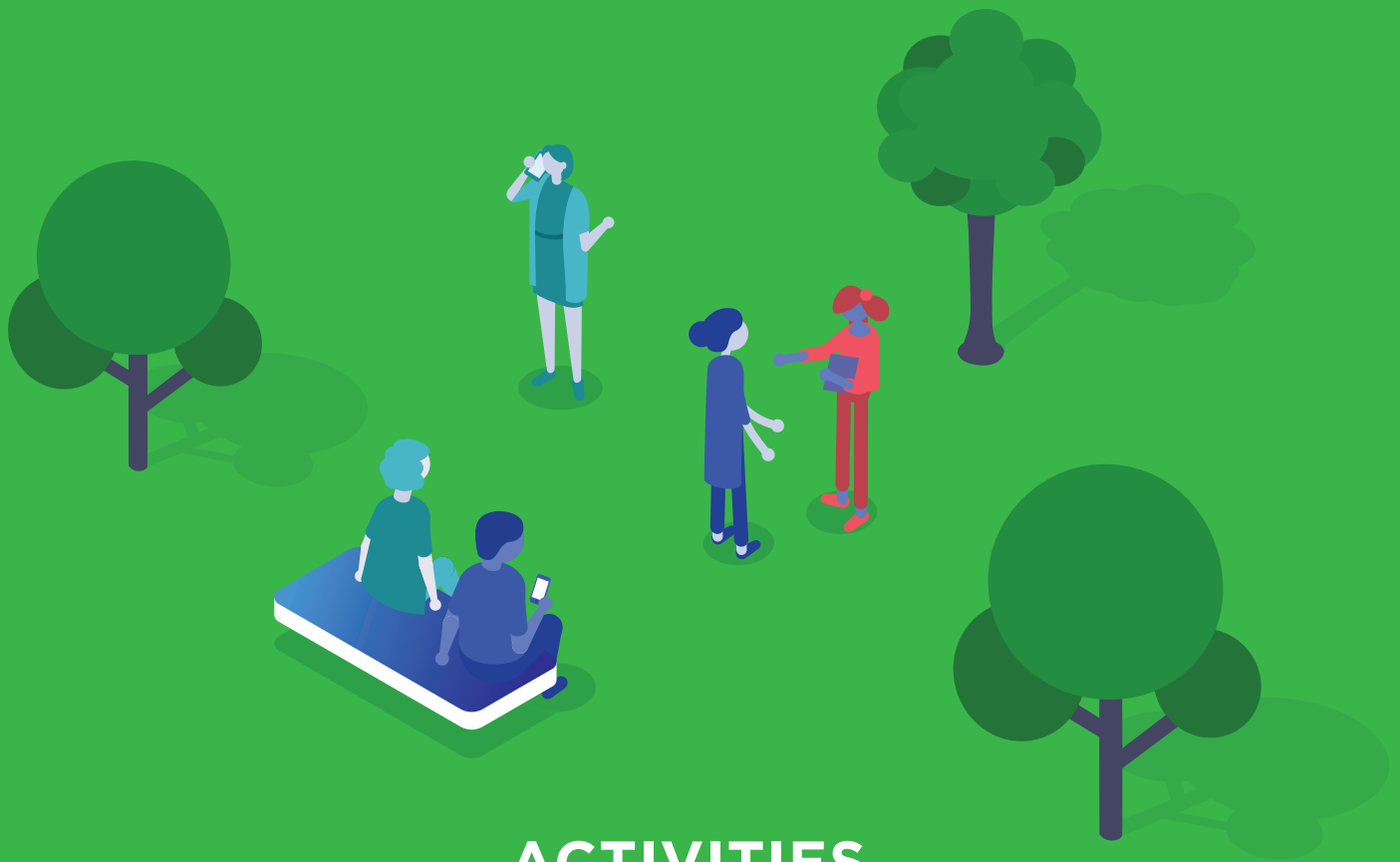
The same draft By-law, under its section 25, allows Montréal to amend, with a by-law and without any other formality, certain provisions of the “Règlement sur la construction, la transformation et l’occupation du Centre universitaire de santé McGill, sur un emplacement situé à l’est du boulevard Décarie,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

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

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

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

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



## ACTIVITIES

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



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

A large number of consultations were held in 2018, some involving the continuation of projects that began in 2017. One example is the public consultation on the Master Plan for parc Jean-Drapeau, which will end in 2019. That consultation is one of the most important for the Office in terms of participation. Citizens and organizations took advantage of the many opportunities provided to express their opinions about the area's current and future issues, with a view to drawing up a 2019-2029 management and development plan for the Société du parc Jean-Drapeau. Thousands of citizens and a good number of organizations took part in the consultation activities, either online or in person. The activities took various forms: public meetings; online questionnaires; and on-site presence of Office staff at events to take the pulse of park users. In total, the consultation registered over 7000 participations. The commission's report will be submitted in the winter of 2019.







Many of the consultation projects entrusted to us are extremely important and complex. A good example is the project involving through-traffic on Mount Royal. The mandate we received was twofold: an evaluation of the pilot project to remove private-vehicle through-traffic along Camillien-Houde Way and Remembrance Road; and the development of a vision for the future of those access road to Mount Royal Park.

The file is unique in many respects. Firstly, we received the mandate in a context where citizens had already undertaken a process under the Right of initiative. The City Clerk had announced the admissibility of the citizens' request when the Office was given the mandate. One of the first things it did was to set up a meeting with the petitioners to familiarize them with the process and procedures followed by the Office for that kind of project. In that context, the petitioners set aside their initial process to take part in the consultation that was just beginning. The other unusual element of the consultation is that it dealt with an evaluation process and that it was carried out before, during and after the pilot project, which was a new situation for the Office.



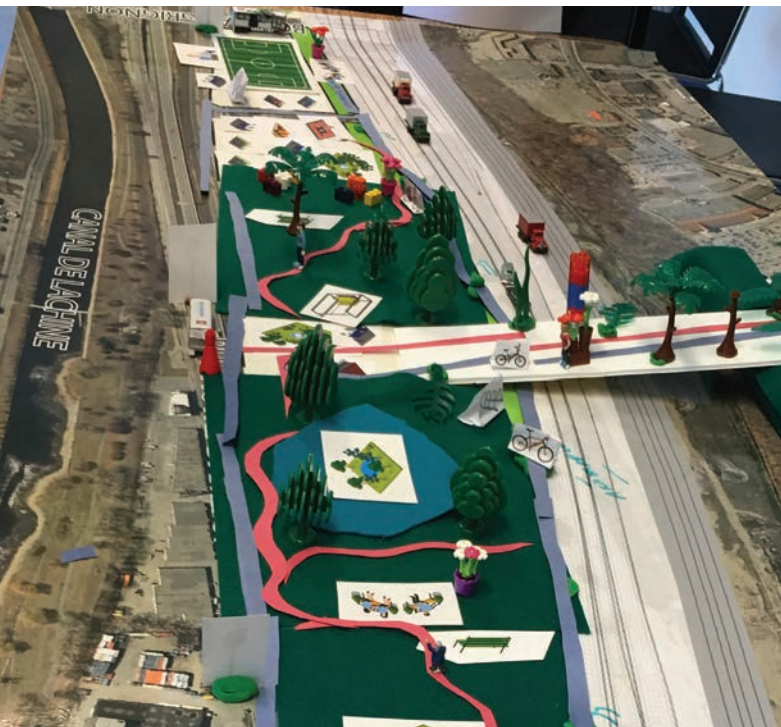
Numerous activities were held throughout the pilot project, some on the site itself, others taking the form of discussion workshops in boroughs surrounding the mountain. Exceptionally, a meeting was also held for residents of the City of Westmount. Digital tools were also used, notably questionnaires and an online consultation platform. Those means of participating in the consultation were very well received. The questionnaires were filled out by 6715 people, while the online consultation platform led to the creation of 2210 profiles generating more than 4000 contributions (votes or arguments) on the 20 proposals put forth by the City, or on the 103 new suggestions made by citizens. During the hearing-of-opinions period, the commission received over 680 opinions, orally or in writing. Furthermore, some 1200 opinions were expressed online. In total, there were more than 13,000 participations in the consultation, for which the report will be submitted in the spring of 2019. Those figures make this the consultation that has attracted the greatest citizen participation in the history of the Office.



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We also carried out mandates focusing on planning for some areas, including two main ones. The first dealt with the creation of a large nature park in the Turcot and Saint-Jacques escarpment sector, and the second with a redevelopment project for McGill College Avenue, downtown.

In the case of the nature park, the commission held an information session followed by four creative workshops. The workshops led to the elaboration of almost a dozen development scenarios envisioned by citizens. Those proposals were the subject of a presentation during an evening reviewing the consultation. Later, the hearing-of-opinions phase allowed the submission of some 60 contributions from citizens. Lastly, an online questionnaire and the opportunity to submit mini-briefs online allowed the contribution of over 600 more citizens and groups. In total, there were over 1500 participations for this consultation, for which the report will be submitted in the winter of 2019.



As to the redevelopment project for McGill College Avenue, the consultation took several forms. It began with two information evenings, the first presenting the City's plans, and the second offering complementary presentations. The Office also organized a series of on-site animation activities by closing off part of the street. Moreover, the Office was on site with a scale model and animation material, in the entrance halls of a number of the office buildings lining the avenue and in the surrounding area. That on-site presence aimed to gather opinions from the primary users of McGill College Avenue, i.e. the people who work in the office towers along the avenue. Those activities reached



a broad spectrum of the people concerned. In total, almost 1500 participations were compiled for the consultation, two-thirds of which took place online, either by viewing information sessions, responding to the online questionnaire, or contributing an opinion online on the Office Web site. The report was submitted in February 2019.

Some of the consultation mandates received in 2018 will only be carried out in 2019, although the preparatory work for those files was done this year. Such is the case for the upstream process that will lead to the adoption of a Special Planning Program (SPP) in the Faubourgs area of the borough of Ville-Marie. It is a consultation to be held throughout a vast territory of the borough of Ville-Marie and involving multiple problems. The territory that is the focus of the consultation stretches east from Saint-Hubert Street to Fullum Street, and south from Sherbrooke Street all the way to the St. Lawrence River. It already comprises very densely constructed areas, but also areas to be redeveloped, such as the Molson/Coors plant, the Radio-Canada site, and the Porte Sainte-Marie sector. The main part of the consultation will be held in the first half of 2019.

The consultation file on the Lachine-Est sector follows a similar path. It also involves a vast sector, but one that is almost entirely to be developed. It is also one of the last of that kind remaining in proximity to downtown. There again, the public consultation activities will be held in the first half of 2019.

That is also the case for the vast upcoming consultation on systemic racism and discrimination, stemming from a right of initiative exercised over the summer. In that case, a pre-consultation with 16 of the 19 boroughs was held in the latter part of 2018. The exercise allowed the commission to meet with City executives and employees, and with relevant partners in the community. A number of themes were addressed during those meetings, including issues of governance, social development, housing, employment, and the fight against poverty. The major part of the consultation will be held in the first half of the coming year.







The situation is a little different in the case of the consultation for the sector of l'Assomption-Sud, where the initial mandate we received was revoked over the course of the year to be replaced by another version over the summer. We received the basic document required to launch the consultation from the City departments responsible for the file in January 2019.

Lastly, we received only one mandate pertaining to a by-law this year, under section 89 of the Charter. It involved a repurposing and conversion project for the mother house of the Sisters of St. Anne, in the borough of Lachine.



Everyone applauded the Sisters' exceptional gift to the community, and the project was fairly well received.

The project submitted for consultation called for the construction of a new on-site residence for the Sisters, and of a new wing onto the existing buildings. The height of the two new constructions would not exceed that of the current buildings. Some 450 residential units would be added, including 150 for the Sisters and 240 for seniors ages 75 and over or with loss of autonomy. The plan also provides for keeping and rehabilitating the chaplain's house, converting the chapel into a multi-functional room available to the public, enlarging the parking lot along Esther-Blondin Street, creating office space, maintaining and enhancing existing green spaces, and developing a public park on the site.

The public consultation addressed a draft by-law authorizing the demolition, construction, transformation and occupation of buildings for residential purposes on the land of the mother house of the Sisters of St. Anne. The project required a number of variances from the zoning by-law of the borough of Lachine, notably in terms of maximum number of storeys and parking ratio.





More than 200 people attended or participated in the information and hearing-of-opinions sessions. The entire information session was viewed and followed, on a live or recorded webcast, by more than 500 people, in addition to those present in the hall. The commission received 16 written contributions, nine of which we also presented orally, as well as an oral presentation without the filing of a brief.

Everyone applauded the Sisters' exceptional gift to the community, and the project was fairly well received. However, the participants expressed reservations regarding some aspects of the project, pointed out important issues, and proposed changes.

While it recommends that the project be favourably received, the commission believes that several amendments to the draft by-law are required, notably to protect the important heritage involved, to ensure that the intentions of the Congregation are respected, to promote the project's insertion into its environment, especially its interaction with the Duff Court sector, a precarious, closed off area, and to increase its financial viability by examining densification hypotheses for the site. In the eyes of the commission, those changes are essential in order to address the issues raised during the consultation and to increase the quality of life throughout the area.



Furthermore, the Office organized and held a number of events, including public consultation training addressed to professional civil servants from the boroughs and central departments. The training was provided within the framework of the activities of the Comité mixte de développement professionnel (CMDP), under the joint responsibility of the union of professionals and the Direction des ressources humaines. Some 60 participants benefited from the training. We have begun a public consultation training cycle for elected officials, as we do after every general election. The first session was held in December 2018, in cooperation with the Ombudsman's office, and two others were held in February 2019.

The Office also continued its participation in an operation to promote the City's consultation practices, organized by the Bureau de la présidence du conseil municipal. The activity, known as the "Caravane de la démocratie," allows

citizens from a neighbourhood to learn about the City's public consultation mechanisms and to talk with the people in charge. In addition to the Office, the caravan includes a number of other members, such as the Ombudsman, advisory councils, and council commissions.

In closing, it should be noted that one mandate is still pending. It involves a consultation on the report of the interdepartmental committee on the use of surplus buildings of the university health centres of the Université de Montréal (CHUM) and McGill University (MUHC). In the absence of the document that is to be the subject of the consultation, no action has been taken regarding the mandate, which was entrusted to the Office by the executive committee in September 2013.







In total this year, we counted 24,000 participations in Office activities, either by attending consultations, asking questions, filing briefs, or participating using the digital tools increasingly employed by the Office.





## COMMUNICATIONS

The year 2018 was one of atypical consultations and major participation successes. Although the spectacular increase in participation is attributable to the ever growing number of ways to participate on line, it was also clearly apparent that increased online participation contributed to increased in-person participation. As online participation also promotes the reception of e mails, the Office saw its distribution list double in one year, reaching almost 6000 people subscribed to our newsletters.



The year 2018 brought us unprecedented, atypical consultation mandates, requiring us to devise different communication strategies. In order to conduct two major metropolitan consultations of unusually long duration, we developed strategies aimed at maintaining people's commitment over time.

While the consultation processes had been developed to create synergy between in-person events and online tools, they required the support of sustained information and feedback campaigns. To that end, lists of interested people were drawn up during the implementation of those processes, through the use of various digital and organic means. Later on, those people received invitations to participate in the various phases of the consultation, in addition to receiving regular updates of available information.

In the case of more traditional consultations (fewer steps and more limited timeframe) social networks are generally the main channels of communication to identify citizens interested in the issues, inform them of the consultation, and encourage them to participate. The social networks allow us to reach citizens directly, to generate commitment, and to recommend

short-term action, such as attending an event or contributing on line.

This year, the nature of the mandates, and especially their duration, forced us to develop more complex strategies. Firstly, to cut back on costs, we reserved advertising for direct action (reserving one's place at an event, answering an online questionnaire, etc.), and for targeting new interested persons, focusing on the transmission of regular newsletters (emails) to provide continuous updates on the progression of the file and to maintain the commitment of interested citizens.

The complexity of the files we handled, and the development of best practices in terms of using online questionnaires to complement more traditional consultation activities, led us to develop shorter questionnaires, with better targeted subjects. Our work in 2018 therefore involved a greater number of short thematic questionnaires disseminated at various times during the process. For example, the consultation on the future of parc Jean-Drapeau involved five of them: an introductory questionnaire, followed by four thematic questionnaires. The fine-tuning of our methods, best practices that inspire us and to which we contribute through the various





iterations of our own strategies, allow us to achieve completion rates very often higher than 95%. With that type of questionnaire, one out of every two respondents usually agrees to receive our newsletters post participation.

In 2018, the Office also published a public notice in a daily newspaper and issued 16 press releases and media invitations. Also, for every public consultation, an advertising campaign was conducted on Facebook. In addition to the notices, the Office sends out, as required, invitations directly to citizens and organizations concerned with the ongoing consultation project. Usually, the Office distributes an information flyer announcing the consultation to the people affected by a given project. Depending on the consultation, the distribution may cover from 1500 to 68,000 homes. Last year, more than 70,000 flyers were distributed in areas neighbouring projects that were the subject of a consultation. Flyers and posters were also distributed to concerned organizations and posters were put up on sites at parc Jean-Drapeau and on Mount Royal.

The Office makes sustained use of social networks to promote its activities with Montrealers. We regularly use Facebook, Twitter, Instagram, LinkedIn, YouTube and Flickr.

Facebook remains our most dynamic community and effective means to interact with Montrealers, inform them, and encourage their participation.

The advertising tools it provides, including ads on Instagram, allow us to precisely target citizens concerned with the subjects of our consultations. We ended 2018 with 9251 subscribers to our Facebook page, and some 25,000 people interacted with our page this year, while the total reach of our publications was over 732,000, i.e. the number of people who saw content associated with our page (the last two figures compile unique users/day).

### **Full webcasts of information sessions: an innovation creating a wave of satisfaction**

This year, we opted for professional webcasting that allows us to transmit information sessions, including the public question period, on Facebook and the Office Web site and, since the end of the year, on Twitter/Periscope. We had been broadcasting all the presentations made in information sessions since 2017, but many citizens were asking that we also show the question periods. We have received many communications from Montrealers expressing their satisfaction on that subject. We have learned through experience that allowing people to follow meetings on line does not empty the consultation halls (this was a concern for many), but rather encourages more people to participate. The viewing statistics for 2018 are telling: almost all of the events were full. Although it remains necessary to attend the meetings in person to participate in discussions, allowing people to watch live or recorded

webcasts of information evenings clearly allows us to reach a greater number of citizens. In 2018, live and recorded webcasts of our information sessions had 4369 views, compared with 2077 in 2017. Video archives of those presentations are also available on Facebook and on our YouTube channel.

## Web site

This year, the Office Web site continued to grow at the sustained pace of the consultations, as the number of visits and mass of documentation markedly increased. More than 45,000 visitors consulted the site's pages, with a large majority (about 84%) being new visitors on our platform.

With the diversification of its consultation methods, the Office strove to transform the presentation of its message and activities when mandates called for a more complex process.

For example, the consultation on the future of parc Jean-Drapeau was handled differently than others in terms of Web usage. With a view to presenting the information clearly and concisely, the Office developed **parcjeandrapeau2028.com**, a site providing information on the consultation and relevant process in an attractive illustrated format, on a single page. Since its launch, the site has received 2350 visits.

For the consultation on Mount Royal access roads, we used a cooperative platform driven by Cap Collectif to support discussions among participants and the development of opinions. More than 2200 profiles were created and over 4000 contributions collected. The site **acces-mont-royal.com**, which provided access to the online consultation platform, was visited by almost 9500 unique users over the year. It was the second time that the OCPM used the Cap Collectif participatory tool; the first was during the consultation on reducing Montrealers' dependence on fossil fuels, in 2015-2016. The major advantages of that type of cooperative tool is that it allows direct interaction between citizens and that the evolution of the debate is completely transparent, in real time, which, in tense situations, helps to develop the participants' trust in the process.

This year, the opportunity to express one's opinion on line during the hearing-of-opinions phase was extended to the consultations as a whole. New functional capabilities have been developed for the site to facilitate the posting of thematic forms and the publication of contributions.

We ended the year with the launch of a second dedicated site, **faubourgs.ocpm.qc.ca**, to initiate the consultation on the Faubourgs area. If the site follows the model developed for the consultation on the future of parc Jean-Drapeau, it will include an original interactive map presenting 13 areas for which a detailed record prepared by the borough is provided.

Lastly, the Office is maintaining its efforts to improve access to its Web tools, their user-friendliness, and their capacity to adapt to various mobile devices. In 2018, preparatory work began for the new version of the official site. The objective is to release it sometime in 2019.

# 2018 IN NUMBERS



MORE THAN

**24,450**

**PARTICIPATIONS IN A  
CONSULTATION ACTIVITY**  
in person or on line



**2,225**

**OPINIONS PRESENTED  
TO THE COMMISSIONS**

(oral and written, expressed on  
our site or by filing a brief)







**45,000**

**VISITORS TO  
THE WEB SITE**



**MORE THAN**

**6,000**

**CITIZENS AND  
ORGANIZATIONS  
SUBSCRIBED  
TO OUR  
NEWSLETTERS**

**4,369**

**VIEWS**

**of live or recorded webcasts  
of information sessions**







## OVERALL PARTICIPATIONS IN 2018

<b>PARTICIPATION 2018</b>	<b>TRADITIONAL</b> (in person + filing of brief)	<b>ONLINE</b>	<b>TOTAL</b>
<b>Sisters of St. Anne</b>	201	632	833
<b>Parc Jean-Drapeau</b>	1,716	5,409	7,125
<b>Mount Royal access roads</b>	1,555	11,641	13,196
<b>Turcot nature park</b>	375	1,149	1,524
<b>McGill College</b>	391	1,105	1,496
<b>Systemic racism and discrimination</b>	315	0	315
<b>TOTAL</b>	<b>4,553</b>	<b>19,936</b>	<b>24,489</b>





## OUTREACH

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





Over the course of the year, locally and throughout Québec, the Office is asked to present its role and activities to various groups. Firstly, to the Commission de la présidence du conseil municipal, before which the president of the Office presents the report of activities and discusses the work and future orientations of the OCPM with the members of the commission. Meetings were also held with a wide variety of groups: students, groups of citizens interested in public consultation, in a number of boroughs, and groups from other organizations, such as the delegation we hosted from the City Council of Chambéry, in France.

In that category, we should mention the presence of our president as keynote speaker at the Forum sur l'acceptabilité sociale organized in Québec City by the citizens' organization "votepour.ca." She was also a member of a panel at the event.

We should also mention the half-day of training given by the president on communication and the fight against exclusion to the staff and commissioners of the BAPE and, on the same occasion, a meeting with the people in charge of public consultation for the Ville de Québec.

Also notable is the participation of the Office and its president in the Deuxièmes rencontres nationales de la participation, in Lille, France, where she participated in a workshop organized by the International Observatory on Participatory Democracy (IOPD), presenting the best practices of the Office. Moreover, the trip provided opportunities to meet with our partners of the Organisation for Economic Co-operation and Development (OECD), and with the council of Loos-en-Gohelle, a community in the north of France that has adopted very innovative citizen participation practices. Our co-operation with the OECD continued this year with the president's participation in one mission to Jordan and Egypt, and another to Morocco.

A visit and meetings between the president and the people in charge at ENDA-Africa were held in Dakar to discuss new developments in citizen participation in Africa. Those exchanges were held within the context of the meeting of ENDA directors for West Africa. ENDA is also the Africa regional headquarters of the International Observatory on Participatory Democracy, of which the Office is a member. The Office has maintained contacts with ENDA-Africa and its director, Mr. Bachir Kanouté, for many years.





In the winter, we received a visit from Mr. Frédéric Janssens, secretary general of the Walloon parliament. The meeting led to other opportunities over the course of the following months. The president of the Office was invited to sit on a panel held at the Walloon parliament in Namur as part of a meeting of the association of the regional parliaments of Europe. The association brings together 73 regional parliaments from throughout Europe.



The year 2018 was one of sustained communication with the Haitian municipal community. Firstly, in the month of March, the secretary general gave a presentation on the Office to a Haitian delegation of elected officials who were visiting Canada as part of the Municipal Cooperation Program established by the Canadian Federation of Municipalities (CFM), the Union des municipalités du Québec (UMQ), and the Ville de Montréal. The goal of the mission was to offer participants opportunities to learn the Canadian approach and, more specifically, the Québec approach to leadership and good governance.

Later, we received a visit from Mr. Emmanuel Mareus, who is in charge of communications for the Communauté des municipalités de la Région des Palmes. The meeting culminated in a training mission to Haiti by Office associate Guy Grenier, also carried out under the Cooperation Program of the CFM, UMQ and the Ville de Montréal. The training initiative, attended by communication officers and civil society groups, dealt with good practices in matters pertaining to public consultation and citizen participation.



We hosted in our offices a citizens' consultation organized by the French Consulate General in Montréal within the framework of president Macron's vast consultation on *Refounding Europe*. The consultation was inspired by the tools we had developed for the Vert Montréal project.

We also welcomed Mr. Roberto Maia, director of the bureau of coordination and promotion of LGBT+ rights and racial equality for the City of Joao Pessoa, Paraiba, Brazil. Within the framework of our theme "participation without exclusion," we held discussions with Mr. Maia and organized meetings for him with the people responsible for those files at the City of Montréal and with the main organizations of Montréal's LGBT+ community.

This year, we continued our important collaboration with MTElles, a project initiated by Concertation Montréal. In partnership with the Coalition montréalaise des Tables de quartier and Relais-femmes, MTElles supports the implementation of innovative practices within the borough councils, city councils (Montréal agglomeration), Montréal consultative bodies, and Tables de quartier. The aim is to promote the equal participation in democratic and community life of women of various origins and from all social and economic backgrounds. The initiative, launched in 2017, will continue over the coming years.

The Office also provides a presence at various international forums focusing on issues of participatory democracy. The most important of those forums is the International Observatory on Participatory Democracy, the IOPD. The Office has been a member of the network for many years. In 2018, the Office participated in the 18<sup>th</sup> conference of the IOPD, held in Barcelona, where it released the Minutes of the 17<sup>th</sup> Conference, held in Montréal in June 2017. The Office was also in charge of a workshop with a panel focusing on participation without exclusion. On that occasion, the president presented the main advances of the OCPM in that area. Mr. Roberto Maia, our colleague from Joao Pessoa, who visited us this year, also sat on the panel and outlined the activities organized by his city to fight the exclusion of LGBT+ communities,

as did Mr. Sébastien Keiff, a specialist in the development of co-constructed territorial observation and animation systems. Since 2008, he has integrated the Mission Agenda 21 of the Conseil départemental de la Gironde as the person in charge of citizen participation and the evaluation of public policies. He is also a member of the network Together International, and a SPIRAL animator: a rising construction process of programs of co-responsibility for the well-being of all. The panel was brilliantly moderated by Ms. Danaé Moyano Rodriguez of the Commission nationale du débat public, the CNDP.

Lastly, in addition to sitting on a panel during the IOPD Conference, where he presented the Office, the secretary general of the Office participated in the *Ciudades Democráticas*, a conference held in Madrid focusing on the opportunities that technology provides to promote citizen participation.





# BUDGET

The following is a breakdown by major category:

2018

Remuneration	\$870,000
Employee benefits	\$140,000
Transportation and communications	\$130,000
Professional and administrative services	\$950,000
Rent and maintenance	\$340,000
Non-durable goods	\$40,000
	<hr/>
<b>TOTAL</b>	<b>\$2,470,000</b>





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

In 2018, the number of mandates received and the scale of the various activities of the Office resulted in the funds allocated at the beginning of the year in the annual City budget being insufficient to carry out all of the mandates.

Consequently, the executive committee granted the Office additional credits of \$650,000, as provided for under section 82 of the Charter of Ville de Montréal. It is the second time since 2013 that additional credits were required during the course of the year, but the sixth time in the history of the Office. However, a number of consultation projects were not carried out in 2018 owing to delays in the production of basic documents by the City. Consequently, a significant portion of the additional credits was not used.

# APPENDIX



# APPENDIX I

## BIOGRAPHICAL NOTES



**DOMINIQUE OLLIVIER**  
**President**

Dominique Ollivier studied engineering and has a Master's in Public Administration from the École nationale d'administration publique. She has over 25 years of project, organizational and communications management experience.

She also held various positions in social organizations and Québec ministers' offices (1995-2001), and with the office of the Bloc québécois leader in Ottawa (2001-2006), before assuming the general management of the Institut de coopération pour l'éducation des adultes (ICEA), from 2006 to 2011.

Armed with this varied experience, Ms. Ollivier founded, in March 2011, the consulting firm Ki3, specializing in strategic communication, research and evaluation, notably in the areas of social transformation and open government.

Ms. Ollivier's career is also marked with volunteer work in numerous national and international community organizations, and frequent participation on social development and cultural juries.

She has written many texts and memoranda dealing with issues of cultural diversity, civic participation and adult education, as well as numerous articles published in various magazines and newspapers.

She was an *ad hoc* commissioner with the OCPM from February 2009 until September 15, 2014, when she was appointed as its president.



## **PART-TIME OR AD HOC COMMISSIONERS IN 2018**



**MARYSE ALCINDOR**  
Commissioner

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

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



**PRISCILLA ANANIAN**  
Commissioner

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

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



**ISABELLE BEAULIEU**  
Commissioner

Isabelle Beaulieu has a Doctorate in Political Science from the Université de Montréal, as well as many years' experience in strategic consulting and conducting studies. Her professional and academic career is rich and varied: author, professor, lecturer and director of studies, she taught at the political science department of the Université de Montréal from 2001 to 2006. She was also a member of Québec's Conseil supérieur de la langue française from 2002 to 2007.

Ms. Beaulieu has solid professional experience at the international level; from 1995 to 1999, she was director of studies for the firm of Taylor Nelson Sofres, in Kuala Lumpur, Malaysia. More recently, she worked in the United States where she was Director of the Québec Bureau in Washington.

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



**MOUNIA BENALIL**  
Commissioner

Mounia Benalil holds a Doctorate in Intercultural Studies and Post-Colonial Theories from the University of British Columbia. She has carried out many studies subsidized by the Fonds de recherche du Québec - Société et culture, the Social Sciences and Humanities Research Council of Canada, and the Secrétariat aux affaires intergouvernementales canadiennes on contemporary issues related to living together and interculturalism. She has also written a number of scientific publications.

Her main focus is the interface between research and public action in the field of social sciences. She is also interested in the application of knowledge to social issues through action research and the evaluation of impacts and legal and political considerations on projects. That implies the mobilization and continuous transfer of knowledge. She has been a business volunteer for several non-profit organizations and has also worked with a number of civil society players in conducting structuring projects for the community, players from Status of Women Canada, the Conférence régionale des élus de Montréal (Concertation Montréal), and the Ville de Montréal.



**BRUNO BERGERON**  
Commissioner

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

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

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

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



**BRUNO-SERGE BOUCHER**  
Commissioner

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

From 2008 to 2015, he worked for the Fédération des chambres de commerce du Québec, where he served as vice-president of communications, network support and training. In that position, he was responsible for the governance, operation and mobilization of a network of almost 150 chambers of commerce, and of the professional development program for employees. In 2015 and 2016, he became Senior Program Manager for the National Democratic Institute, in Rabat, Morocco. After working as a consultant and trainer for a few years, he is now Director of Communications at Aéro Montréal, Québec's aerospace cluster.





**NICOLE BRODEUR**  
Commissioner

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

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

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

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

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



**JEAN BURTON**  
Commissioner

Jean Burton holds a Ph.D. in biological science from the Université de Montréal, and has vast environmental experience as a scientific consultant and planner.

From December 2003 to June 2007, he worked for the Canadian International Development Agency (in detachment) as Canadian consultant to an initiative in the Niger river basin. From 1989 to 2003, he acted as scientific consultant, planner and coordinator, and assistant to the director of the Environment Canada St. Lawrence Centre, where he was co-chair of the State of the St. Lawrence Monitoring Advisory Committee. In 1999, he was responsible for Canadian participation in the Citizen's House, at the Second World Water Forum in The Hague. Mr. Burton also worked as vice-president of communications and human resources at the SOQUEM. He began his career as a visiting professor at the Université de Montréal's Département de Sciences biologiques, and as a research associate for the Centre de recherches écologiques de Montréal, from May 1974 to June 1982.

Mr. Burton has received several awards and mentions of excellence over the course of his career, notably for his participation in Americana 2001 and for the coordination of work on the environmental assessment of the St. Lawrence River.

Since 2007, he has been an *ad hoc* commissioner with the Office de consultation publique de Montréal (OCPM) and a member of the board of directors of the Corporation d'aménagement pour le développement de la rivière L'Assomption (CARA).



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

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

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

**JEAN CAOUCETTE**  
**Commissioner**



Danielle Casara has had a rich and varied career of over 20 years in the union environment. She first worked as vice-president of the Laurentian Bank of Canada employees union, and later became secretary general and then president of the Conseil régional FTQ Montréal métropolitain. From 2007 to 2010, Danielle was also a member of the executive of the FTQ, serving as vice-president representing women.

Job development has been the focus of her involvement in Montréal's Conseil emploi métropole and Conseil régional des partenaires du marché du travail.

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

The issues of social solidarity and the fight against exclusion have inspired Danielle's work as an arbiter with the Conseil arbitral de l'assurance-emploi du Grand Montréal for more than ten years. She was also a member of the board of directors of Centraide du Grand Montréal from 2005 to 2011.

A proponent of joint-action, she was a member of the steering committee of the Conférence régionale des élus de Montréal and participated in the establishment of Concertation Montréal. She was co-president of the Table de consultation sur le développement social of the Forum montréalais sur la métropole.

**DANIELLE CASARA**  
**Commissioner**

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



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

**PIERRE-CONSTANTIN CHARLES**  
Commissioner



Viateur Chénard studied political science and is a law graduate of the Université de Montréal. He has been a member of the Barreau du Québec since 1977.

After articling in tax law at Department of Justice Canada, he began his career in private practice, which led him to the firm of Desjardins, Ducharme, Desjardins et Bourque, and to Hudon, Gendron, Harris, Thomas, where he became partner.

In 1992, he joined the firm of Stikeman Elliott as an associate, where he developed a real estate law practice in the Montréal office. He would remain there until 2008, coordinating the real estate law group. His responsibilities included advising clients in all areas of real estate investment: acquisition, financing, debt restructuring, and various problems related to insolvency, estate disposal, and the setting up and structuring of Canadian and foreign investment consortiums.

His practice covered all types of real estate assets, including offices, shopping centres, hotels, seniors' residences, other types of residences, dams, and telecommunications networks, among others.

He was also involved in numerous projects abroad, and assisted authorities in the Republic of Guinea with a project to reform national mining law. He has given numerous conferences, and participated in training workshops for the UQAM MBA program specializing in real estate. He also taught at the École du Barreau and at the HEC in Montréal.

Since 2009, he has practiced law and acted as administrator for companies involved in real estate investment and development. He was appointed *ad hoc* commissioner with the OCPM in February 2009.

**VIATEUR CHÉNARD**  
Commissioner





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

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

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

In recent years, Mr. Duhamel has been assisting in the work of the Center for Interuniversity Research and Analysis of Organizations (CIRANO) in budgeting, and of the Institute for governance of private and public organizations (IGOPP) in governance.

**ALAIN DUHAMEL**  
Commissioner



Habib El-Hage is a practitioner and researcher in the field of intercultural relations. He holds a Ph.D. in Sociology from the UQAM, and his interests focus on prevention, intervention and diversity management practices in companies and public institutions. He is an associate researcher with the *Centre de recherche sur l'immigration, l'ethnicité et la citoyenneté (CRIEC)* and a member of the team *Migration et ethnicité dans les interventions en santé et en services sociaux (METISS)* of the *CSSS de la Montagne*. He is also a social worker with the *Collège de Rosemont*, and a lecturer for the Master's program in intercultural mediation at the *Université de Sherbrooke*.

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

**HABIB EL-HAGE**  
Commissioner



**ARIANE ÉMOND**  
Commissioner

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

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

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



**CHRISTIAN GIGUÈRE**  
Commissioner

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

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

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

Having been elected school commissioner at the Commission scolaire de Montréal in 2007, he chaired, from 2007 to 2014, the institutional committee on ethics and governance, piloted the policy on initiation to democratic life, led the caucus of commissioners in 2012 and 2013, and represented the CSDM at the general council of the Fédération des commissions scolaires du Québec from 2010 to 2013, where he held a position on the Political Committee and was elected to the Board of Directors in 2013. Mr. Giguère was appointed as a commissioner for the Office de consultation publique de Montréal (OCPM) in May 2017. He sits on the commission for the Faubourgs area, where he is involved in establishing a consultation process focusing on the future of the neighbourhood. He has also been entrusted with the mandate to identify ways to reach more young people during consultations.



**JUDY GOLD**  
**Commissioner**

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

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

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

For more than 25 years, she has worked in the field of human rights, notably in matters pertaining to cultural diversity, social inclusion and community development, in the areas of organization management, program development, and government policy analysis.

Judy Gold has also been a member of the Québec Human Rights Tribunal since March 2009.



**DAVID HANNA**  
**Commissioner**

Retired since 2016, but still active as an associate professor of urban planning at the UQAM'S department of urban and tourism studies, David Hanna holds a Doctorate in Economics from McGill University. He is an expert in urban transportation and urban heritage with long-standing experience in public consultation, having notably conducted mandates for the Montréal advisory committee for the protection of cultural assets from 1991 to 2003. From 1996 to 2004, he also served as president of the Conseil du patrimoine religieux du Québec. Throughout his career, as evidenced in his numerous publications and contributions to scientific congresses, he developed a relevant and open vision of human economic, architectural and heritage issues surrounding life in the city.





**DANIELLE LANDRY**  
Commissioner

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

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



**HÉLÈNE LAPERRIÈRE**  
Commissioner

Hélène Laperrière holds a B.A. in Geography/Economic Science from the Université Laval, as well as a Master's in Urban Planning and a Doctorate in Planning from the Université de Montréal. She was also awarded two post-doctoral fellowships (CRSH and INRS-Urbanisation). Ms. Laperrière has been a member of the OUQ since 1982.

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

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

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



**MARIE LEAHEY**  
Commissioner

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

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



**GAÉTAN LEBEAU**  
Commissioner

Gaétan Lebeau has a long-standing interest in life problems in urban environments. In 1974, he was involved in founding the Montréal Citizens' Movement. He served as an elected municipal councillor (1974-1978), and has a special interest in issues surrounding development, citizen participation and the exercise of democracy.

In the 1980s, he worked in a CLSC and helped to set up various community and joint-action organizations.

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

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

Gaétan Lebeau studied for a Master's in Sociology and holds a Master's in Public Administration.

He worked as an associate educator with the École nationale d'administration publique (ENAP), and then with the École de technologie supérieure (ÉTS), where he still teaches. He currently operates his own consulting business.



**MARIE CLAUDE MASSICOTTE**  
Commissioner

A landscape architect by training, Marie Claude Massicotte holds numerous certificates in project management and the environment, and has more than 33 years' experience in project management in urban and metropolitan environments. As a professional and manager known for her expertise in the development of green and blue networks, the regeneration of disturbed sites (fallow land and contaminated sites), waterfront development and urban design, she worked for over 29 years as a landscape architect, team leader and manager in a municipal environment. In her projects, she focuses on innovation, joint-action, bringing people together through a common vision, and strength through multidisciplinary. She has coordinated and planned the establishment of several urban parks and major development projects, several of which have earned awards. She has also orchestrated projects involving international cooperation (Paris and Shanghai). Ms. Massicotte received the 2015 Frederick Todd award presented by the AAPQ (Association des architectes paysagistes du Québec).

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



**JEAN PARÉ**  
Commissioner

Jean Paré holds a Bachelor of Arts, a Licence in Law, and a Master's in Urban Planning from the Université de Montréal. In addition to his studies in public law and political science, he received training in international development, project management and geomatics.

Before beginning his studies in urban planning, Mr. Paré practised law in the legal department of Expo '67. In 1970, he worked for the land-use planning consultants firm of Jean-Claude La Haye et Associés. From 1974 to 1980, he was director of planning and then director of development of the Société d'aménagement de l'Outaouais. In 1980, he joined the Coopers & Lybrand Consulting Group. From 1986 to 1988, he worked for Raymond Chabot Grant Thornton, where he set up the strategic planning department.

He was involved in major projects, in 1992-1993, as assistant general secretary of the Groupe de travail sur Montréal et sa région. He coordinated social and environmental projects for the Commission scientifique et technique sur la tempête de verglas de 1998. Between 2000 and 2002, during the municipal reorganization in Outaouais, he worked as a government assistant and then as secretary of the Outaouais Transition Committee.

Jean Paré has been a part-time commissioner with the Bureau d'audiences publiques sur l'environnement since 1990. He worked with the Office de consultation publique de Montréal from 2002 to 2008, and from 2010 until today. From March 2008 to December 2009, he was a technical consultant at the Tangiers Wilaya, in Morocco.





**NADJA RAPHAËL**  
Commissioner

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

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

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



**DANIELLE SAUVAGE**  
Commissioner

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

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



**MICHEL SÉGUIN**  
Commissioner

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

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

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



**LUBA SERGE**  
Commissioner

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

As a consultant, she has conducted studies on the issue of homelessness, housing for seniors, social exclusion, and affordable and community housing. Furthermore, she participated in a variety of projects, such as the introduction of Canadian housing construction methods in Russia, and a pilot project for the establishment of community land trusts in two Montréal neighbourhoods. From 1992 to 1998, she was a member of the CCU in Montréal West. In addition to her consulting work, she also teaches at the CEGEP and university levels.

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



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

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

**FRANCINE SIMARD**  
Commissioner



Jean-François Thuot holds a Ph.D. in Political Science from the UQAM. He is also a member of the Ordre des administrateurs agréés du Québec (Adm.A) and a certified company director (ASC). His career began as a distance-education university teacher at the Télé-université. He then worked in the world of regulated occupations, where, from 2007 to 2017, he assumed the general management of the Conseil interprofessionnel du Québec, the grouping of the 46 professional orders. Over the years, he perfected his role as a facilitator and diplomatically rallied groups of stakeholders.

He now works as a strategic consultant, analyst and governance trainer. He has also written a number of articles on democratic processes and various public policy issues.

**JEAN-FRANÇOIS THUOT**  
Commissioner





**ARLINDO VIEIRA**  
Commissioner

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

In addition to his many years as a lawyer in private practice, Arlindo Vieira has extensive experience as a decision-maker and director in various areas of government and at the community level. Over the course of his career, he has held the positions of chief of staff for a minister's office, president of the Conseil des relations interculturelles (C.R.I.), administrative law judge with the Régie des alcools, des courses et des jeux, and chief executive officer of Radio Centre-Ville.

During his term as president of the C.R.I., Arlindo Vieira had the opportunity to work as a mediator and to manage several consultations on issues surrounding intercultural relations and diversity management, both for Québec society as a whole and the agglomeration of Montréal.

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

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

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



**JOSHUA WOLFE**  
Commissioner

Joshua Wolfe holds a Master's degree in Urban Planning from the Université de Montréal, and a Bachelor's in Science & Human Affairs from Concordia University. He works as a sustainable development consultant for municipalities and NGOs. In 1990, he became a member of the American Institute of Certified Planners. He taught sustainable development for cities and public participation at Concordia University, the UCLA Extension Public Policy Program, McGill University, the Institut international de gestion des grandes métropoles, and the International Association for Public Participation.

A native Montrealer, Mr. Wolfe also lived in California, where he conducted environmental impact studies and prepared planning programs for various municipalities and other public organization in the regions of San Francisco and San Diego. In Montréal, he was director general of the Héritage Montréal foundation, and contributed on a regular basis to the architectural and urban planning column of the newspaper *The Gazette*. Furthermore, he is the author of some fifty articles, book chapters and scientific papers, and co-author of the Dictionnaire historique du Plateau Mont-Royal (Éditions Écosociété). He also set up the Comité du patrimoine bâti juif, and sat on the board of the Fondation du patrimoine religieux du Québec. He was one of the founders of the housing cooperative Les Tourelles, in Milton-Parc, where he lived for over 15 years. Having formerly been a member of the national board of directors of the Canadian Parks and Wilderness Society (CPAWS), he was also vice-president of SNAP – Québec from 2013 to 2015.

# APPENDIX II

## EXTRACTS

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

#### DIVISION I PUBLIC CONSULTATION OFFICE

##### **Institution.**

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

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

##### **President.**

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

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

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

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

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

2000, c. 56, ann. I, a. 76; 2001, c. 25, a. 257.

##### **Additional commissioner**

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

##### **List.**

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

##### **Candidates.**

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

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

##### **Disqualification**

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

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

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

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

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

##### **Personnel.**

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

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

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

##### **Treasurer**

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

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

### **Fiscal year.**

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

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

### **Sums made available.**

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

### **Minimum amount.**

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

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

### **Functions of Office.**

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

- (1)** to propose a regulatory framework for the public consultations carried out by the official of the city in charge of such consultations pursuant to any applicable provision so as to ensure the establishment of credible, transparent and effective consultation mechanisms;
- (2)** to hold a public consultation on any draft by-law revising the city's planning program;
  - (2.1)** to hold a public consultation on any draft by-law amending the city's planning program, except those adopted by a borough council;
  - (2.2)** to hold a public consultation on the draft by-law enacting the public participation policy provided for in section 80.1 of the Act respecting land use planning and development (chapter A-19.1), despite section 80.4 of that Act;

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

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

### **Provisions not applicable.**

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

### **Report on activities.**

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

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

(...)



## SECTION II

# SPECIAL FIELDS OF JURISDICTION OF THE CITY

### § 1. — General provisions

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

#### Complementary document.

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

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

#### By-law

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

- (1) shared or institutional equipment, such as cultural equipment, a hospital, public educational institution, college- or university-level educational institution, convention centre, house of detention, cemetery, regional park or botanical garden;
- (2) major infrastructures such as an airport, port, station, yard or shunting yard or a water treatment, filtration or purification facility;
- (3) a residential, commercial or industrial establishment situated in the business district, or if situated outside the business district, a commercial or industrial establishment the floor area of which is greater than 15,000 m<sup>2</sup>;

(4) housing intended for persons requiring assistance, protection, care or lodging, particularly within the framework of a social housing program implemented under the Act respecting the Société d'habitation du Québec (chapter S-8);

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

#### Business district.

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

#### Content of by-law.

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

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

### **Approval by referendum.**

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

### **Public consultation.**

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

### **Interpretation.**

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

### **Applicable provisions.**

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

- (1)** applications to take part in a referendum following the second draft by-law may originate in the whole borough in which the project is planned or from all the boroughs affected by the project;
- (2)** the public notice provided for in section 132 need not mention or contain a description of the zones or sectors of a zone in which an application may originate;
- (3)** the application provided for in section 133 need not clearly state in which zone or sector of a zone it originates;

- (4)** despite section 136.1 of that Act, a by-law adopted under section 136 of that Act must be approved by the qualified voters of either the borough or all the boroughs affected by the project.

### **Provisions not applicable.**

However,

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

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

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

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

O.C. 1213-2005, s. 7.7

# ANNEXE III

## ORGANIZATIONAL STRUCTURE OF THE OFFICE

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

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

### Physical resources

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

### Human resources

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

### Commissioners

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

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

### President

Dominique Ollivier

### Ad hoc commissioners in 2018

Maryse Alcindor, Priscilla Ananian, Isabelle Beaulieu, Mounia Benalil, Bruno Bergeron, Bruno-Serge Boucher, Nicole Brodeur, Jean Burton, Jean Caouette, Danielle Casara, Pierre-Constantin Charles, Viateur Chénard, Alain Duhamel, Habib El-Hage, Ariane Émond, Christian Giguère, Judy Gold, David Hanna, Danielle Landry, Hélène Laperrière, Marie Leahey, Gaéтан Lebeau, Marie Claude Massicotte, Jean Paré, Nadja Raphaël, Danielle Sauvage, Michel Séguin, Luba Serge, Francine Simard, Jean-François Thuot, Arlindo Vieira, Joshua Wolfe.

*For biographical notes on the commissioners, please see Appendix 1 of this document.*

### Staff

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

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

### Collaborators

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

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



## PRACTICES OF THE OFFICE

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

## COMMISSIONERS' CODE OF PROFESSIONAL CONDUCT

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

### General provisions

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

### Independence

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

### Duty to act in a reserved manner

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

### Public consultation

14. The commissioner has no special interest in the file entrusted to him. He has not participated in the development of the project, nor publicly voiced an opinion about it. He has no decision-making function in any organization participating in the consultation.
15. The commissioner acquires as much information as possible about the project, and completes his analysis of it within the prescribed timeframe.
16. The commissioner avoids all private meetings with those in charge and with resource persons, except in cases provided for under the rules of procedure of the Office.
17. In public meetings, the commissioner promotes the full and complete participation of all interested parties. He facilitates citizens' access to information, helps them to fully understand the projects, and encourages them to express their opinions without reservation.

18. The commissioner applies the procedure equitably to all participants. He acts as transparently as possible at all times.
19. The commissioner displays discretion, courtesy, composure and consideration towards all participants in a public consultation, regardless of their opinions and without discrimination. He promotes mutual respect among those who assist or participate in the work of the commission.
20. For his analysis and for the recommendations to be included in the report of the commission, the commissioner uses only documentation available

to the public within the framework of the public consultation, and the information provided in or following meetings or hearings, as provided for under the rules of procedure of the Office. He may also use common knowledge of the subjects addressed and existing literature on relevant topics.

21. The commissioner respects at all times the confidential nature of the proceedings of the commission. He also respects the confidentiality of the report of the commission until such time as it is made public.

## SETTING UP A PUBLIC CONSULTATION

When a consultation mandate is entrusted to the Office, the president appoints a commission formed of one or several commissioners. The secretary general, for his part, forms the team that will assist the commissioners in their work. The Office then ensures that a documentation file is compiled. The file is made available to the public at the Office, on the OCPM Web site, and in other filing offices selected according to the nature of the project involved.

### Public notice

After receiving the mandate to hold a public consultation and compiling the documentation file, the Office publishes a notice convening a public meeting in one or several newspapers distributed on Montréal territory. The public notice includes:

- The purpose of the public consultation;
- The date, time and location of the public consultation meeting(s);
- The locations where the documentation is available to the public;
- The deadlines and procedures for filing a brief.

### Communications

In some cases, other means of communication are also employed to notify the population, such as local newspapers or dailies. Moreover, the Office usually produces leaflets that are distributed door-to-door in the area affected by a project, or it may put up posters and set out flyers in public buildings. Using mailing lists tailored to the projects to be submitted for consultation, the Office also sends out information to interested persons, groups and organizations. The Office also uses social media, such as Facebook, to announce its consultations.

### Documentation file

The documentation file varies according to the documents submitted throughout the consultation process. The original documents are kept at the Office. Following the publication of the commission's report, the documentation file remains available for consultation at the offices of the OCPM and on its Web site.

### The documentation file usually contains:

- Any descriptive or explanatory document pertaining to the project, including a summary of the studies surrounding its development. The documentation presents the project's rationale, the principles and orientations surrounding its development, its main characteristics and, where applicable, the options submitted for public consultation;
- The basis for decision prepared by various City officials;
- The documentation justifying the project, addressing its various aspects and impacts;
- As required, relevant extracts of the plan and urban planning by-laws in force;
- Any major plans, area maps, sketches and visual simulations required to better understand the project.

## **Preparatory meetings of the commission**

The commission usually meets with the developer and with the representatives of the borough and municipal departments who will present the project at the public meetings. Such preparatory meetings serve to ensure that the documentation files are complete, and that the presentation is well supported by audio-visual material. The commission makes sure that the commissioners have a thorough understanding of the project in question, and that all participants fully understand their respective roles as well as the procedure for the public meeting. The commission also ensures that everyone is ready to answer any relevant questions pertaining to the impact, spin-offs, and future phases of the project. The reports on these preparatory meetings are made available on the Office Web site.

## **Public consultation**

The consultation always comprises two distinct parts: the question period, and the statement of opinions.

The first part allows participants and the commission to hear a description of the project submitted for public consultation and a presentation of the regulatory framework, and to ask questions about the project. During the first part, representatives of the developer and municipal departments present the various elements of the project and answer the questions of the participants and commissioners. Workshops or thematic meetings may also be held during the first part of the consultation to examine specific aspects of the project in question.

The second part allows participants to express their concerns, opinions and comments on the project. These may be presented in the form of a written brief or oral commentary. In the second part, the representatives of the developer and municipal departments no longer participate, although they may be present in the hall. At the end of the second part, a representative of the developer or of the City may exercise his right of rectification, to bring a correction or add to factual information. There is a variable length of time, approximately 21 days, between the two parts to allow participants to prepare their briefs and opinion statements.

All consultation sessions are public. They must be held in an appropriate and accessible location. The sessions are recorded, and the discussions are usually taken down in shorthand and made public with the documentation.

Depending on the nature or complexity of the projects submitted for consultation, other forms may be used such as colloquia, conferences, seminars, open-house days or online consultations.

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

Following the public consultation, the commission prepares a report that is submitted to the executive committee and city council. The reports of the Office usually include a brief description of the project in question, as well as a summary of participants' concerns. The commission then completes its evaluation and makes its recommendations. The report is made public no later than 15 days following its filing with the mayor and the president of the executive committee.



## STANDARD PUBLIC CONSULTATION MEETING PROCEDURE

The chair opens the public meeting and presents the mandate entrusted to the Office de consultation publique. He introduces the people assigned to the commission, notably the other commissioner(s), and invites the persons in charge and resource people to introduce themselves.

The chair explains the procedure for the meeting, which will be held in two parts: the first dedicated to presenting the project and answering citizens' questions, the second to the latter's commentary and opinions. The sessions are recorded, and the recordings are included with the documentation made available to the public. Furthermore, stenographic notes of the sessions are made available to the public, both in print and in electronic format, on the Office Web site. The chair states that in order to ensure a peaceful debate, no form of demonstration, disagreeable remark or defamatory comment will be tolerated.

At the chair's request, the persons in charge present the project and explain the legislative framework applicable thereto.

The chair announces that those wishing to ask questions must first sign the register, and that they may now do so. Participants may speak several times as long as they re-register.

The chair invites people to speak in the order in which they signed the register. Questions are addressed to the chair, who then directs them to the person in charge or to the resource people who can answer them. The chair and commissioners may also ask any question that is likely to enlighten the public about the subject of the consultation.

The chair ensures that all questions are answered. If an answer cannot be given during the session, it must be provided in writing as expeditiously as possible. This answer will be included in the documentation file.

The chair closes the question period when all people registered to do so have spoken and there is no additional information to convey.

The chair invites citizens to notify the Office secretariat of their intent to present an opinion to the commission and invites them to the session for the presentation of briefs, usually held three weeks later. A participant may only speak once to convey his or her opinion.

The chair invites people to speak in the order previously agreed upon by the citizens and Office secretariat. After each presentation, the chair or the commissioners may ask questions of those who made it, in order to ensure a thorough understanding of the opinions expressed.

At the end of the session, the chair may, according to the procedures he establishes, hear a person in charge or resource person who wishes to rectify facts or correct objective information.

Once all opinions and comments have been heard, the chair declares that the public meeting is closed.

# APPENDIX IV

## LIST OF EMPLOYEES AND COLLABORATORS IN 2018



### Employees

Brunelle-Amélie Bourque  
Louis-Alexandre Cazal  
Luc Doray  
Élisabeth Doyon  
Lizon Levesque  
Élise Naud  
Faustin Nsabimana  
Anik Pouliot  
Gilles Vézina

### Collaborators

Matthieu Bardin  
Estelle Beaudry  
Alain Benoit  
Juliano Bosa  
Hadrien Chénier-Marais  
Joanne Gibbs  
Pierre Goyer  
Guy Grenier  
Laurent Maurice Lafontant

Marc-André Lapointe  
Marilena Liguori  
Haru Greco-Liu  
Christelle Lollier-Théberge  
Patrick Marais  
Denise Mumporeze  
Caio Pâques Lucon  
Olivier Rinfret  
Vincent Roy

Joseph Tchinda-Kenfo  
Marie-Odile Trépanier  
Guillaume Turgeon  
Nicole Uwimana  
Akos Verboczy  
Stéfanie Wells  
Mohamed-Ali Yanouri









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