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Like many other metropolitan areas, the metropolitan area of Montreal has recently adopted a metropolitan plan with the objective of defining guidelines, objectives and criteria to ensure competitiveness and attractiveness of its territory in a sustainable perspective.

As part of my Master's thesis in Urban Studies I was interested in the concept of collaboration, promoted by the new regionalism and identified as a tool for the resolution of issues raised by metropolisation. The case study focuses on collaboration between stakeholders in land use planning and transportation planning in the context of the development of the Metropolitan Land Use and Development Plan (PMAD) of the Montreal Metropolitan Community (CMM). The main purpose is to analyze the process of decision-making in the elaboration of the plan to determine if there has been collaboration between stakeholders in land use and transportation planning. This research is based on the analysis of official documents as well as the conduction of semi-structured interviews.

The Communication will focus on policy and institutional issues related to inclusive governance in the achievement of sustainable urban development. It will be divided into three parts: first, the institutional context of Quebec and Montreal will be presented, and

then the contribution of key stakeholders as part of the development plan will be exposed and finally, the main results will be presented.

1. Issues of governance in the context of metropolisation

The globalisation of trade has led to an irreversible change on urban areas. This process has been referred to as the concept of metropolisation through which cities are likely to become places of production and concentration of wealth. Metropolisation indicates both an economic phenomenon, the restructuring of the labor market, as well as the process of urbanization that accompanies it. Although metropolisation is embodied differently in many countries, it nevertheless brings similar issues related to land use and transport: the disappearance of natural areas to urbanization, as well as lower benefits associated with individual motorized travels.

Challenges posed by the metropolisation process bring to the forefront the metropolitan matter. They participate in the return of the debate on metropolitan and municipal organization models. It is marked by a tendency to regionalism, which promotes cooperation and collaboration between local governments. The objectives pursued by the new regionalism approach is to reduce the intra-metropolitan competition, to ensure economic competitiveness in the metropolitan context of globalization and ultimately ensuring the viability of their development (Champagne 2002).

2. Institutional context of Montreal

Quebec is a province of Canada, with approximately eight million habitants in 2011. Nearly half of the population (3.82 million people) live in the Montreal metropolitan area, which is the economic and cultural heart of the province. This metropolitan area is composed of 82 municipalities, including three of the most populous cities in the province of Quebec which are Montreal, Laval and Longueuil. Municipalities in Quebec have responsibilities in terms of land use planning and regulation. They also have responsibilities regards in public transit in terms of organization, services and funding. Whereas in the case of Montreal, Laval and Longueuil, these responsibilities are fulfilled through public transport societies, elsewhere the regional transit service is provided through an intermunicipal board of Transport (CIT).

In the Montreal metropolitan region, two other important actors are involved in planning and transport : the Ministry of Municipal Affairs, Regions and Land Occupancy as well as the Ministry of Transport. These instances are mainly funding and planning.

Between the provincial and local level, there are several instances of coordination. The most important are the regional county municipalities (RCM), which include the municipalities of the same territory belonging and have planning responsibilities in the regional planning. These instances are overlapped by a metropolitan government, the Montreal Metropolitan Community, an organization that brings together the 82 municipalities of the metropolitan area. It has a mandate to ensure a shared vision in territorial planning and management. The CMM has particular expertise in land use

planning and transit and metropolitan arterial road network. Transit planning is shared with the AMT, a government agency responsible for public commuter rail services and for the promotion and coordination of transit.

3. Stakeholders input in the development of PMAD

The development of a metropolitan plan was one of the responsibilities assigned to the CMM at its inception in 2001. In order to fulfill this task, the firm of Daniel Arbour & Associates was assigned to carry out such a plan the same year. When it was submitted to public consultation in April 2005, it was strongly opposed by municipal actors since the adoption of this plan would transfer the competence development of RCMs in the metropolitan area to the CMM. Faced with strong opposition, the CMM let go of the plan and land use was put on hold by the CMM, although some thinking on the matter continues internally.

From 2008, the CMM calls on external actors which marks the revival of a metropolitan plan. At first, it organizes consultation meetings with MRC and CIT in 2009. During these consultations, the Community collected significant information on planning issues and public transport on its territory. After, the CMM identified its structuring metropolitan transit network. To do this, it determined the equipment that is of metropolitan interest and submitted the vision to the public transport authorities (AMT, CIT and transport societies) for approval. These reflections are part of metropolitan growth strategy initiated by the CMM, which provides among other things a moratorium on the expansion

of the metropolitan perimeter and an orientation of the residential growth areas in Transit Oriented Development (TOD), a formula popular in the United States.

In June 2010, after a series of negotiations on the division of powers between local governments and the CMM, the Quebec government passed Bill 58. This law states that the regional county municipalities retain their expertise in land use planning, but their regional plan will have to comply with the metropolitan plan of the CMM. The law also imposes a new timetable that the new Metropolitan plan shall be adopted before December 31 2011. From that time, the Community had a year and a half to prepare and adopt a plan by the Board of CMM, composed of 28 representatives of municipalities. With the aim to respect the local expertise and planning and meet the demands of Mayors, the CMM uses municipal actors to be part of a decision making process on two specific objects of the plan: the minimum density thresholds and perimeters of urbanization. The Community contacts land use planners of the MRC to conduct a study of the areas around the access points of the public transport network. To do this, land use planners have been required to fill short forms of multiple choice questions.

In the spring of 2011 the CMM adopted the drafted Plan of metropolitan planning and development and announced it will hold a series of public consultations in the fall of 2011. Many representatives of civil society, environmental groups, stakeholders in the field of transportation, and of course the municipal actors were involved in these consultations. Overall, the project of the PMAD is well received and the importance of having a plan of development at the metropolitan level is recognized. Some municipal

actors, mainly in peri-urban areas, however, showed their dissatisfaction with the moratorium on the expansion of the scope of urbanization and the requirement to increase density. The opposition, however, is not widespread. No major changes were made to the content of the plan. In the end, refractory mayors yielded to political and media pressure and accepted the plan. At the Council meeting of the CMM on December 6, 2011, the PMAD is adopted at 27 votes to 28 and comes into force on 1 March 2012.

4. A timid step towards better collaboration

The degree of collaboration among stakeholders in land use planning and public transport was analyzed according to three dimensions of collaboration: the structure of information sharing, the degree of centrality and the level of confidence. Documentary sources and semi-structured interviews are the largest part of the corpus of data used. The study period runs from 2008 to 2012 and can be divided into three sub-periods that now will be presented. During the first period from 2008 to April 2010, remember that the CMM has conducted two major exercises: a consultation with MRC and CIT as well of the identification of the structuring network transit. In light of the comments received, the exchanges in the context of these two exercises were done sporadically in a vertical dynamic between the CMM and stakeholders. In addition, the Community has appealed to stakeholders in a fragmented manner on specific issues without the opportunity to pronounce themselves on the entire plan. We also note that the actors had a relatively low interest to the PMAD. Indeed, some mayors were skeptical about the ability of the CMM to rally all stakeholders around a plan, while intermunicipal boards of transport were disinterested considering a misunderstanding of their role. These two exercises

have not increased horizontal cooperation among stakeholders, although it seems they have been an opportunity to intensify momentarily vertical communication between certain stakeholders, such as between the Community and intermunicipal boards of transport.

During the second period from June 2010 to April 2011, the Community called its partners through two main exercises: the characterization of the areas of influence of the access points to the transit network and defining of urbanization perimeters and minimum density. In the case of the characterization of areas of influence, this exercise does not seem to increase the sharing of information in a horizontally way. However, in the exercise of defining the perimeters of urbanization and minimum density levels, it appears that information sharing was increased in the case of Montreal and Longueuil because the proposal has been used to assert the needs of public transport infrastructure. As in the first period, we note that the Community has appealed to stakeholders in a fragmented way and they were asked to pronounce themselves on specific issues. Therefore, it appears that once again these exercises have the opportunity to initiate a new collaboration between stakeholders in land use planning and transportation. However, the collaboration was strengthened in the case where the proposal has been used to carry demands in the public transport infrastructure.

As part of the third period leading to the adoption of PMAD, stakeholders participated in developing the plan mainly through public consultations. This exercise does not seem to need increased information sharing among stakeholders, since the content of

submissions made during the public consultation focused on the same objects as documents prepared for the CMM earlier. These consultations are however a change in the way stakeholders were concerned for the first time since they were able to vote on the plan as a whole rather than on specific issues. This exercise has led to a reflection on the current and future challenges in terms of land use and transport planning at the metropolitan level. These considerations are not, however, implemented significantly in the content and the metropolitan plan, given that these consultations took place less than two months before the deadline set by the government for the adoption of the plan. They seem to have an opportunity to strengthen collaboration between stakeholders in land use and transport in the case of local actors in the northern suburbs, who sought their local network, including transport stakeholders, to show their displeasure with the plan. However, it was largely motivated by political issues more than goals to reduce automobile dependency through land use.

5. Conclusion

As part of my thesis in Urban Studies, I questioned the collaboration between stakeholders in land use and transportation planning in the context of the elaboration of metropolitan land use plan and development of the Metropolitan Community of Montreal. The analysis shows that stakeholders were mainly challenged by the PMAD in vertical dynamic and specific issues. Therefore, the sharing of information between the various stakeholders has been increased only to the extent that the PMAD affirmed the need for transportation infrastructure. In light of our analysis, it appears that the development of the PMAD did not introduce itself to a new long-term collaboration between stakeholders

in the development and planning of public transport. However, the process seems to have contributed to the development of a metropolitan consciousness and may contribute to the emergence of a culture of cooperation which is necessary in a land use/transport coordinated approach.

This research allows us to shed new light on the new regionalism as a model of metropolitan organization which is capable of meeting the challenges of metropolisation. As other studies leads us, the case of Montreal provided a mitigated conclusion on new regionalism (Champagne 2002). On the one hand, the adoption of a first metropolitan plan seems to have helped to establish some regional cohesion, although embryonic and intra-metropolitan competition has not been significantly reduced. On the other hand, given the absence of a sustainable collaboration between actors, we can hypothesize that the implementation of this plan will have a limited impact on reducing car dependency, and consequently will not solve problems related to urban growth. As to the question of whether this plan has the potential to increase the competitiveness of the Montreal region on the international stage, this issue remains open for now.

Bibliographie

Champagne, É. (2002). "Le nouveau régionalisme métropolitain aux États-Unis." Organisations et territoires **11**(3): 111-118.