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Collaborative Planning Processes for Transit-Oriented Development

Supervised Research Project
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Abstract

This Supervised Research Project report identifies ways to improve the planning process for Transit-oriented Development (TOD) projects in Montréal, within the context of the new *Plan Metropolitain d'Aménagement et de Développement* (PMAD) and the City's new social-acceptance framework for project development. Transit agencies, developers, and planners in the city of Montréal do not currently have a formal procedure for collaboration with the members of the communities in which they plan to develop TODs.

These report analyses recent collaborative efforts by the city of Montréal - a process called *Ouvrir La voie* - for the new *Plan de Développement Urbain Economique et Social (PDUES)* in the Marconi Alexandra area. The *Ouvrir la voie* process was a new untested collaborative approach to planning. The purpose of the analysis is to determine what can be learned from this new collaborative approach and what can be applied to upcoming TOD projects in Montréal.

The outcome of this research is a set of principles, distilled from the literature and enriched by the case-study analysis, to guide urban planners, project developers, transit agencies and city officials in the practice of collaborative ways of dealing with stakeholder conflicts and the unique combinations of uncertain, complex, and controversial conditions associated with TOD development.

Sommaire

Le présent travail dirigé a pour objectif de trouver des moyens d'améliorer le processus de planification des projets d'aménagement axé sur le transport en commun (TOD) à Montréal, dans le contexte du nouveau Plan métropolitain d'aménagement et de développement (PMAD) et du nouveau cadre de travail de la Ville en matière de mise sur pied de projets, fondé sur l'acceptabilité sociale. Les sociétés de transport en commun, les urbanistes et les initiateurs de projets ne suivent pas, à l'heure actuelle, de procédure assurant la collaboration entre leur équipe et les membres des communautés concernées par les projets de TOD qu'ils désirent implanter. Cette recherche analyse les récents efforts de collaboration déployés par la Ville de Montréal dans le cadre de son nouveau Plan de développement urbain, économique et social (PDUES) dans le secteur Marconi-Alexandra, afin de mettre sur pied un processus appelé « Ouvrir la voie » qui encadrera un mégaprojet dans le centre-ville. L'objectif de cette étude de cas est de déterminer ce qui peut être retenu de cette nouvelle approche collaborative et d'envisager les possibilités de son application dans les futurs projets de TOD à Montréal.

Les résultats de cette recherche se sont traduits en une série de principes, extraits de la littérature existante et enrichis par l'étude de cas, destinés à guider les planificateurs urbains, les initiateurs de projets, les sociétés de transport en commun et les fonctionnaires municipaux dans l'exécution de projets. De plus, ces principes visent à aider ces acteurs à adopter davantage de stratégies collaboratives dans leurs pratiques, notamment dans la gestion de conflits impliquant des membres des communautés concernées et dans des situations où des conditions incertaines, complexes et controversées se présentent.

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Acronyms

AMT- *Agence Métropolitaine de Transport*

BRT- Bus Rapid Transit

CBA- Community Benefits Agreements

CMM- *Communauté Métropolitaine de Montréal*

CP- Canadian Pacific

GIS- Geographical Information System

DAD- Decide Announce Defend

LRT- Light Rail Transit

OCPM- *Office de Consultation Publique de Montréal*

PDUES- *Plan de Development Urbain Economique et Social*

PMAD- *Plan Metropolitain d'Aménagement et de Développement*

PPU- *Plan Particulier d'Urbanism*

RUI- *Revitalisation Urbaine Intégrée*

STM- *Société de Transport Montréal*

TOD- Transit-oriented Development

1. Introduction

1.1 Problématique

Transit-oriented development (TOD) projects have the potential to change or shape a community in ways that go much beyond their original purpose. However, the needs and desires of the communities in which they are planned are often overlooked. This research paper examines how planning processes for transit-oriented development can be improved through collaborative planning, within the context of the new metropolitan plan for Montréal.

In December 2011, the *Communauté métropolitaine de Montréal* (CMM) adopted its first *Plan métropolitain d'aménagement et de développement* (PMAD). One of the major objectives of the PMAD is to develop TOD neighbourhoods around transit stations. The plan proposes, over the next 20 years (2011 to 2031), to accommodate at least 40 percent of new population in the metropolitan region of Montréal within mixed-use, compact TOD neighbourhoods built around public transit infrastructure (PMAD, 2011). A TOD is a mixed-use development of medium to high density, structured around a high-capacity transit station, such as a train station, a metro station, and LRT (Light Rail Transit) station or BRT (Bus Rapid Transit) station. In order to accommodate the predicted 14 percent increase in population by 2031, the CMM encourages each municipality within its legislation, including Montréal, to prioritise TOD neighbourhoods (PMAD, 2011; Cervero, 2011).

Recent literature demonstrates much advocacy for well-designed transit-oriented projects because of the potential benefits they offer to neighbourhoods and communities but little discussion on how these communities have collaborated or

should collaborate in the design process. TOD projects and station-area planning can influence the economic development of an area, improve health, foster civic participation and make communities safer (Schively, 2007). However, there is often conflict between different stakeholders, with players focusing on their own, sometimes narrow, interests. Institutions and developers are increasingly aware of the importance to encourage and maintain constructive relationships with and between stakeholders and community members when thinking about the implementation of a TOD project and to involve them in the planning process in order for projects to be accepted, well-used, and meet the needs of the community (Schively, 2007). The increasing importance of creating a collaborative process for large scale projects can be seen as part of society's response to progressively networked communities, where information is increasingly available through technology, and where accomplishing significant change requires creating an agreement amongst many players (Innes and Booher 1999 – who also point to the limitations of collaborative processes).

Furthermore, in April 2010 the municipal council of Montréal adopted a new *Cadre de gouvernance des projets et des programmes de gestion d'actifs municipaux* with the objective to standardise planning practises. This document establishes the need for new projects to be socially accepted and therefore planned in collaboration with local stakeholders. The idea of social-acceptance for planning projects, defined by the department of planning and economic development for the City of Montréal, is based on the principle of participative democracy. Their goal is for new planning projects to be embraced by the community in which they are planned and to foster a sense of community ownership (Savard, 2012). However, there is currently no guide or list of principles to follow in order to obtain the recommended "social-acceptance" and associated collaborative process for new projects, let alone for TODs.

The objective of this research project is to explore, through a specific Montréal case study, (a) the effectiveness of collaborative planning as a tool for moving past division and conflict and (b) ways to ensure that it becomes a routine part of the planning process. This research develops a set of principles for effective collaborative engagement with key stakeholders in planning and design processes for future Montréal transit -oriented development projects.

1.2 Methodology

A scan of the literature on collaborative processes in urban planning is used to set the scene for a case-study analysis of the stakeholder collaboration process for a large scale planning project in Montréal. The project is called *Ouvrir la Voie* and consists of the redevelopment of an 80 hectare industrial area located in the heart of the city, covering part of four boroughs, as well as a network of transit infrastructure. This is a good case study to analyse regarding the topic of collaboration in planning projects because it is the first of its kind in Montréal since the recent adoption of the new “social-acceptance” framework by the municipal council. The framework states clearly that social-acceptance is a mandatory condition for new projects to go forth, requiring project leaders and planners to collaborate with local stakeholders democratically (Savard, 2012).

A review of project documents, including plans, policies, meeting minutes, and project websites was completed as well as field observation at meetings, planning events, visioning sessions, and public consultations. This analysis provided information about the planning and design process that was used for the project, the role of public and stakeholder collaboration in the process, and the outcomes to date.

The most important step of the analysis was the collection of primary data through a series of ten structured interviews with key participants during the month of December 2012. Interviews were conducted either in person or by telephone. The participants were chosen to cover a wide range of representatives from different domains and interest groups involved in the project. These included planners from the city of Montréal, representatives of several affected community groups, the hired mediation firm, and several affected residents, property owners, and business owners. The interviews were guided by a series of questions intended to define the lessons that can be learned from this particular case study for effective collaborative planning and how these lessons can be applied to future Montréal TOD projects. The open-ended questions allowed for a large amount of information to be gathered from the interviewees related to their role in the project, their perceptions of the collaborative techniques and principles applied in the process, the effectiveness of these techniques or principles, and how they could be replicated more successfully.

1.3 Purpose and Expected Outcomes

The analysis of this case study attempts to answer the question "How can planning processes for transit-oriented development be improved through a collaborative approach?" The analysis is structured around the key principles that make for an effective collaborative process distilled from the literature. It explores whether the case study planning process met the principles for effective collaborative planning, and whether it shed any light on the appropriateness and comprehensiveness of the principles. It identifies what lessons can be learned from this particular case study in terms of collaborative planning and how the resulting knowledge can be applied to future Montréal TOD planning processes.

The outcome of this research is a set of principles to guide urban planners, project developers, and City officials, to enrich their understandings and to help lead their practice to more collaborative ways of dealing with stakeholder conflicts and unique combinations of uncertain, complex, and controversial conditions. I recommend that these principles become indicators for the City of Montréal to expand its new social-acceptance framework around TOD projects within the PMAD.

1.4 Metropolitan Region of Montréal PMAD Context

The PMAD defines the development strategy for the 82 municipalities that make up the CMM, see figure 1. It was adopted, nearly unanimously, by elected officials representing the component municipalities in 2011. With its adoption, the CMM proposes three main objectives:

- Sustainable lifestyles
- Effective and structural transport networks and equipment
- A protected environment

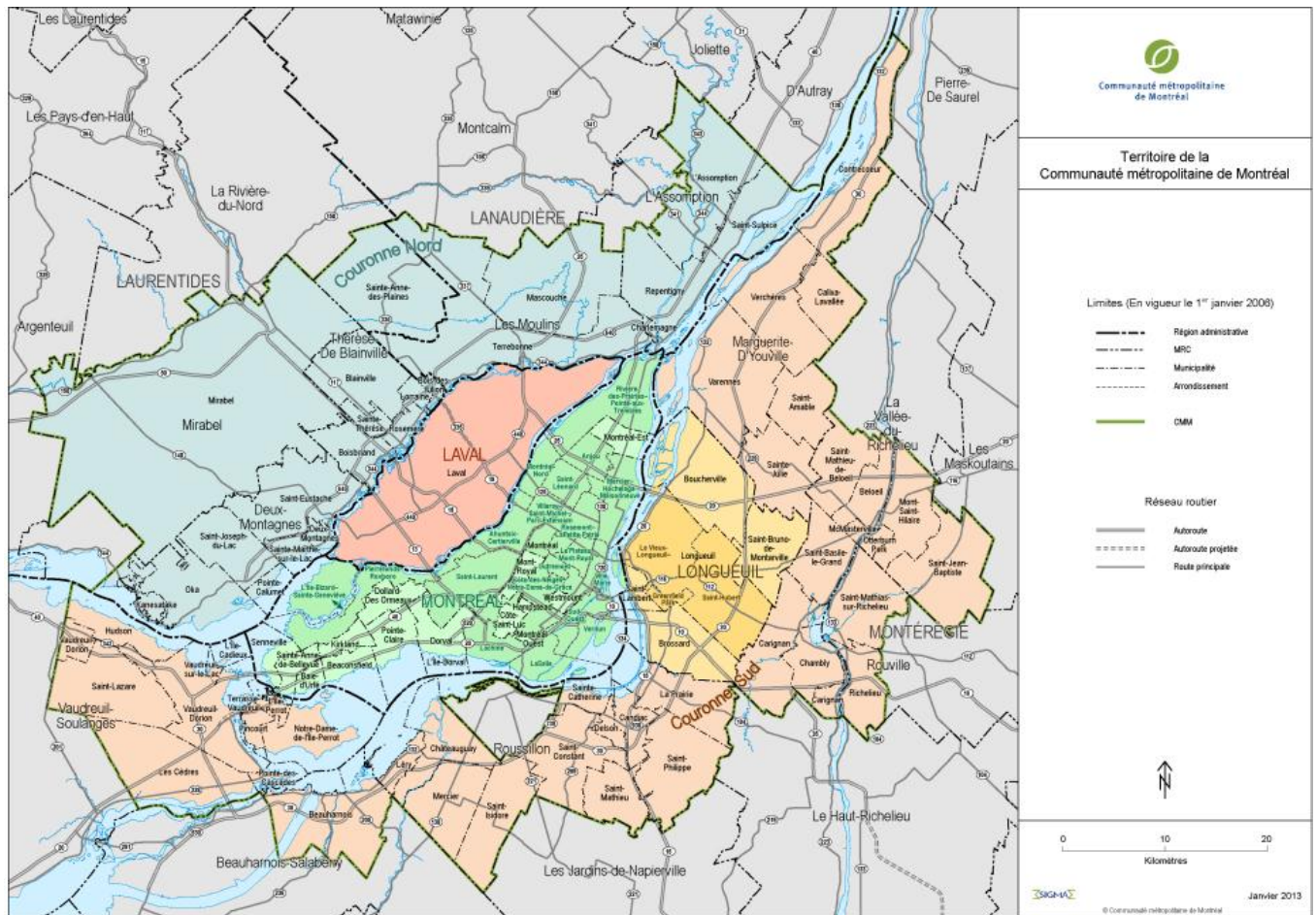


Figure 1. Communauté Métropolitaine de Montréal Territory (CMM, 2013)

In line with these objectives, the PMAD focuses on the goal of guiding development around access points within the public transit network, favouring TOD-type development around the station areas. Within the context of the PMAD, TOD is defined as:

(...) développement immobilier de moyenne à haute densité structuré autour d'une station de transport en commun à haute capacité, comme une gare de train, une station de métro, une station de SLR ou un arrêt de service rapide par bus (SRB). Situé à distance de marche d'un point d'accès important du réseau de transport collectif, le TOD offre des

opportunit  s de logement, d'emploi et de commerce et n'exclut pas l'automobile. Le TOD peut   tre un nouveau projet ou un red  veloppement selon une conception facilitant l'usage des transports collectifs et actifs (PMAD, 2011).

In short, a TOD allows for a density increase around transit hubs and privileges the use of public transport while creating liveable neighbourhoods. 155 public transit stations have been identified in the Montr  al metropolitan region as potential TOD areas (PMAD, 2011- See annex A).

According to the mayor of Sainte-Julie, Suzanne Roy, the adoption of the new PMAD will influence the way in which municipalities consult with citizens regarding development projects around station areas, stating that "[w]e will have to do more than just post a notice in the newspaper regarding new development plans. There will need to be a more direct dialogue with citizens. We will need an increased collaboration between stakeholders and although projects may take longer to implement, they will be done right" (Radio Canada, 2012).

1.5 Montr  al's Urban Planning Context

The CMM has jurisdiction for planning and coordinating public transit as well as financing the public transit network within the metropolitan region. It is responsible for approving the strategic plan of the *Agence M  ropolitaine de Transport* (AMT) and other *soci  t  s de transport* in the region, such as the *Soci  t   de Transport de Montr  al* (STM) as well as approving their budgets (Ville de Montr  al 2007).

All municipalities within the CMM must adapt their community plans to reflect the objectives and goals of the regional plan, in this case, the PMAD. Montr  al's urban plan already identifies certain areas that are the focus for the development of higher

density, mixed used activity around transit stops. For these areas, the city wishes to develop a denser built environment that accommodates a variety of uses and quality open spaces (Ville de Montréal 2007). A major objective of the Montreal plan is to support urban planning that facilitates the use of public transit and favours new developments that provide increased density and a mix of uses within a 500m walking distance from transit stops (Ville de Montréal 2005). In order to do so, the plan foresees the revitalization of under-used space such as vacant land or large parking lots as well as the optimization of land-use surrounding new or renovated transit infrastructure. The areas of particular focus for TOD for the city of Montréal are consistent with those established by the PMAD (see Annex B). The city also foresees the provision of financial assistance to those taking part in their objective. The City states that all new infrastructure and transit-oriented development initiatives will be treated as urban projects and not just transportation projects (Ville de Montréal 2007, p.30). However, although the city has guidelines for where and “to what end” to build TODs they do not have a set of principles suggesting how to plan such projects and who to consult beforehand.

1.6 Current Consultation Process in Montréal

The current process in Montréal legally requires that urban planning developments be subject to a public hearing if a zoning bylaw change is necessary or when a new plan is proposed for a specific area. The City’s executive committee and municipal council then determine whether the Office de Consultation Publique de Montréal (OCPM) the City or the borough will lead the consultation process for the particular project (Doray, 2012).

The OCPM, active since 2002, is an independent organization whose members are neither elected nor municipal employees. The OCPM, as mentioned, receives its mandates from the municipal council and the executive comity of the City of Montréal. It plays a neutral role between civil society, developers, and the City (Doray, 2012). Note that the work of the OCPM is not necessarily matched in other parts of the CMM.

The structure of the public hearings is similar in each case, starting with a presentation of the proposed project by its proponents, followed by a public question period. Approximately three weeks later, stakeholders are invited to present oral or written briefs regarding their opinion and concerns for the project (Aubin and Bornstein, 2012). This traditional process raises many issues. Aubin and Bornstein (2012) describe five major problems with the current OCPM and borough public hearing process. First of all, the consultation process is carried out *after* the plan has been shaped, allowing no real collaboration for the actual planning. The public hearings are merely a chance for the public to react to proposals. Furthermore, government decision makers decide who will lead the consultation process; there is no regulation or systematic approach. Secondly, there are many logistical barriers to participation within the current process, such as timing and location of events, lack of childcare, and language barriers. Thirdly, there is no formal evaluation component (in the case of the borough-led consultation), and there are no binding results. Fourthly, the OCPM has no decision making power, only the power to make recommendations to decision making bodies. Finally, decision makers including city and borough officials, developers, and public institutions rarely consider the opinions collected during public hearings, nor provide reasons for their eventual decisions, even if it is required of them by the Montréal' Public Participation and Consultation Policy.

Nonetheless, since 2002 the OCPM's mandate and practices have significantly evolved. For example, since 2007 the organization has insisted on the importance of

having at least two public engagement events for large projects planned to span over several years (Doray, 2012). Recently, the OCPM has been involved in more consultation *en amont* (or upstream consultation) to include stakeholders in the early phases of the planning process. However, this is only done in exceptional cases, and no formal follow-up procedure is required (Aubin and Bornstein, 2012).

1.7 City of Montréal Social-acceptance Framework

Citizen opposition is increasingly recognized by the City of Montréal as a path to economic failure. The risk of having obstructed or abandoned projects is increased by ignoring citizens and public stakeholders in the initial planning phase of a project. The department of planning and economic development for the City of Montréal has come to this awareness after several recently failed and delayed projects such as the Peel Basin casino and has decided that the solution is to integrate a “social-acceptance” framework to future urban planning project processes. Social-acceptance is defined as the acceptance of a project by the majority of citizens.

The failure of recent projects, notably the Montréal Casino project, was not just seen as the result of community opposition but also the result of the failure of Montréal’s business community to create the necessary alliances with local stakeholders. *Information et Concertation* team leader for the City of Montréal, Jean Savard (2012) states that the shock created by the abandonment of this particular project was what pushed authorities to question the current un-collaborative process and to experiment with new processes that encourage dialogue with all stakeholders, the case study analysed in this paper being one of the first (La Fabrique de la Cité, 2012).

The new social-acceptance governance framework for large projects in Montréal was thus created. There is a section within the new governance framework document

that highlights new approaches to collaboration, public affairs and communication. It states that project leaders, in collaboration with their team, and related experts must create an environment of social-acceptance for all new projects (*Cadre de Gouvernance*, 2010). Although the term “social-acceptance” may suggest that the goal is for projects to be just “good enough”, the framework requires that new planning processes include a strategy for collaboration aimed at actually working with all affected stakeholders and adapting project processes to ensure that all actors feel represented. According to the framework, new processes must ensure that project decisions and other pertinent information are available at all stages of the planning process to ensure transparency.

This new social-acceptance framework is what has pushed certain projects to go through the consultation *en amont* process. The hope is that when the time comes for a project’s public hearing at the OCPM, the proposed plan will be one that has been constructed collaboratively and is the result of a shared vision between stakeholders.

In this light, social-acceptance is becoming an increasingly important feature of the planning process for Montréal. However, there are no defined guidelines or principles for reaching social-acceptance and collaboration. Representatives from the city of Montréal agree that the process is relatively young and needs specific principles on how to integrate so many voices (La Fabrique de la Cité, 2012). This report aims to provide recommendations for such principles. The following sections include a literature review on collaborative processes in urban planning, a case study of the stakeholder collaboration process for a large scale planning project in Montréal, the analysis of the case study, and the conclusions on what can be learned from this new collaborative approach and applied to upcoming TOD projects in Montréal.

2. State of the Debate

Literature was reviewed to provide a conceptual framework for understanding collaborative techniques and their potential contribution to the planning of TOD. Relevant literature included that on transit-oriented development planning and design processes as well as literature more broadly relating to public planning collaboration and best practices in stakeholder involvement.

2.1 Collaborative Planning

The concept of collaborative planning, which involves citizens in the design and decision-making process, is not new. The failures of planning during the massive urban renewal projects in North America in the 1960s gave rise to many of the objection to top-down planning (Fainstein, 1990). This 'civic awakening' in North America was significantly marked by Jacobs (1961) who argued that the traditional founders of modern planning suffered from a dangerous misconception of how real cities operate. Jacobs demonstrated that intimate, grassroots neighbourhood planning can lead to an understanding of the complexity of cities.

Arnstein (1969) advocated for collaborative planning processes in American planning and urban renewal projects. She developed an eight-rung "ladder of citizen participation" that has been highly influential in shaping collaborative planning approaches (Lynch, et al., 2008). The ladder illustrates the different levels of engagement, from nonparticipation (manipulation and therapy) to symbolic effort (informing, consultation, placation), and finally citizen empowerment (partnership, delegated power, and citizen control). Many of the current participatory techniques used for urban planning projects, such as public hearings, fall in the "consultation" or "informing" level of the participation ladder (Irvin, 2004).

Under traditional modernist planning systems, emphasis on expert knowledge, as opposed to local experiential knowledge, has limited possibilities for collaboration. Forester (1999) describes this process led by professionals as “DAD” (Decide, Announce, and Defend). He advocates instead for a more collaborative process that uses communication and mediation to move from stakeholder competition to consensus.

There is sometimes confusion between the concept of participatory planning and collaborative planning. Collaborative planning is an interactive approach whereas participation practices entail efforts to increase public input, usually regarding the content of projects and policies (Quick and Friedman, 2011). Participatory planning techniques often involve informing, consultation, and placation rather than actual collaboration. In Montréal, public participation practices revolve around the public consultation model consisting of a presentation of the proposed project by its proponents, followed by a reactive public question period (Aubin and Bornstein, 2012). Collaborative planning on the other hand involves interaction in the form of a partnership through consensus building, plan development, and implementation (Lowry, Adler, and Milner 1997). Thus, collaborative planning requires a process of shared decision making by a group of stakeholders who are willing to share information and work together (Fulton 1989). The participants in the process typically involve people with a particular interest or stake in the outcome. Critics of collaborative planning argue that the process is timely and may lead to burnout among participants. Additionally, there are enormous obstacles to involving citizens in Metropolitan-wide planning because of the diversity of class, race, and ethnicity, as well as the potential fragmented levels of government (Fainstein and Hirst, 1996). Nonetheless, planning for the benefit of non-elite groups requires empowering those who are excluded from the discussion and enabling them genuine influence. This research focuses on small-scale collaborative planning processes in particular, with the case study falling under the spectrum of citizen empowerment.

Collaborative planning approaches in transportation projects have evolved significantly over the decades. In Montréal, among the projects most notorious for ignoring public input was the Quebec transportation agency's construction of the Turcot interchange in the 1960s. There were well-documented problems with the project: a failure to consult with affected communities, the division of established neighbourhoods, and damaging impacts on low-income communities as well as on the environment- but the project went ahead regardless (Gauthier, et al., 2009). More recently, transportation agencies have come to realize the importance of involving citizens and interest groups in the decision-making process. For example, the STM is currently working on a formal process for engaging with the communities within which they have major planned construction projects around metro stations (Joly, 2012). Furthermore, the AMT is working on a partnership model with the different municipalities and the CMM to establish a planning policy for new TODs. They expect that stakeholder collaboration will be an important factor (Roc, 2013).

Recent literature shows that current collaboration efforts by transportation agencies are often undertaken in the absence of a specific or standard method of implementation. What works for one agency with a certain project in one community may not work for another agency, or may not even work for the same agency in a different community or with a different project (TCRP Report 102, 2004). Although this lack of uniformity or standardization allows for flexibility to custom-tailor outreach to the contexts of different projects, and the different communities they serve, several key principles for effective collaboration have been assembled from the literature reviewed. These are:

- Bringing key stakeholders to the table
- Ongoing dialogue
- Multiple methods of engagement

- Local leadership
- Design and planning expertise
- Visualization techniques

Schively (2007) provides important benchmarks against which to evaluate the practice of collaboration in transit-oriented projects. The last four principles listed are adapted from her key findings. The first two principles are influenced by research done by: Lowry et al. (1997) and Forester (2011), who advocate for the creation of an equal playing field between stakeholders and the importance of respectful communication in addressing conflict; and by Healy (1997) and Innes and Booher (2004) who argue that increasing the number of participating stakeholders in the planning process and increasing the dialogue between them can improve the ability of planning to respond to community interests. Each principle is further elaborated below based on my research, drawing on both readings on examples of several collaboratively planned TOD processes in North America.

Each of these principles is discussed in detail further below.

2.2 Bringing Key Stakeholders to the Table

Including all of the key stakeholders who are directly affected by the plan is a fundamental aspect of an effective collaborative process. It can address power imbalances by providing equal seats to all stakeholder groups and help build a respectful relationship between conflicting parties (Lowry, et al., 1997). It is often unfeasible to include every actor in the planning process, but representatives of most or all basic interests can be brought together. Stakeholder groups may include local community organizations, public interest groups, government agencies, transit agencies, property owners, developers, investors, businesses, special interest groups, and the

general public. Stakeholders may have high levels of expertise related to the planning project, or they may not be experts, but may have a high level of interest in the project. Interestingly, more and more attention has been focused recently on involving youth and children in the planning process (Slotterback, 2010).

Including a wide range of participants early on in the planning process helps to promote the sharing of expectations among different stakeholders and allows for the exchange of information regarding their goals and objectives (Enserink and Monnikhof, 2003). However, coordinating TOD planning activities among multiple actors and stakeholders with divergent interests can be difficult. TOD requires a coordinated effort among all participants because of the impact it has on a neighbourhood. With many stakeholders involved, individual agendas can easily conflict. For example, developers' main goal is to maximise profit, while residents may have different concerns for their neighbourhood. Conflicting interests and an unwillingness to resolve differences, if not properly dealt with, can bring TOD projects to a standstill (TCRP report 102, 2004). Lowry, et al. (1997) contend that coordinated and continuous communication during every stage of the TOD process is necessary to set realistic expectations, and mutually beneficial outcomes between stakeholders.

Stakeholders come to the table because there is potential benefit to themselves or those they represent (TCRP report 102, 2004). If this is done carefully, a wide range of stakeholders can bring unique talents, insights, and capabilities to the table, and ensure that a complex project actually moves forward and that each stakeholder feels that they were respected in the process (TCRP report 102, 2004). When stakeholder groups are able to reach an agreement, this agreement has a great influence on the decision makers. People with authority will be reluctant to oppose stakeholders if the stakeholders can agree amongst themselves, as long as the result also meets the interests of the decision makers (Forester et al., 2011)

For example, those leading the casino project in Montréal were excited and confident that it would be a success due to their partnership with Cirque du Soleil, a well-known and loved institution (Savard, 2012). However, failure to consult with the nearby working class community led to major conflict. Uproar from civil society, including the Public Health Department of Montréal made it clear that building a casino in a working class neighbourhood could be very harmful (Savard, 2012). The City of Montréal realized quickly that the root cause for the project abandonment was the lack of a relationship with the affected community, leading to strong opposition. City representatives have since stated that a collaborative process involving all key stakeholders is a necessary condition for project success (Savard, 2012).

2.3 Ongoing Dialogue

A collaborative planning process requires ongoing dialogue between stakeholders (Innes and Booher, 2010). The goal of dialogue is to find actions that all or most can support and that are workable, so creativity is often required (Forester et al., 2011). There may be many more stakeholders or participants involved in the project than could possibly be included in a single dialogue. In this case, there is often the formation of smaller groups linked together in various ways and reporting back to one another or to a central collaborative committee (Innes and Booher, 2010). These small groups can provide an opportunity to reach out into the community to include more stakeholders and people with other forms of knowledge.

Face to face dialogue is often necessary in order to discover mutual gain opportunities and robust agreements. Sometimes a mediator is essential for such dialogue to be effective. Innes and Booher (2010) assert that facilitated processes can enhance civic participation and decision effectiveness, with the mediator acting as the host of a community-driven engagement process. Facilitation or mediation practice can

help create an environment that brings stakeholders into conversations where they can openly discuss common concerns, discover new understandings, deliberate about problems, and build connections to work together to address them. Mediators can help stakeholders by asking, by clarifying, by confirming, by probing and by getting people to clarify what matters to them (Forester et al., 2011). Negotiations and compromise are important in resolving differences in perspectives or conflicting interests. Once a community or a group of stakeholders are engaged in an ongoing constructive dialogue, collaboration will be easier to reach.

For example, in the United States, Congress has directed the Department of Housing and Urban Development and the Federal Transit Administration to address the need for a mix of housing types that are affordable to a range of family incomes in proximity to new TOD. One of their proposed actions in order to build relationships between stakeholders was to hold facilitated roundtable panel discussions with participation of experts from both the housing and transportation industries, local residents, and other stakeholders to identify barriers and potential common visions (FTA-HUD Affordable Housing Plan, 2008).

Furthermore, language is a critical factor in the success or failure of dialogue. It has the power to encourage and legitimize, as well as repress and degrade. People are greatly influenced by the way planners and project leaders choose their words and convey their message. It can go as far as to affect a given community's interest and participation in a planning process (Stiftel and Watson, 2005).

It is sometimes difficult to achieve an ongoing dialogue with marginalised communities, such as racial and ethnic minorities, young people, impoverished people, elderly people, and renters. It is important for these social groups to be represented through a spokesperson. In communities with strong cultural identities and distinct

language barriers, planners can seek the aid of a cultural interpreter such as a mediator who is culturally rooted in the community, and can serve as a bridge (Heskin, 1991;).

2.4 Multiple Methods of Engagement

An effective collaborative planning process can also be fostered by the use of multiple methods of participation. There are many approaches that planners and designers can use to engage the public in TOD and other planning processes. Tools such as walking tours, visioning sessions, design charrettes, as well as design working groups are often used at public consultations to achieve community and stakeholder involvement (CMHC, 2009)

The International Association for Public Participation (IAP2, 2006) provides a comprehensive list of techniques available to achieve various goals of public involvement, including informing via fact sheets, web sites and open houses; collaboration via citizen advisory committees; consensus building; and participatory decision making. Less formal or organized approaches, such as writing an editorial, protesting, or signing a petition can be important venues for public participation (Laurian, 2004). However, many of these tools are not geared towards creating a dialogue or a relationship between stakeholders. Conversely, working groups such as design workshops, consensus building discussions, and other citizen advisory forums can achieve results that are truly shaping of planning processes and empowering (Irvin, 2004).

There are many different methods for getting stakeholders to communicate. For example, Forester (1999) refers to the "talking circle" as a method for engaging stakeholders in the planning process that goes beyond the typical public meeting. The talking circle comes from an aboriginal custom where only the person who is holding

the “talking stick” may speak. This method enables those who are more reserved a chance to express themselves.

More recently, the use of technology is becoming progressively important in increasing collaboration for TOD planning. Project websites, social media, surveys, interactive image and mapping tools, web-based discussions, and blogs are gaining popularity (Conroy and Gordon, 2004). Machell, Reinhalter and Chapple (2010) tested several community engagement tools with on topics of density, transit-oriented development, and affordable housing such as power-point presentations, brochures, and interactive activities. The authors state that these tools were vital to effective communication within the case studies examined. However, in addition to the techniques, it is essential to establish personal relationships, build trust, and choose techniques that suit the affected stakeholders. Respect for the values and interests of the community and honest communication with local leaders has also been highlighted (Machell, Reinhalter and Chapple, 2010).

For example, the Imagine Holgate process was considered a successful procedure during which the community felt involved in creating the type of development and pedestrian experience that they would like to see (Imagine Holgate aspirations report, 2012). Imagine Holgate was a collaborative TOD process for the Portland-Milwaukie Light Rail line. It helped residents, business owners, and various stakeholders re-imagine the Holgate Station Area and create trusting relationships amongst themselves. The process included stakeholder interviews, a walking tour of the neighborhood in which residents identified challenges and opportunities for change in the station area, an online community vision survey, focus group discussions, and a community workshop to creatively illustrate the community’s vision for development with interactive activities.

2.5 Local Leadership

Lasker, Weiss, and Miller (2001) argue that local leadership is essential to the creation of collaborative approaches. Local leadership creates a productive group environment, enables meaningful participation, and engages diverse partners by acting as the “middle man” between community members and the project planners. Effective local leadership facilitates stronger relationships with the broader community, new and better strategies for solving problems, and more comprehensive and integrated solutions (Weiss, Anderson, and Lasker, 2002). Goodman (1998) describes successful local leaders as people who provide direction and structure for community engagement, encourage participation from diverse community networks, focus on both process and task details, and cultivate connections to other leaders.

In the case studies of public involvement provided by Slotterback (2010), local leaders maintained community interest in the projects, organized additional participants, secured funding, addressed political challenges and community conflicts, coordinated with decision-making authorities, and worked with multiple consultants. Almost all of the local leaders were well-connected with relevant agencies such as elected officials but most importantly, they deeply understood the needs and desires of the community they represented. Their connections helped facilitate the involvement of local interests in the decision-making process for the various projects. One of the case studies examined the planning and development of a new station area in Emerson Park, East St. Louis, Illinois. In this case, a long-time resident, local community activist and organizer emerged as a local leader. Her role was considered particularly crucial in getting local residents involved in the project because of her local influence and high standing in the eyes of the community (Slotterback, 2010).

Local leaders often have the respect of the more marginalised local voices. Including local voices, especially those of people who do not often have an impact in

the decisions that affect their daily lives, is a matter of authentic democracy and justice (Innes and Booher, 1999). However, it should be noted that an important challenge in relying on local leaders is that they lack permanence. When a key individual is no longer available, the level of influence and the ability to achieve long-term change in decision-making processes are challenged (Slotterback, 2010).

2.6 Design and Planning Expertise

For an effective participation process, participants must be provided with the information needed to engage fully and to make informed decisions. Davidoff (1964) argues that “[i]nclusion means not only permitting citizens to be heard. It also means allowing them to become well informed about underlying reasons for planning proposals and to respond to these in the technical language of professional planners”. To this end, using design and planning experts to provide information to supplement that of participants can be extremely helpful (Innes and Booher, 2004). While professionals can provide useful knowledge and experience, it is important to be conscious of the differences in perspectives between experts and the public. Experts may be reluctant to acknowledge the input of “unprofessionals” in the definition of the problem and the generation of alternatives. This defensive attitude contrasts sharply with the openness and flexibility required for successful communication and can hinder collaboration efforts (Enserink and Monnikhof, 2003).

Forester, et al. (2011) describe how the good intentions of design professionals and related experts can lead to disempowerment. Often, experts’ eagerness or presumptions to talk too soon can have intimidating effects on local stakeholders. Their overpowering expertise can lead to silencing those who are knowledgeable but less professionally trained, and perhaps narrow agendas prematurely.

Forester, et al. use the example of a transit related planning situation for Calgary transit in which experts, local stakeholders, and interest groups were invited to a neighbourhood design workshop funded by the city council. The planners decided to begin by discussing the process and not the technical issues, especially because technical issues, such as those related to transportation planning, can initially intimidate participants. They decided that the transit professionals should not be allowed to participate as technical experts until the other stakeholders understood that they were needed. The public perceived a need to learn more about technical transportation planning and thus a collaborative and cooperative relationship developed between the groups (Forester, et al., 2011).

2.7 Visualization Techniques

Effective collaborative processes also use visualization techniques to enhance the equal understanding of key issues. Such techniques include maps, participatory geographic information systems (GIS), sketches, photos, photo editing and simulation, 3D physical or digital models, virtual reality, and video (Al-Kodmany, 2002). Visual information reduces the risk of confusion and provides a common language for technical and nontechnical participants. It can help stakeholders understand the geographical area and sometimes allows them to help design and alter the representation (Al-Kodmany, 2002). The overall goals and context of a particular planning process will influence which tools and visualization methods will provide the most useful information.

Visualization can be passive, as in the case of providing design images or maps at a public meeting or online. Evidence from the literature strongly suggests that good design images can facilitate TOD acceptance by the community (Bean, 2004). Concrete and local visual examples are particularly useful. Images of people, buildings, and

neighbourhoods with attractive amenities are among the most effective tools to engage citizens and help them to understand a comprehensive plan (Machell, Reinhalter and Chapple, 2010).

Visualization can also be interactive, using tools such as interactive mapping programs, photo editing, and building 3D physical or digital models. Such tools engage the public more fully in the planning process by structuring the participants' creativity and input and allowing users to explore, experiment with, and formulate alternatives (Carver, et al., 2001). Users may be allowed to navigate their way through a design scenario or pick and view alternative design ideas. Such tools can also help portray how the affected community will benefit from the development

However, many people are rightfully sceptical of how visualization presentation is affected by the judgment of the preparer. Lewis (2012) discusses the degree to which visualization techniques in urban planning actually facilitate collaborative decision making. Visualization technology, although an important aspect in increasing collaboration in planning processes and levelling the playing field for different participants, is a graphic communication medium that can be subject to the interpretation of human preparers (Lewis, 2012). Technological developments in interactive visioning techniques such as participatory GIS have been boasted as a new means to stimulate collaborative dialogue between planners and various stakeholders. Nonetheless, collaborative conversation should not be solely facilitated through the development of more sophisticated interactive visualization technologies (Hughes, 2004). It is with a critical eye that they can be used to effectively encourage collaboration by enabling people to better understand a given situation.

2.8 Goals of Collaborative Planning

The literature also discusses the expected outcomes from effective collaborative processes in planning and design. An expected goal of effective collaboration that is often of particular concern to designers and planners is an increased likelihood that projects will move forward and that outcomes will incorporate public preferences (Enserink and Monnikhof, 2003). When collaborative methods unite stakeholders with conflicting interests and provide them with a means of negotiating, the likelihood of implementation is much higher (Burby, 2003).

Broader community benefits, including increased community capacity and empowerment, can also be achieved through collaboration (Slotterback, 2010). If community groups are to benefit fully from collaboration with other stakeholders, they need to be given sufficient power and authority to enable them to influence decisions in a meaningful way (Bickerstaff and Walker, 2001). Communities are empowered when those previously left out of decision-making processes become engaged and their interest in and ability to contribute to policy decisions increases (Bickerstaff and Walker, 2001).

Collaboration can lead to consensus building. While consensus building can produce implementable, mutually beneficial agreements among stakeholders, its most important results may be less tangible. It can produce new and lasting relationships, practices, and ideas that help participants feel invested in and valued by their community (Innes and Booher 1999).

Collaborative approaches to planning are not new. They have been used, analysed, and challenged both at the level of theory and practice (Lynch, et al., 2008). More recently, both governments and nongovernmental players have begun experimenting with collaborative processes, ranging from stakeholder discussions to fully fledged consensus building to address conflict around projects and plans that

seems irresolvable. Public agencies as well are exploring collaborative forms of public involvement beyond legally mandated forums. Some efforts seek a shared identity as a starting place for change, where stakeholders begin building trust and finding shared realities (Innes and Booher, 2010). Although collaborative processes are not an effective solution to all conflicts, they have the potential to sensitize decision makers to become more critically aware of their own and others' cultural practices, experiences, views, needs and aspirations, thus paving the way for better informed decisions (Maginn, 2007).

TOD requires increased density, mixed use, and quality provision of public transit. TOD projects are complex endeavours relying on multiple partners and funding sources. As such, the main issues around implementing TOD are that many actors are involved, different property owners and developers have different interests, the social mix of a neighbourhood can lead to different priorities, the diversity of services needed requires negotiations, and political involvement is not consistent (Junca-Adenot, 2012). TODs differ from other complex urban projects because they offer a different approach to development and offer new lifestyle options for people. In this regard, TOD requires that those affected by the plan adhere to a lifestyle based on active and public transit, and thus requires that they collaborate in the planning process in order to feel represented in the decision making that will affect their daily life.

Critics of TOD have suggested that its policies disadvantage low-income households by driving up housing prices (Pozdena, 2002). However, with a collaborative approach, such issues could be avoided by assessing stakeholder concerns before the planning process and enabling the development of a common vision that suits all needs. Critics of TOD also claim that in cities where only a marginal percentage of people actually use public transportation, or where the relationship between planning agencies is weak, TOD policies will have very limited effects (Babalik-Sutcliffe, 2002). The

arguments for effective collaborative processes to TOD are therefore most relevant to contexts where the coordination between planning agencies is strong and where transit is already well-used.

In this light, it is becoming more widely accepted that collaborative approaches to TOD planning and design offer a means for enabling a more purposeful dialogue between stakeholders with conflicting interests. If an open procedure where all players were committed to collaborative conversation were to come to characterise the development of TODs, benefits likely to emerge include: the quality of life that TODs are argued to provide; faster development and implementation timelines; a design that fits the needs of the community; a sense of belonging; the creation of “network power”, a flow of power in which participants all share (Booher and Innes, 2002); increased public trust in government; and an increased awareness regarding TOD issues.

The following section describes the context, process and outcomes of a collaborative project in Montréal.

3. Case Study

The scan of the literature above provides basic background information about key principles for effective collaborative processes. A Montréal case study, a process called *Ouvrir la voie- Planification des secteurs Marconi-Alexandra, Atlantic, Beaumont, de Castelnau* around a future mega project in the heart of the City (see figure 2) , will now be examined from the point of view of the key principles for success distilled from the literature: bringing key stakeholders to the table, ongoing dialogue, using multiple methods of engagement, having local leadership, using planning and design expertise to inform participants, and using visualization techniques.



Figure 2. Case-study location within Montréal (Ville de Montreal, 2010, adapted by author)

The case study provides an example of a collaborative process relating to a set of complicated circumstances. The purpose of the case study is to offer sufficient detail about how it started and how it was managed in terms of its context, structure, and process as well as to understand what principles were important and what can be learned for future Montréal TOD projects in order to accomplish effective stakeholder collaboration.

This case was chosen precisely because of the collaborative process that was undertaken for its development. It was the first process of its kind in the City of Montréal, a pilot project including early “upstream” collaboration with the affected communities and stakeholders, as well as an emphasis on social and economic planning, to complement the eventual physical plan of the area. This project is similar to a large scale TOD as it is structured around the concepts of increased density, access to public and active transit routes, and mixed uses. Furthermore, the Parc, Acadie and deCastleneau metro stations, all within the case study area, are designated TOD areas by the PMAD of greater Montréal (PMAD, 2011) as well as the City of Montréal’s plan (Ville de Montréal 2007). Citizens and representatives of various organizations, institutions and businesses were encouraged to take part in the brainstorming phase for the future of their neighbourhoods within the context of this new innovative collaborative process. The success of this initiative will have an enormous influence in integrating this type of process into the City’s planning practices for future TODs and other neighbourhood level plans.

3.1 Context

The PDUES was initiated within the context of the planning process around the vacant Canadian Pacific (CP) rail yards, bordered by the neighbourhoods of northern

Outremont, southern Parc-Extension, western Petite-Patrie, and northern Mile-End (see Annex C). The University of Montréal acquired the CP rail yards with the plan to redevelop the land into a mixed use university campus, including residential and commercial development. The new campus will transform the 185,000 m² Canadian Pacific railway corridor and adjacent vacant lands into a major institution and a regional destination over the next fifteen years. The four surrounding neighbourhoods, bordering one another but separated by infrastructure and distinct in character, will all be significantly affected by the development of the new Université de Montréal Outremont campus.

The old industrial and neglected rail yard area will be completely revitalized into what is intended by the Université de Montréal to be an attractive, accessible, pedestrian and bicycle-friendly student neighbourhood. Université de Montréal is planning a 300,000 m² campus, with over 1,300 housing units and 4 hectares of parkland. The project is located near two metro stations (Acadie and Outremont) and a future commuter train station. A project goal is to take a sustainable development approach and encourage active transportation. Université de Montréal hopes the project will help to revitalize adjacent former industrial sectors, in keeping with the scientific role of the campus (Ville de Montreal, 2011) (See Annex D for Université de Montréal plan).

Once the Université de Montréal acquired the land, its initial plan was submitted to the OCPM in 2007. After a public consultation, the OCPM came out in favour of the project on the condition that the City of Montréal create a special long term social and economic plan for the surrounding neighbourhoods to ensure that the megaproject would be well integrated with, and accepted by the affected communities (Savard, 2012). Figure 3 illustrates the planning territory.

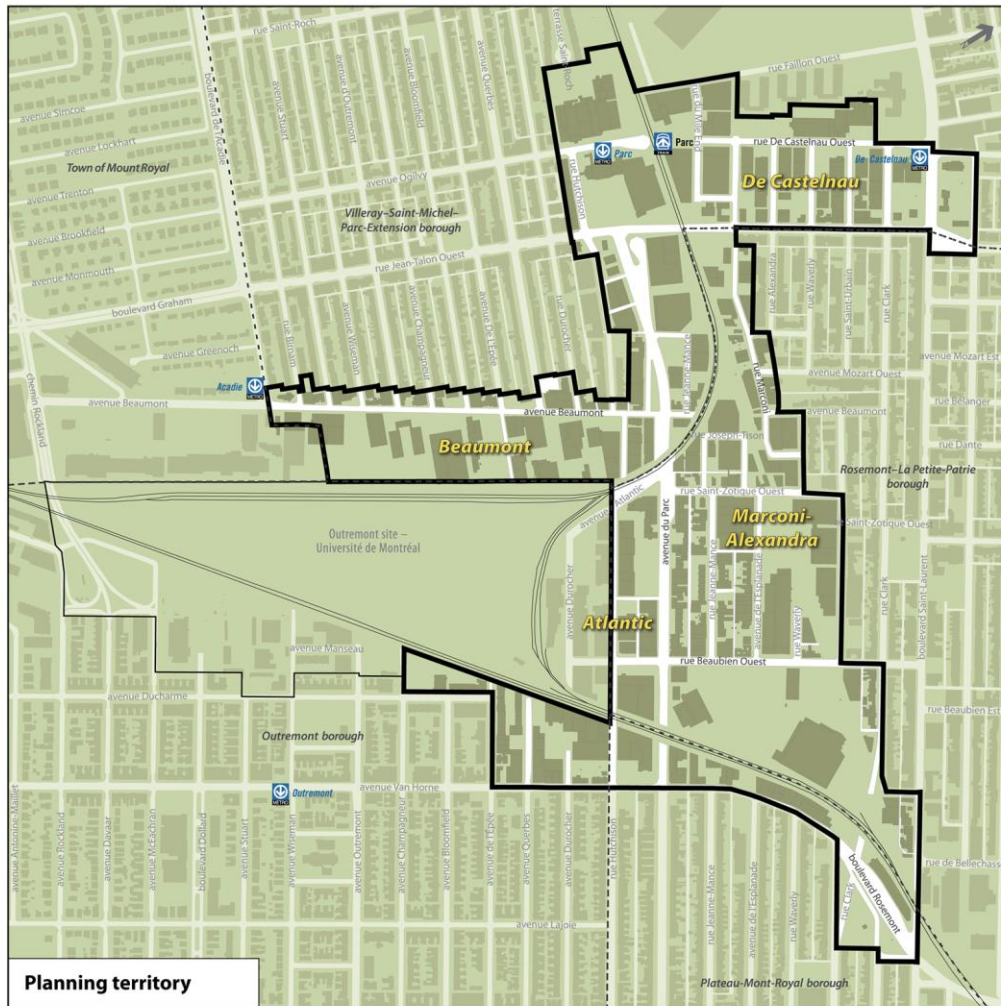


Figure 3- Planning Territory for the Area Surrounding the future Université de Montréal Campus (Ville de Montreal, 2012)

Local residents and specifically, local groups advocating for housing rights fear that the new campus will be an opportunity for property owners to develop condominiums or sell their property to developers with the risk of mass gentrification. With preliminary work underway on the Université de Montréal's railway yard campus, socio-demographic and economic changes are already being felt in the surrounding areas. The fear is that the benefits associated to the development of the new Outremont

campus will not be distributed in an equitable manner, a criticism that is also sometimes said for TOD (Pozdena, 2002).

The area is known for its industrial past. The Beaumont neighbourhood, in the Villeray–Saint-Michel–Parc-Extension borough, the Atlantic and Marconi-Alexandra neighbourhood within the borough of Rosemont–La Petite-Patrie, the northern edge of what is referred to as Mile-End in the Plateau-Mont-Royal borough, as well as the northern part of the Outremont borough share a fragmented, and partially enclaved territory that was built and developed in relation to the physical railway network and the associated industrial manufacturing activities (Ville de Montreal, 2012).

The decline in manufacturing and industrial activity has weakened many businesses in the area and the built environment has experienced substantial deterioration and neglect. Nevertheless, the area remains an important hub of economic activity with main employers in construction and distribution. Several small design, architectural, and information technology firms are starting up in the area. Furthermore, as mentioned previously, multiple residential projects are being developed within the area through the transformation of old industrial buildings.

The fragmented nature of the built environment is also one of social identity. The neighbourhood of Parc-Extension is distinct from the other neighbourhoods in numerous ways: it is the most culturally and religiously diverse, has the lowest educational attainment level, lowest employment and household income levels and the highest population density (Ville de Montreal, 2012). The neighbourhood of Atlantic and Marconi-Alexandra, situated between Mile-End and Parc-Extension is referred to as « Mile-Ex » or sometimes "Quartier des architectes" as this is where many of the small and trendy architecture and design firms are appearing (Ville de Montreal, 2012). Similarly, Mile-End is seeing a continuation of the gentrification moving north from the Plateau neighbourhood. These last two neighbourhoods are characterized by a mixed industrial

and residential land use, which gives them the lowest population within the whole area. Outremont, on the other hand contains a more homogenous population in terms of income, education, ethnicity, social status, and has a notably higher socio-economic status than the island of Montréal average (Ville de Montreal, 2012).

Between 2001 and 2006, the population within the planning territory grew from 13,190 to 13,795, an increase of 4.6% compared to the Montréal average of 2.3%. The population density of the area is also higher than the Montréal average: 64 people/ha as opposed to 44 people/ha. From 2001 to 2006, the number of housing units increased twice as much as the Montréal average and in 2006, the number of families with children accounted for 34.5% of the housing units in the area. This number was slightly higher for the Parc Extension neighbourhood (40.6%). Immigrants in the area accounted for 45% of the population in 2006, 12% of which immigrated recently (between 2001 and 2006). The Parc-Extension neighbourhood stood out particularly with a 62.2% immigrant population, and 18.1% who immigrated recently (compared to the Montréal average of 31.4% and 8.1% respectively). The principal countries of origin for the immigrant population of the area were Greece (13.1%), India and Pakistan (8.6%) (Ville de Montréal, 2012). For further information and maps illustrating the area's socio-demographic composition by neighbourhood such as age distribution, increase in housing units, number of people per housing unit, number of families with children, immigrant status, and country of origin, education, employment, and income please refer to Annex E.

The strength of the community organizations is also an interesting theme, as it varies across the area. In Outremont, the Hassidic Jewish community is strong, united, and seeks to ensure its own internal integrity. By contrast, Parc Extension has a number of community organizations that represent the needs of smaller minority communities internally. However, there are few organizations in place to help find common ground

between these communities. As a result, Parc-Extension remains fragmented and underrepresented.

The physical layout of the whole area is characterized by many dead-end streets, cutting off the different neighbourhoods from each and creating barriers to public transit and public spaces. There is also a lack of green space, pedestrian friendly streets, and overall human scale due to the overwhelming building massing (Ville de Montreal, 2012). Parc-Extension in particular has limited access to public transit and active transit routes, with limited pedestrian crosswalk and no bike paths. The area, with the exception of Outremont is car oriented and dangerous for pedestrians and cyclists. More information on the built and natural environment of the area can be found in Annex F.

The nature of these issues, notably those relating to access to public transit, environmental equity, housing, and anticipated densification, led the City of Montréal, as recommended by the OCPM, to expand the normal physical planning process to incorporate economic and social aspects. City planners are now in the process of developing, in collaboration with local actors and citizens, a *Plan de développement urbain, économique et social* (PDUES) for the 80 hectare area, the first of its kind in Montréal.

The PDUES is different from the normal special planning process for large scale specific plans or *Program Particulier d'Urbanisme* (PPU). PPUs enable precise physical changes to the urban master plan in specific areas (Québec, 2013). They are often associated to the development of a new residential sector or a themed neighbourhood, whereas the PDUES includes social and economic factors, along with the physical ones in the plan and therefore requires a more inclusive planning approach.

The PDUES will guide the interventions led by the City of Montréal, such as new zoning regulations and the planning of public spaces. It will also incorporate a series of

socially and economically oriented actions to be decided and implemented through a collaborative process between locally interested stakeholders. The PDUES is a new and untested planning process, in which early collaboration to determine the needs and desires of the community plays an important role. Since the territory covers four boroughs, the planning process is also being done in collaboration between the City of Montréal's *Service de la mise en valeur du territoire* division as well as the boroughs of *Outremont*, *Villeray–Saint-Michel–Parc-Extension*, *Plateau-Mont-Royal* and *Rosemont–La Petite-Patrie*. A collaborative engagement process was initiated so that local stakeholders could have a say in the priorities of the PDUES; it was named *Ouvrir la voie*.

The *Ouvrir la voie* engagement process was notably initiated in May 2012 before the first draft of the PDUES started, allowing participants a blank slate and the opportunity to have an effect on the plan outcome.

3.2 Process

The collaborative planning process for the PDUES, *Ouvrir la voie*, started in May 2012 and will last until May 2013. It includes a wide range of stakeholders and engagement methods.

To kick off the process, the City launched an information campaign, announcing the City's willingness for the process to be collaborative. The different steps of the process that followed are illustrated in figure 4 and are described in detail further below. A graphic illustrating how this process is different from the conventional public consultation process used by the City of Montréal, described in subsection 1.6 is shown in figure 5.

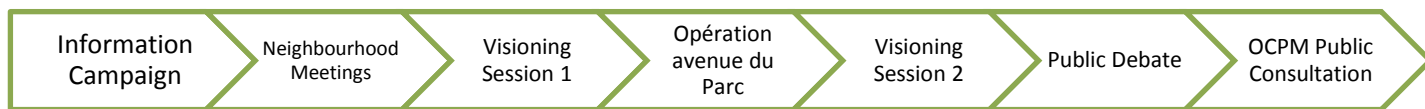


Figure 4. Timeline for the *Ouvrir la Voie* Process (Spring 2012 to Spring 2013)



Figure 5. Comparison between Collaborative *Ouvrir la Voie* Process and Conventional Participative Process led by the City of Montréal

3.2.1 Mediators

The City hired a mediation firm to plan and organize the collaborative process among stakeholders that would serve to shape the content of the PDUES. The firm has a background in stakeholder relations and in helping organizations and communities to build enduring relationships and to realise mutually beneficial projects. Their official mandate for leading the *Ouvrir la voie* process was to:

- Document the ways in which people perceive and use the PDUES territory
- Acknowledge the different views and areas of concern of diverse stakeholders
- Identify common goals and potential interventions in the neighbourhood that stakeholders could agree on.

The stated goal of the mediation firm was to establish a dialogue leading to an eventual relationship among affected citizens and interest groups that would allow stakeholders to express their concerns and aspirations and work towards building consensus on the objectives of the PDUES.

The process was organized and led by the mediation firm. A group made up of planners and elected officials representing each of the surrounding boroughs as well as planning experts from the City of Montréal accompanied the process. Their role was to help guide local stakeholders and strive to understand local needs and desires. In identifying and analysing the stakeholders and issues at hand, the mediation firm quickly became involved with a local representatives and community members and collaborated with them to establish an organizing committee and enable a grassroots component to the process, described in detail in the *Opération avenue du Parc* subsection below.

The City is now responsible for taking the outcomes of the Ouvrir la Voie process and incorporating them to shape the actual PDUES.

3.2.2 Neighbourhood Meetings

Four major neighbourhood meetings took place. The meetings were designed to reach out to people working and living in the area and to gather information regarding their aspirations and local knowledge. These meetings were set up in popular and accessible neighbourhood locations. They lasted approximately four hours each. Participants could come and go as they pleased. Participants were encouraged to initiate discussions with each other, with the mediators, and with the representatives from the City of Montréal.

The neighbourhood meetings were publicized through several local newspapers and by individual mailbox invites. They attracted approximately 300 participants, mainly local residents, and enabled the mediators to gather and record over 500 comments and proposals. These propositions helped build a clear understanding of the reality, needs and desires of the people who use the space on a daily basis. Certain neighbourhood meetings were especially designed to reach out to representatives of the Hassidic community to make sure that they had equal opportunities to participate and share their opinions.

3.2.3 Visioning Session

In May 2012, 86 representatives from different organizations, institutions, businesses and public administration assembled at a local community centre, Casa d'Italia, for a visioning session. The activity lasted the day, and aimed at enabling

participants to identify a common vision for the future of the neighbourhoods and to propose themes they wished to explore in greater detail.

The activity was designed to bring together representatives from all backgrounds, with diverse interests and from each of the different neighbourhoods. This was done so that those with particular expertise regarding certain ideas or interventions could answer specific questions as well as interact with others who had particular expertise regarding different matters.

The visioning session brought together many of the stakeholders who will eventually play a role in the assembly of the PDUES. The session also helped stakeholders to collectively identify major themes such as improving and creating green areas, connectivity, safety, active transit, as well as the importance of protecting the current social, economic, architectural and functional diversity of the area. These TOD type themes were brought up as topics of discussion again and again throughout the collaborative process.

3.2.4 Opération Avenue du Parc

Long before the PDUES process had been initiated, several representatives from the Marconi- Beaumont area (approximately between Parc Avenue and St-Laurent Boulevard, de Castelnau Street and Beaubien Street) came together to collaborate on issues of social housing, traffic calming, local economic development, and citizen participation in the neighbourhoods. They created the Marconi Beaumont Coalition.

According to a local citizen, the Marconi Beaumont Coalition was one of the lead representatives spearheading the opposition to the initial Université de Montréal campus plan at their OCPM consultation. They voiced their concerns for the current

population of the area, and demanded for a more socially just plan for the neighbourhoods surrounding the future campus. This is what they feel initiated the *Ouvrir la voie* process. It was new, untested, and without a proper framework or rules and the Coalition felt inspired by the opportunity. They wanted to create a community led planning project but decided to do so in collaboration with the process already initiated by the City, and led by the mediation firm.

Therefore, after the initial visioning session organized by the mediation firm, the Marconi Beaumont Coalition approached the mediators and asked to merge “expertise”: local expertise and professional mediation expertise. The Coalition wished to focus on a particular segment of Parc Avenue deemed especially problematic by the surrounding communities and to work together to rethink the ways in which it is currently used. An organizing committee was created, composed of different community organization representatives, community group leaders, local residents, and representatives of the mediation firm. Together they planned *Opération avenue du Parc*, a community-led planning process, supported by the City of Montréal through the mediation firm as an official new step in the *Ouvrir la voie* process.

The *Opération avenue du Parc* organizing committee was made up of leaders representing certain local organizations such as *Vrac environnement*, the *Société de développement environnemental de Rosemont*, the *Regroupement, Art et Culture de Rosemont-La Petite-Patrie*, and residents of the surrounding neighbourhoods. The process was organized in parallel yet connected to the *Ouvrir la voie* process, and was composed of two important steps, publicized through an interactive Facebook page, pamphlets distributed door to door, and posters. First of all, on October 13, 2012, stakeholders were invited to take part in guided exploratory walks around the area in order to build a collective idea of what were the main issues. The walks took place along Parc Avenue between Van Horne Avenue and the Jean-Talon train station. The main

objective was to gather comments and ideas from the community that could help the *Opération avenue du Parc* committee to determine potential themes for the upcoming community design workshop. After their walk, participants were invited to write their observations, thoughts, questions and concerns on post-its and to place them on a large-scale map of the area. A week later, stakeholders were invited to a day-long community-led planning workshop, where they worked in teams with planning and design professionals, and students to create design propositions, recommendations, and solutions to the identified issues. Approximately 80 people took part in the workshop.

During the community-led planning workshop, an interactive online platform was used as an experiment to potentially increase collaboration by providing an opportunity for those not present at the workshop to take part in the brainstorming.

The *Opération avenue du Parc* process was designed to make citizen voices heard for this project, particularly for the changes that will occur on Park Avenue. The process was not expected by the City, it was truly a bottom-up initiative led by local stakeholders. It was welcomed as an important phase in the development of the PDUES and considered a key element in the success of the process. The results from *Opération avenue du Parc* will contribute to the design of the PDUES.

3.2.5 Second Visioning Session and Public Forum

On October 29, 2012, the participants from the initial visioning session as well as participants from the *Opération avenue de Parc* process were invited to continue their discussion, merge ideas, and work together in groups to propose initiatives that could be applied to the PDUES.

Each group worked on an intervention corresponding to one of the themes identified in the initial visioning session: improving and creating green areas, connectivity, safety, and active transit, as well as the importance of protecting the current social, economic, architectural and functional diversity of the area. They then worked together to evaluate the impacts of such an intervention, such as the location of a new bike path, and the necessary conditions for success.

The same evening a spokesperson for each group presented a detailed version of their proposed intervention during a public meeting where the whole community was invited to join the discussion and give their opinion on the different ideas. In addition, the results from the *Opération avenue du Parc* workshop were presented. These results coincided strongly with the themes and intervention ideas developed during the visioning sessions. Over 100 people took part.

This second visioning session enabled different actors to communicate and form relationships according to common visions. More than just a step in the PDUES' collaborative planning process, it stood out as the starting point for potential collaboration between different actors for the implementation stage of the PDUES and an ongoing dialogue (*Rapport Final sur La Démarche de Planification Participative* PDUES, 2012).

3.2.6 Online Public Platform

In addition to the various engagement methods, an online public platform was created at the beginning of the engagement process in order to reach an even wider range of stakeholders, see figure 7. The platform was bilingual and provided information and documents regarding the process and the context for the PDUES. Those visiting the

site were invited to take part in several online discussions regarding issues in the neighbourhoods involved and to voice their own comments or concerns.

Visitors were given the option to upload pictures and documents. A survey was also made available to them. According to the comments and the survey results, most of the visitors were residents from the area and its surroundings who did not have the chance to participate in the neighbourhood meetings, community-led workshop, or visioning sessions.



Figure 7. Online Public Platform

3.3 Outcomes

Almost 300 people took part in the neighbourhood meetings, designed to gather local expertise and ideas regarding the territory. Approximately 100 representatives from citizen groups advocating for affordable housing, women's rights, environmental equity, social justice, local economic development, and heritage preservation as well as different institutions, businesses, and residents participated in the visioning sessions, enabling them to formulate a vision, to identify actions and to take an active role in the development of the plan. The *Opération avenue du Parc* initiative enabled a balance between top-down and bottom up approaches, giving local stakeholders a sense of ownership over a plan that will affect their day to day lives.

The *Ouvrir la voie* process enabled the gathering of ideas, issues and observations from hundreds of local residents, business owners, community organizations and institutions with a stake or interest in the project. A large amount of information and comments were collected. Several remarkable ones stood out. Several clear conclusions were drawn from the process regarding the future of the area. In the light of the eventual increase in density and mixed uses, there was a strong consensus between stakeholders regarding the need for greening and traffic calming initiatives, interventions facilitating active transit, a significant increase in the supply of social housing, the creation of local employment, equitable access to transit, and the preservation of the rich social, architectural, functional, and economic diversity in the area. Additionally, many stakeholders expressed enthusiastic hope that the *Ouvrir la voie* process will establish a new way of planning and designing that encourages collaboration between all different actors at each step of the development. The exact form of this new model is yet to be seen but there is hope that the *Ouvrir la voie* process has initiated the momentum. The planning process for this large-scale TOD is significant, possibly useful as a model, and thus worthy of investigation.

The preliminary PDUES, shown in figure 6 was subject to a public information session during the month of March 2013 through the OCPM where the City of Montréal proposed a preliminary plan based on the results of the *Ouvrir la voie* process. The stakeholders, who still wish for the PDUES to be improved or amended, are now in the process of writing briefs, to be presented in April and May to help guide the OCPM to make finishing recommendations for the plan to the City. The final version of the PDUES is expected to be adopted by the municipal council in the summer of 2013.

4. The Collaborative Process in Practice

The analysis of this case study attempts to answer the question “How can planning processes for transit-oriented development be improved through a collaborative approach?” The analysis is structured around the key principles that make for an effective collaborative process distilled from the literature.

Based on interviews with key participants from the *Ouvrir la Voie* process, the analysis explores through the first six subsections whether the process met the principles for effective collaborative planning, and whether it sheds any light on the appropriateness and comprehensiveness of the principles. The following subsections identify what additional important principles and lessons can be learned from this particular case study in terms of collaborative planning, as well as the challenges that were faced and the opportunity this case provides for initiating a new collaborative planning model. The opinions expressed in the analysis are of the interviewees only.

4.1 Bringing Key Stakeholders to the Table

Those involved in the planning process acknowledged *Ouvrir la voie* as a step in the right direction in bringing stakeholders to the table. During the first visioning session, many of the participants expressed the desire for a new collaborative model of development that would place citizens in the heart of the process and in which everyone affected would have the opportunity to express themselves and play an active role.

Residents, business owners, employees, community groups, NGOs, and other stakeholders from the PDUES area and the surrounding neighbourhoods, excluding the Town of Munt Royal, took part in the conversation. Interviewees agreed that it was important to create a strong role for stakeholders in the brainstorming, decision making,

and implementation phases of the plan. They agreed that in the *Ouvrir la voie* process, local organizations and community groups were well represented and local businesses were well informed. However, they felt that it was difficult to reach certain more marginalised stakeholders such as immigrant groups and to engage them in effective dialogue, especially considering the time frame.

Interviewees considered that the *Opération avenue du Parc* process was particularly important in gaining the trust and interest of the community. It gave the project credibility because it was led by participants who represented the community and who know it well. The participants who were interviewed stated that many of the communities surrounding the PDUES territory have a long history of being particularly active and engaged. Several residents and community group leaders felt it will be necessary that the PDUES provide continuous room for citizen initiatives and that citizens be given authority to influence the decisions regarding the long term implementation of the plan.

Project goals to reach local residents were well-intended. However, the residents who did participate in the events and contributed to the collaborative process were not socio-economically and geographically representative of the affected neighbourhoods. According to a local community organization representative, the unrepresented population include the large ethnic community from the *Parc-Extension* neighbourhood to the North, and the large Hassidic community to the South of the PDUES area.

Several interviewees proposed, in addition to the neighbourhood meetings, creating neighbourhood associations or small and accessible "block committees" that would help reach out, engage, and represent all inhabitants of the area throughout the next steps and ensure their needs and desires are considered. One interviewee from the mediation firm stated that perhaps planning education needs to incorporate new techniques for reaching out to those who are typically left out of the process. Another

suggestion was to incorporate greater diversity in organizing committees in order to enable a broader representation.

According to a local community organization representative, planning issues are not always a priority for people who have recently immigrated or people living in poverty. Furthermore, planning workshops are not always set up in spaces that are accessible or welcoming to people in these situations. Language is always an issue, as well as the need to adapt activities to different planning skillsets.

On the other hand, an interviewed resident stated that, in general, the people who are the most difficult to bring to the table for a collaborative planning process are engineers and urban planners from the City. In the *Ouvrir la voie* case, however, their participation was facilitated by the City's interest in and support for the project. One resident in particular felt that there was an overflow of professionals and students engaged in the process, drowning the voices and confidence of local residents. According to another representative from the community, bringing so many stakeholders to the table at once was unnecessary and too difficult to manage. More frequent and smaller activities designed to accommodate different types of stakeholders would have made the engagement process more effective and representative.

All interviewees agreed that full stakeholder representation is extremely difficult. "We end up working with those who *want* to be involved" claimed a participant from the *Opération avenue du Parc* organizing committee. Most interviewees agreed that the principle of multiple stakeholder engagement is essential for effective collaboration, although there is no scientific formula for perfect representation.

4.2 Ongoing Dialogue

There was consensus among the 10 interviewees that ongoing dialogue and communication is essential for projects happening over time and with many players. In the case of *Opération avenue du Parc*, it was important to have certain people act as messengers; the mediation firm created the link between the *Opération avenue du Parc* committee and the City of Montréal as well as between different members of the committee, making sure that everyone was “on the same page”. Although the main process is completed, according to respondents, this dialogue still exists and relationships have been shaped through it.

One community group representative and urban design professional expressed the concern that too much dialogue can create barriers if no consensus is reached. However, interviewees agreed that in the *Ouvrir la voie* process, although there were differing opinions on specific issues, there was a strong consensus among stakeholders regarding key issues, namely: the need for greening and traffic calming initiatives, interventions facilitating active transit, a significant increase in the supply of social housing, the creation of local employment, equitable access to transit and the preservation of the rich social, architectural, functional, and economic diversity in the area. Many participants expressed enthusiastic hope that the *Ouvrir la voie* process will establish a new way of planning and designing by providing an opportunity for continued stakeholder dialogue, and future collaborative possibilities between the City of Montréal, its boroughs, citizens, organizations, institutions, and businesses.

According to a representative from the City, ongoing dialogue is “easier to obtain in our day and age” with all the various methods of communication at our disposal. In the *Ouvrir la voie* process, dialogue between stakeholders was enabled through an online platform, *forum citoyen*, which allowed for continuous feedback and communication from and between a variety of stakeholders.

Nonetheless, according to a representative from the mediation firm, regular face-to-face dialogue between stakeholders is still crucially important. For this to be viable there needs to be someone or a group in charge of organizing meetings. For the *Ouvrir la voie* process, time and effort was required to build a collaborative conversation between the City representatives, the mediation firm, the *Opération avenue du Parc* committee, and other stakeholders. At this point in the process, interviewees agreed that communication has been introduced and a relationship of trust has been built between stakeholders. In order for an ongoing dialogue to be carried out towards the next steps, there needs to be a strong will and continuous effort from all players.

4.3 Multiple Methods of Engagement

The neighbourhood meetings, the visioning sessions, the online platforms, the community led initiative -including the exploratory walks and the community design workshop- enabled many different perspectives to be expressed and integrated into the plan. The neighbourhood meetings and the online discussions enabled an understanding of the local day-to-day reality from different perspectives. The visioning sessions and workshops allowed stakeholders to form relationships, share ideas and build consensus on initiatives on which they could possibly work together.

Interviewees agreed that multiple methods of engagement were essential since the objective of the process was to create a comprehensive portrait of the area. The initial visioning session enabled the *Opération avenue du Parc* committee to form and to start collaborating with other actors. The *Opération avenue du Parc* process was important in creating additional engagement processes. Fortunately the City of Montréal and the mediation firm were interested in collaborating with and supporting a grassroots

approach. Interviewees agreed that the many methods used together enabled collaboration.

For the *Opération avenue du Parc* initiative, the Facebook group was an important venue for participants living outside the neighbourhood, or those who did not have the chance to participate in the more hands-on events. According to a local resident, the exploratory walks before the workshop were extremely important to the success of the process. They enabled organizers to see and understand the changes that are happening in the neighbourhood, to give context, run ideas by the communities, and get confirmation on issues. The media was also important in promoting the different events.

One interviewee stated that the best way to talk to locals is by engaging those who work in the shops and who are walking in the streets. In this regard, the initial smaller neighbourhood meetings were very engaging and enabled a variety of people to voice their opinion.

Interviewees agreed that each activity throughout the process had its place. The neighbourhood meetings allowed people to reach out and test the waters, as much for those participating as for those organizing. After the initial feedback, dialogue had been initiated. For most interviewees, the *Opération avenue du Parc* community design workshop was the highlight of the process. Although it was not necessarily ideal for encouraging more marginalised voices to be heard, it enabled real collaboration between participants and helped create new relationships and connections. Most interviewees agreed that there could have been a few more engagement methods designed for different groups or to accommodate those who did not have the time for weekend events, or did not have the language skills, such as a door to door survey or the creation of small block discussion groups.

4.4 Local Leadership

Local leadership was provided by a group of community group leaders representing certain local organizations such as *Vrac environnement*, the *Société de développement environnemental de Rosemont*, the *Regroupement, Art et Culture de Rosemont- La Petite-Patrie*, and the Historical Society of Parc Extension, as well as several active residents of the surrounding neighbourhoods to form an organizing committee for the community led portion of the planning process. Interviewees agreed that the *Opération avenue du Parc* process was created by locals, for locals. Those leading it were people who are known in their communities to be looking out for the best interest of the neighbourhoods. Their informal leadership came from their intimate and practical knowledge of the area, giving them a unique expertise.

Because local leaders were jointly responsible for much of the process, with the help of the mediation firm, the community felt that it was in control, and therefore less threatened by the project. Interviewees agreed that the local leaders were not completely representative of the different neighbourhoods, since there was no one of racial or ethnic minority actually sitting on the organizing committee. However it was still a bottom up approach that enabled a stronger connection to the residents of the area, a better understanding of the issues, and more efficient collaboration.

Together, residents, business owners, community group leaders, community organization representatives, mediation firm representatives, and City representatives interviewed agreed that the *Opération avenue du Parc* initiative was key to the success of the whole *Ouvrir la voie* process because it was led by true local leaders who got people interested in participating. One planner from the City of Montréal acknowledged that local voices get better press reviews because they ignite more public interest. The public interest and willingness to be involved in the *Ouvrir la voie* process stemmed from the *Opération avenue du Parc* media.

Although essential in the case of *Opération avenue du Parc*, according to a representative from the mediation firm, local leadership is not always easy to obtain. Certain people who claim to be leaders can come off too strong, or too loud and diminish people's willingness to participate. It is difficult to decide who local leaders are. Interviewees agreed that local leaders cannot just have the loudest voice and rather must be rooted in the community, have many contacts, and understand the needs of local groups.

4.5 Design and Planning Expertise

Planning and design experts from the public and private realms, planning students, various professionals, and elected officials came together to help guide the planning process during the visioning sessions and community-led planning workshop. They helped make sure the results were realistic. Interviewees agreed that using design and planning experts as a resource can be significant to the success of a collaborative process. According to most interviewees, using design and planning expertise was important to the *Ouvrir la voie* process because "it was well done" by enabling a realistic and empowering outcome.

The process also exposed the design and planning experts to the ideas of the community, got them to meet the public, and helped them to understand the needs and desires of the various participants. A relationship of mutual learning was created where local experts worked with design and planning experts on what was possible. One resident compared the process to a doctor and patient relationship, where both parties have a particular knowledge of the patient's body and can work together to cure it by sharing expertise.

During some of the *Ouvrir la voie* activities, an expert drawing artist was present to reflect people's ideas on paper. This was appreciated by many of the participants interviewed as it made people feel like their ideas were worth visualizing.

Most interviewees agreed that during the *Opération avenue du Parc* community design workshop, design and planning experts were not overpowering, but engaging professionals who acted as a resource. The experts helped develop background information for participants and provided examples for inspiration. In terms of outcomes, they helped make the workshop's concluding propositions more politically credible. In the case of the *Ouvrir la voie* process, it was essential that the results be realistic. In this regard, design and planning expertise was essential. The resulting recommendations were to be sent to the OCPM and needed to be pragmatic and convincing.

A community organization representative believed that using experts to inform participants meant educating people on what was possible or what the root issues were. For example, many participants blamed the City of Montréal for the lack of level crossings on the rail tracks when, in reality, it is the Canadian Pacific's responsibility.

One resident interviewed pointed out that it was essential that experts participating in the process also be dedicated to the project: "they weren't there because it was their job, they wanted to be there and felt they had a stake in the project".

According to a representative from the City of Montréal, the sharing of expertise during the process was empowering. It enabled collaboration and learning from all sides. When participants "realise that they are humans talking to humans, with a common goal," they create a relationship of respect. According to a representative from the City of Montréal, this is a phenomenon that does not happen at the OCPM.

Furthermore, most interviewees agreed that having design and planning experts to inform participants created transparency. The process was geared towards building a shared vision between stakeholders to guide the PDUES. It was important that it be a realistic vision to which everyone adhered.

A representative from the mediation firm believed that using experts to inform participants can help level the playing field and give everyone involved a chance to understand the relevant planning and design language. Using experts to inform participants enables a certain framing of the discussion, to keep ideas realistic. However, there is the risk of too much realism. Design and planning experts must not be intimidating with technical jargon that restricts participants' will to collaborate. They must understand that their role is to support, listen, and give advice.

4.6 Visualizing Techniques

During the process, the mediation firm and the City of Montréal provided different visualization tools to participants such as information documents and large maps of the area on which they were asked to place post-its of important locations, problematic locations, and areas of opportunity. Ideas during the neighbourhood meetings and the *Opération avenue du Parc* workshop were drawn by an on-site illustrator. Visualization techniques also included an online interactive platform during the workshop, and a website called *forum citoyen*, designed for public discussion.

Interviewees agreed that spatial projects require visualization. In the case of the *Ouvrir la voie* process, visualisation was important because the participants were working on a territory that needed to be understood. The images and illustrations were necessary to get everyone on the same page. During the *Opération avenue du Parc* workshop, the maps and post-its were especially appreciated, according to interviewed

residents and community group representatives, because they were intuitive and less frustrating than the online visualization technique. All interviewees agreed that creativity is important but knowledge of the observed area is crucial. A representative of the mediation firm noted that although maps and pictures are important, they will never replace field observation.

Interviewees agreed that the online visualization technique for *Opération avenue du Parc* did not work as well as planned. It did not succeed in engaging more participants, and although it was considered helpful for gathering information, it was not important to the success of this particular project.

One resident and community group representative explained the importance of being open to the new technology, despite being unsure of whether participants are ready. Another resident suggested using more approachable forms of visualization technology, such as short films or a background slide show.

Representatives from the City of Montréal agreed that the *forum citoyen* website was not as successful or appreciated as hoped. They speculated that perhaps participants were not ready, or perhaps it was not made clear on how the website could be useful for the future. Either way, interviewees agreed on the importance to define a clear purpose for visualization techniques in order for participants to understand their role.

4.7 Other Key Principles

Interviewees were asked to recommend additional key principles for effective collaboration.

Several local residents and community group representatives explained that trust in the other stakeholders, as well as openness, and transparency is essential and often facilitated through mediation and negotiation.

Common goal setting was cited by another community group representative as well as a City representative as a key principle. Even with different interests, stakeholders need to establish common objectives. Well informed participants and a well-documented process assist in setting common goals.

Most of the people interviewed agreed that having the support of a mediator is essential to the success of a process and to the effectiveness of collaboration in general. Mediation, especially at the beginning of a process, helps participants to stay on track, create team spirit, establish progress, and build capacity. However, interviewees agreed that a mediator should not act as a spokesperson for the community and that their role must be established clearly.

A City representative stated a key element in the success of the process was that a large part of it was organized through the community and not by the City. However, several members of the *Opération avenue du Parc* committee stated that resources and support from a higher level was essential in enabling the local leaders to be involved. Interviewees agreed that this fine balance between a bottom-up and top-down approach was essential.

Finally, many interviewees felt that “follow-up” was a key principle. After collaborative activities, follow-up and celebrations are necessary in order to reinforce relationships. On the one hand, some interviewees felt it has been well done for the *Ouvrir la voie* process. The communication of results has been done in a way that continues to build relationships between actors. On the other hand, several local residents felt the lack of a closing event to the process: one that would have provided

participants with a space and time for a communal reflection on the process. Additionally, interviewees agreed that binding results were needed.

4.8 Lessons

Interviewees were asked to identify lessons learned throughout the process, relative to the planning process, to help guide future projects of a similar nature.

A major lesson identified was the need to be sensitive to the reality of each stakeholder. Some of the events were held on a Saturday, when certain religious communities were not available. Interviewees agreed that in order for a process to be collaborative, it needs to be adapted to the needs of community members.

A second lesson identified was the importance of mutual respect of different people's expertise. City representatives and the mediation firm representatives were amazed by the intimate knowledge that local leaders had of the neighbourhood. The acknowledgment of this expertise enabled a relationship of trust and respect. Through mutual respect and communication, stakeholders were able to move from conflict to collaboration.

A third lesson identified was the importance of grassroots organizing. When citizens feel strongly about a project and want to be involved in the development, it can be a powerful tool. However, local residents and community groups felt the necessity of have a third party representative in order to create a partnership with the planners and project managers from the City of Montréal. Interviewees agreed on the importance of the mediation firm in enabling the grassroots approach. Every person interviewed stated the importance of gathering stakeholders in a neutral way. The mediation firm was able to simplify yet enrich the discussion between stakeholders and create an environment of

trust. Because of their neutrality, expertise, and commitment (in terms of time and resources) they enabled a dialogue between stakeholders through conflict resolution and working groups, tangible results, and a documented process.

4.9 Challenges

Interviewees were asked to identify challenges to collaboration in the *Ouvrir la voie* process. The main challenge identified was the lack of resources in terms of time and money. Money from the City was not delegated to the community but to the mediation firm. The *Ouvrir la voie* process was not part of the job mandate of any of the people on the *Opération avenue du Parc* organizing committee. Those involved worked extremely hard to enable the success of the project.

Additionally, the short time frame for the *Ouvrir la voie* process meant that it was harder to mobilize and to inform. Ideally there would be time for residents and local stakeholders to have the chance to learn about the issues in their neighbourhood by providing technical courses on urban design guidelines, transit, and circulation as well as training opportunities for those interested in being a spokesperson for a particular interest group.

Several interviewees felt that there was also a lack of representation in some activities. One community group representative and member of the *Opération avenue du Parc* organizing committee stated the enormous challenge in reaching out to particular groups within the neighbourhoods because there are many different levels and perceptions of “problems” and “priorities”. She quoted a young woman who had recently emigrated from Bangladesh stating that “where she is from, roads were much more congested and chaotic”. In comparison, the issues around creating pedestrian and bicycle friendly streets here seem trivial.

Most people interviewed agreed that people feel willing to collaborate on projects in their neighbourhood when they feel they belong to the community and when they feel a certain ownership of their neighbourhood. The challenge is to help generate that sense of belonging and ownership.

4.10 New Process

The process used during *Opération avenue du Parc* in particular was a test of a new arrangement whereby the City of Montréal collaborated with the community at the early stages of the planning process. It was a grassroots initiative financed by the City, through the mediation firm and the results were presented to City representatives. This approach is distinct from the usual practice where the City representatives define and propose the plan to the public. Representatives from the mediation firm and from the City of Montréal believe that, due to the partnerships that were created during the process, community aspirations will greatly influence the final plan.

In order for future TOD projects in Montréal to incorporate such a process, adjusted to the context and the suggestions for improvement, interviewees from the City of Montréal stated that they would need to incorporate a policy to make “social-acceptance” a condition for all new TOD projects. There is no reason that this is not possible given the direction that the City is already taking to incorporate “social-acceptance” into revitalization projects such as the PDUES. However, in order for future collaborative process results for TODs to be successfully carried out, accountability for outcomes and recommendations needs to be ensured. The following section concludes the analysis with a recapitulation and discussion regarding the analysis.

5. Conclusion

When planned and executed well, TOD has the potential to transform neighbourhoods around transit centres into vibrant hubs of mixed-use activity that bring people together. Literature suggests that effective TOD planning requires a decision-making structure that involves a variety of stakeholders and that gives residents real power. This report examined efforts to incorporate meaningful forms of collaboration into TOD planning with the aim of identifying lessons for future TOD projects.

5.1 Summary of Findings

As outlined in the literature review, effective collaboration in the planning process is essential to the success of any transit-oriented development. Collaboration and communication throughout the project development can help stakeholders find a common ground and enable residents to have a say in the design outcome. Collaborative citizen decision-making is essential for a healthy community, and including citizen preferences in the design outcome is also beneficial for developers and municipalities. Not only will it make projects more likely to move forward, but it can give the project a “sense of place”, help fine-tune site amenities to local needs, and create settings that feel as though they belong.

Collaborative planning is an interactive approach whereas consultation practices often only entail efforts to increase public input, usually regarding the content of projects and policies *after* the plan has been shaped, allowing no real collaboration for the actual planning. When collaborative methods unite stakeholders with conflicting interests, and provide them with a means of negotiating, the likelihood of

implementation is much higher, there is increased community capacity and empowerment, and opportunities are provided to build strong and lasting relationships among stakeholders.

In this research paper, I have developed a set of principles for effective collaboration in planning and design processes for TODs. These principles were distilled from the literature on collaborative planning. I used the principles as criteria to evaluate a case study through a set of interviews with key participants. The principles identified were: to bring key stakeholders to the table, to engage in ongoing dialogue, to have multiple methods of collaboration, to incorporate local leadership into the process, to bring in design and planning experts to supplement local knowledge, and to use visualization techniques.

The principles provide suggestions as how to organize collaboration, who should be involved, and the purpose of collaboration. While these principles provide a number of approaches for achieving effective collaboration for planning and design processes, the case study sheds some light on their appropriateness and comprehensiveness.

The case study used was the *Ouvrir la voie* process, a collaborative process around a major redevelopment plan, similar to a large scale TOD in the heart of the City of Montréal. The case study demonstrates the importance of building relationships of trust between stakeholders through a combination of transparency and professionalism. The wide range of engagement methods initiated a constructive dialogue between stakeholders, and created a safe environment for encouraging creativity. Consensus emerged between stakeholders on the importance of certain interventions due to the ongoing and constructive face-to-face dialogue. However, more and smaller activities designed to accommodate different types of stakeholders would have made the engagement process more effective and representative.

Interviewees expressed that dialogue and field observation were more effective in this case than any particular tool or visualization. The simple process of gathering in a neutral setting to discuss a controversial proposal brought the stakeholders closer together. The bottom-up approach of the *Opération avenue du Parc* was key to the success of the *Ouvrir la voie* process because it was led by local leaders and got people interested in participating. The role of planning and design experts was appreciated as long as they understood that their role was to support, listen, and give advice.

In summary, I consider that the principles distilled from the literature were appropriate for the case study, with a few modifications. The principles could be adjusted to be more complete in the following way:

- Bringing key stakeholders to the table with equal representation by including minority voices
- Ongoing dialogue initiated before the planning process begins, through the identification of stakeholders and communication regarding local issues
- Multiple methods of engagement to accommodate different people with various activities and event times, lengths, languages, sizes, locations, etc.
- Local leaders rooted in the community, with many contacts, and who understand the needs of certain groups
- A mutual respect and joint learning process between planning and design experts and local community based experts
- Visualization techniques including field observation, with clear objectives

In conjunction with the interviewees, I drew additional principles and important lessons from this particular case study in terms of collaborative planning:

Mediation: having a third party to bring stakeholders together, provides a context for dialogue, and helps stakeholders to find a common vision.

Clear goals: setting common goals between stakeholders for a shared vision and mandate.

A fine balance between top-down and bottom-up: negotiating between government resources and grassroots organizing. By combining community based planning and municipal level planning, social mobilization and rational governance are brought together.

Follow-up: communicating results in a way that continues to build relationships between actors and ensures accountability for implementation.

However, two important challenges emerged from the case-study analysis:

Lack of resources: negotiating and planning with insufficient time, financial and human resources.

Lack of representation: trying to generate a sense of belonging and ownership in ethnic and racial minority groups to encourage interest in the collaboration process.

A lack of funds and human resources during a collaborative planning process can lead to competition between interventions, and a prioritizing of activities. In addressing the resource challenge, it is important to recognize the two directional movement seen in this case study: community organizations acting from the bottom-up, initiating grassroots community led planning processes, while the municipal government organizes policy-driven interventions, and funding programs that reach out to community groups and help shape local activity.

This relationship may provide opportunities for an increasingly collaborative connection between community and government, as well as other involved stakeholders, with diminished conflict. However, collaboration between community organizations, other stakeholders, developers, and the City of Montréal in the context of future TOD projects raises the key question of financial resources and policies that

shape their allocation. Financial resources for collaborative processes are tied to particular programs and specific activities defined by the City of Montréal. Fontan et al, (2009) argue that the public institutions that give the most important financial support to community organizations tend to frame their actions, counteracting the importance of the grassroots principle. Consequently, the autonomy of the community organizations, within this new relationship, will be constantly threatened.

There is a great challenge in balancing top-down and bottom-up planning processes in terms of resources. For effective collaboration, communities must have access to a professional level of support that can facilitate informed decision-making while maintaining their independence. For this to be done, there is an important gap to be recognized between the communities interest in local development and the City's inevitable interest in increasing international competitiveness (Fontan et al, 2009). The needs of the community are sometimes overshadowed by the desire for the City to use its resources to create "pretty" plans. It is important when building new partnerships between players from the community level and the municipal level for the implementation of TODs that agendas are not controlled through resource allocation and that an equal playing field is created between stakeholders. First of all, the City needs to recognize the importance of the grassroots planning approach at the neighbourhood TOD planning level and allocate a greater proportion of project funding to the community. A possible way to do this would be to create community-led committees around new TOD projects, with an autonomous structure and incorporate them as a non-profit (such as was done in Ville St-Pierre for the *Revitalisation Urbaine Intégrée* (RUI) program for disadvantaged neighbourhoods in Montreal (Kraemer and Bornstein, 2013)).

In terms of encouraging representation in collaborative TOD planning processes, new tools and policies deliberately designed to reach out to typically underrepresented groups need to be developed. As cities become more and more multicultural, planners need to understand that urban policy that does not take into account the different needs of different racial and ethnic groups will reinforce urban inequalities (Bollens, 2002). The scope and procedures of citizen involvement in the TOD planning process must be modified to accommodate multicultural values. In order to meet the diverse needs of a multitude of communities, and to encourage ethnic and racial minority collaboration, representation of minorities on public bodies and project organizing committees is essential (Qadeer, 1997). Additionally, in order for planners and TOD project managers to acquire the skills to include minority voices in the TOD planning process, planning education needs to reconceptualise the profession so it can more effectively address ethnic and racial differences (Bollens, 2002). A deeper understanding of culture would encourage TOD planning process leaders to more actively draw suggestions from minority groups. Examples of progressive multicultural planning policies and processes can be seen in other Canadian cities such as Vancouver where planning workshops are often led in the language of the community. Additionally, their 2002 Translation and Interpretation Policy recommends that planning information, surveys, newsletters, project documents, and reports be translated to the main languages spoken within the affected community (Uyesugi and Shipley, 2005).

5.2 Lessons for Montréal

One of the questions this study attempts to answer is “what lessons can be learned from this particular case study in terms of collaborative planning and how can the resulting knowledge be applied to future Montréal TOD planning processes?”

Presently, most new TOD projects in Montréal requiring consultation go through the OCPM, or borough public hearing process, one that is strangely similar no matter the local context. However, the scene in Montréal is changing: politicians, urban planners, and developers are increasingly aware that the current “consultation” process is leading to opposition and conflict and is resulting in contested, delayed, and even abandoned projects. The City of Montréal is slowly but surely building policy around incorporating social-acceptance as a condition for project management, and therefore evolving from the routine consultation process.

One significant lesson from this particular case study is recognizing the importance of the “social and economic” factors of the PDUES, two extremely important variables to acknowledge when planning neighbourhood TODs, and two variables that require collaboration with local stakeholders. It was the first time that Montréal created a special planning project that included social and economic aspects. This research shows that through progressive planning actions and wide-range stakeholder collaboration regarding community and economic development, housing, social services, and environmental actions, healthy and democratic projects in Montréal, including TODs, can emerge.

Stakeholder collaboration will play a key role in community acceptance, involvement, and an eventual sense of ownership of new TOD projects. The City’s new social-acceptance framework needs to be a condition for all new TOD projects, not only large scale revitalisation projects such as the PDUES. The principles and lessons for effective collaborative planning found in this research are recommended indicators for the new social-acceptance framework.

In order for the principles gathered in the research to be a part of the routine process for TODs, it is additionally important that the PMAD guide new development processes to ensure a clear structure and a systematic reference. The PMAD document

already provides guidelines on what types of projects are possible and in what areas. To this, a guide on collaborative approaches to developing TODs should be added. The guide would then be used to shape the objectives of the City of Montreal plan.

Additionally, the importance of program implementation must be recognized. The PMAD as well as the City of Montreal, need to incorporate accountability for the implementation of recommendations made by stakeholders during the consultation phase. In order to ensure that the process is not merely tokenism, representatives from the community should comprise part of the TOD implementation team and “watchdog” the implementation process by monitoring any major changes or events in the community and relaying the community’s concerns back to the team (Uyesugi and Shipley, 2005).

It is also important to remember that there is no prescription for how to collaborate that is appropriate for every case. Tools should always be tailored to the particular concerns of a given community.

5.3 Areas of Future Research

The project examined in this research paper is still in the process of being developed. It was therefore not analysed with respect to the outcome, but instead, with respect to its collaborative processes. It would be interesting to see how influential the collaborative *Ouvrir la voie* process will be to the final PDUES.

Future areas of research regarding this case could analyse whether collaboration in the planning and design process increased the likelihood that project outcomes incorporated public preferences, built support for implementation, increased long term community capacity and empowerment, as well as improved social capital, sense of community, relationships between stakeholders, and outcomes for disadvantaged neighbourhoods.

This study demonstrates the significance of case study research, particularly at the neighbourhood and community level. The field of collaborative planning for TODs would benefit from additional in-depth studies that document what planners have done with regard to enabling a balance between grassroots and municipal planning, as well as acknowledging and incorporating diversity in the planning process. Additionally, collaborative processes for TOD need to be explored elsewhere for further inspiration on innovative and practical ideas and best practices, as well as to support the lessons learned in this research.

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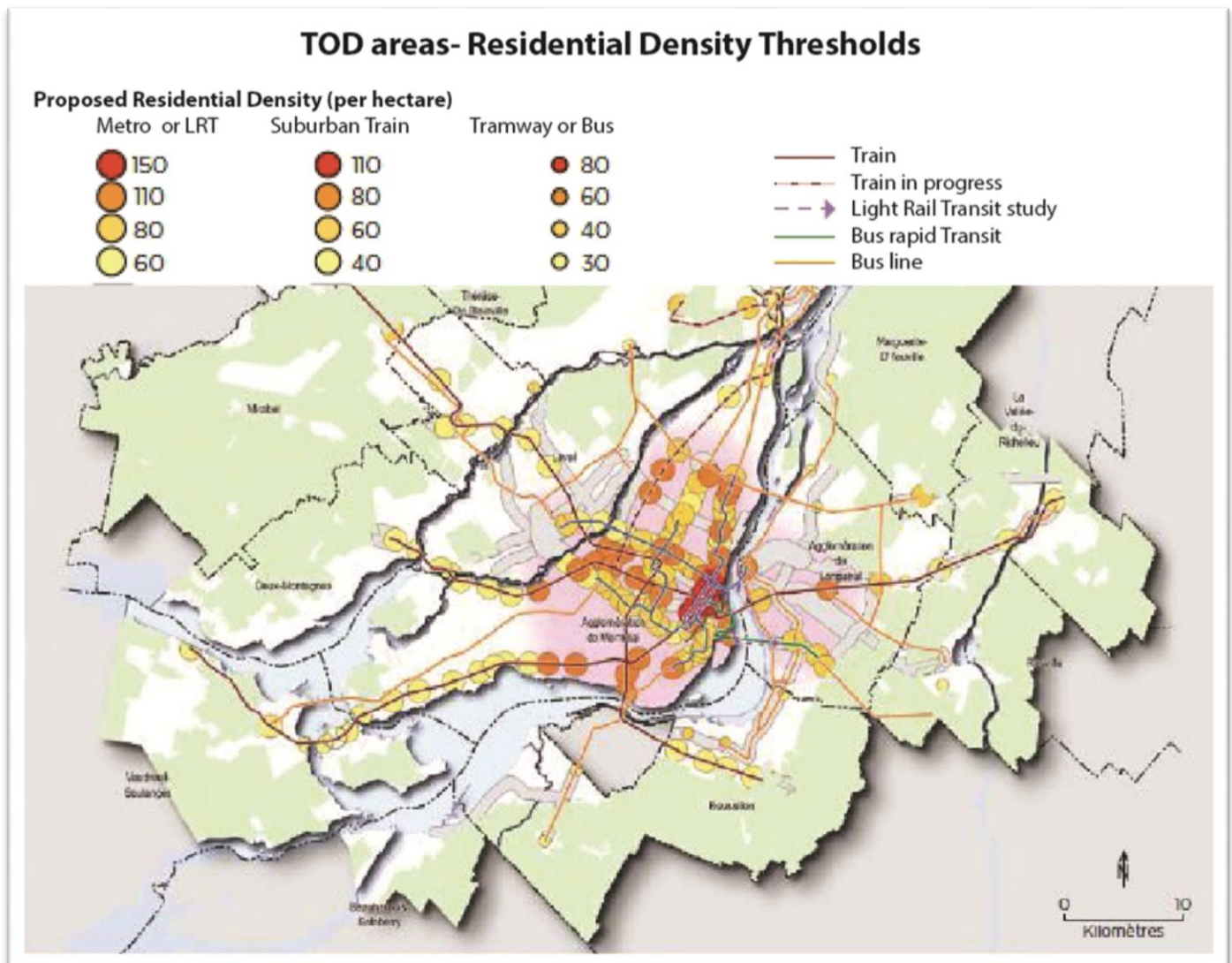
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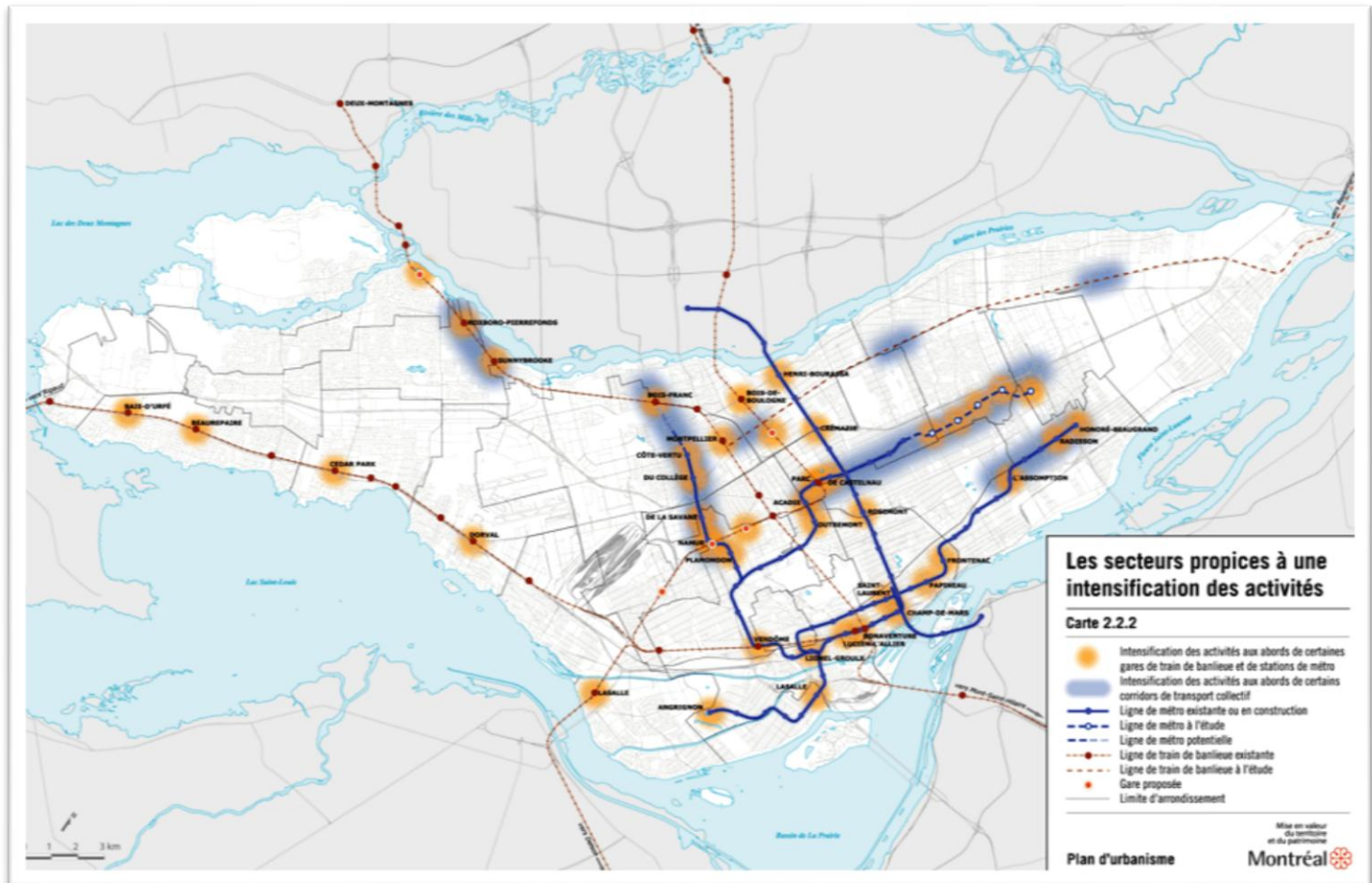
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ANNEX A- TOD Areas in Montréal and Density Thresholds



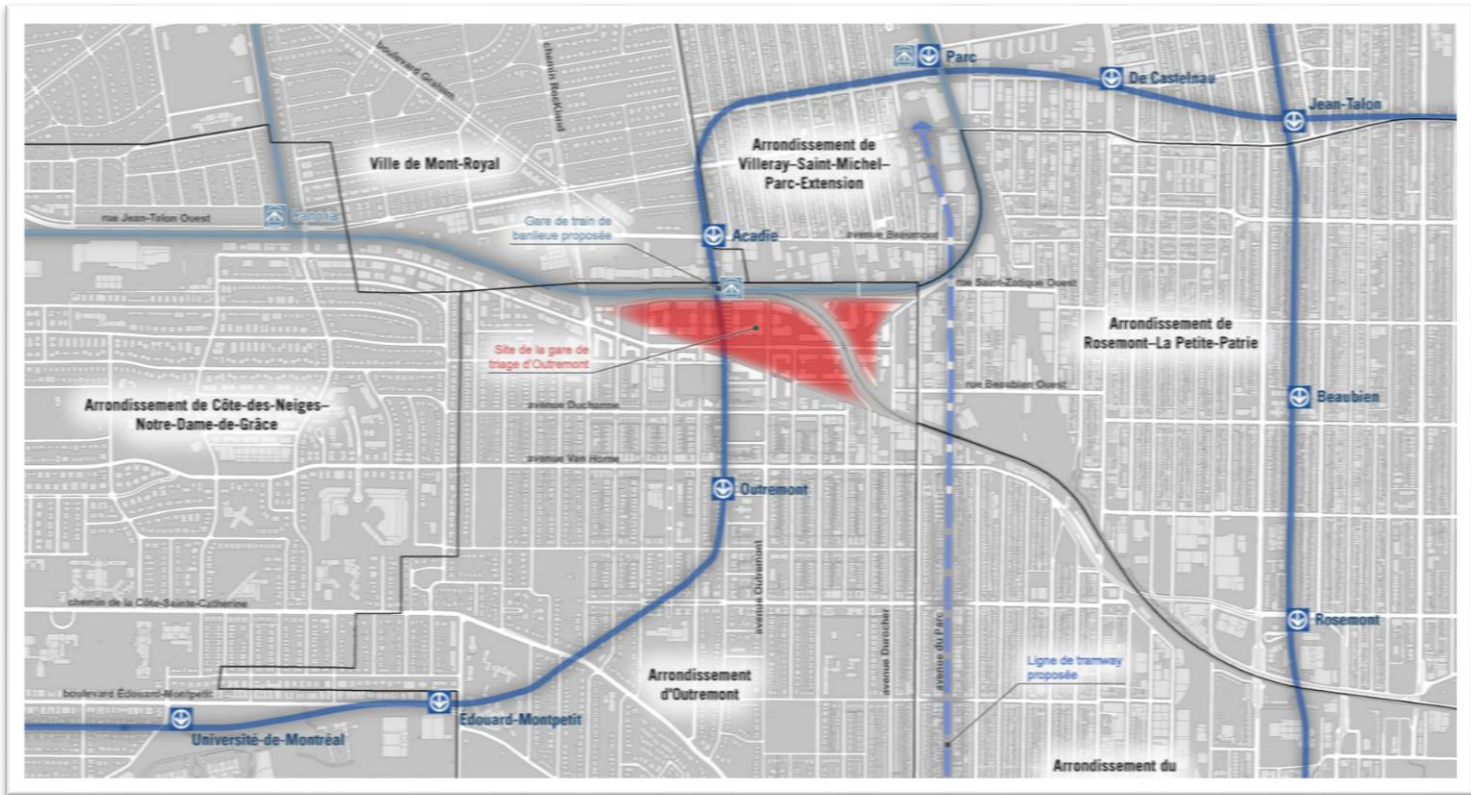
(Source: PMAD, 2011 p.87)

ANNEX B- Areas Defined as Suitable for TOD According to Montréal's Urban Plan



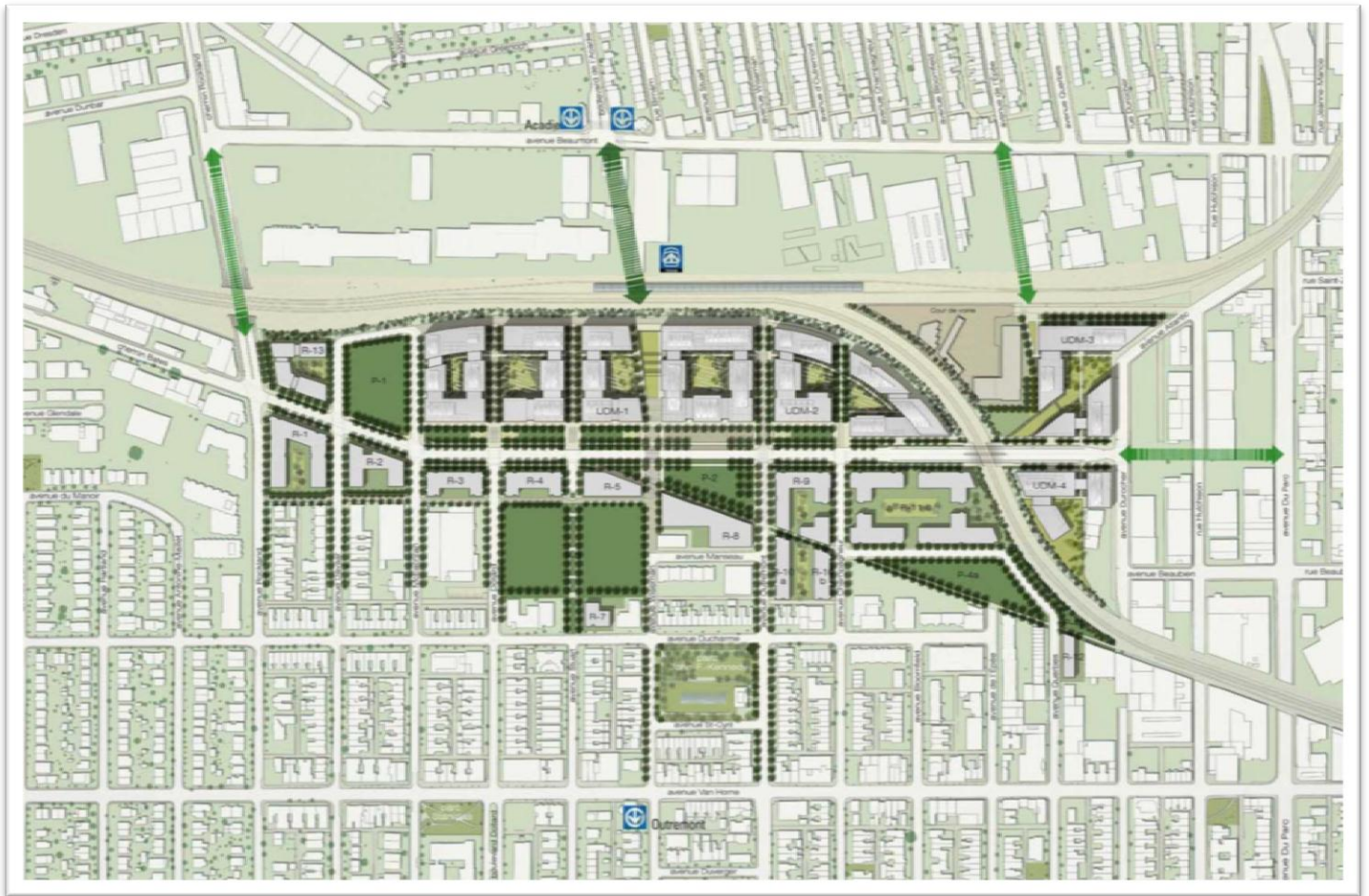
(Source : Ville de Montréal 2005)

ANNEX C- Université de Montréal Outremont Campus Site



(Source : Ville de Montréal, 2011)

ANNEX D- Université de Montréal Outremont Campus Plan



(Source: Ville de Montreal, 2011)

ANNEX E- PDUES Area Socio- Demographics

Age Distribution (2006)

| Sous-secteur | 0 - 14 ans | 15 - 24 ans | 25 - 34 ans | 35 - 64 ans | 65 ans et + |
|------------------------|---------------|---------------|---------------|---------------|---------------|
| Mont-Royal | 20,0 % | 12,4 % | 8,6 % | 44,8 % | 14,3 % |
| Parc-Extension | 18,3 % | 13,1 % | 18,4 % | 39,3 % | 11,0 % |
| De Castelnau | 9,0 % | 10,1 % | 19,6 % | 48,7 % | 12,7 % |
| Marconi-Alexandra Nord | 15,4 % | 13,7 % | 21,4 % | 37,3 % | 12,2 % |
| Marconi-Alexandra Sud | 11,7 % | 17,0 % | 25,5 % | 38,3 % | 7,4 % |
| Sud | 15,0 % | 12,7 % | 17,2 % | 37,2 % | 17,8 % |
| Secteur | 16,1 % | 13,0 % | 18,5 % | 39,2 % | 13,3 % |
| Montréal | 15,1 % | 12,6 % | 16,6 % | 40,5 % | 15,2 % |

Increase in Housing Units (2001 to 2006)

| Sous-secteur | 2001 | 2006 | Variation | |
|------------------------|----------------|----------------|----------------|---------------|
| Mont-Royal | 190 | 190 | - | - |
| Parc-Extension | 2 230 | 2 340 | +110 | +4,9 % |
| De Castelnau | 295 | 465 | +170 | +57,6 % |
| Marconi-Alexandra Nord | 1 030 | 1 095 | +65 | +6,3 % |
| Marconi-Alexandra Sud | 215 | 240 | +25 | +11,6 % |
| Sud | 1 885 | 2 020 | +135 | +7,2 % |
| Secteur | 5 845 | 6 350 | +505 | +7,2 % |
| Montréal | 720 085 | 742 735 | +22 650 | +3,1 % |

Number of People per Housing Unit (2006)

| Sous-secteur | 1 | 2 | 3 | 4 ou 5 | 6 et + |
|------------------------|---------------|---------------|---------------|---------------|--------------|
| Mont-Royal | 18,9 % | 29,7 % | 16,2 % | 32,4 % | 2,7 % |
| Parc-Extension | 38,5 % | 23,6 % | 16,0 % | 18,2 % | 3,7 % |
| De Castelnau | 43,6 % | 37,2 % | 11,7 % | 6,4 % | 1,1 % |
| Marconi-Alexandra Nord | 40,5 % | 28,8 % | 14,0 % | 14,0 % | 2,7 % |
| Marconi-Alexandra Sud | 55,3 % | 21,3 % | 12,8 % | 8,5 % | 2,1 % |
| Sud | 45,9 % | 30,8 % | 12,2 % | 10,2 % | 1,0 % |
| Secteur | 41,7 % | 27,9 % | 14,0 % | 14,1 % | 2,4 % |
| Montréal | 39,6 % | 31,1 % | 13,9 % | 13,6 % | 1,8 % |

Number of Families with Children (2006)

| Sous-secteur | Nombre de ménages | Familles avec enfants | |
|------------------------|-------------------|-----------------------|------------------------|
| | | Nombre | Proportion des ménages |
| Mont-Royal | 190 | 115 | 60,5 % |
| Parc-Extension | 2 340 | 950 | 40,6 % |
| De Castelnau | 465 | 120 | 25,8 % |
| Marconi-Alexandra Nord | 1 095 | 375 | 34,2 % |
| Marconi-Alexandra Sud | 240 | 60 | 25,0 % |
| Sud | 2 020 | 570 | 28,2 % |
| Secteur | 6 350 | 2 190 | 34,5 % |
| Montréal | 742 735 | 254 260 | 34,2 % |

Immigrant Status (2006)

| Sous-secteur | Non-immigrants | Immigrants | | Immigrants récents (2001-2006) | |
|------------------------|------------------|----------------|---------------|-----------------------------------|---------------|
| | | | | | |
| Mont-Royal | 350 | 165 | 30,8 % | 35 | 6,5 % |
| Parc-Extension | 1 840 | 3 435 | 62,2 % | 1 000 | 18,1 % |
| De Castelnau | 630 | 285 | 31,0 % | 105 | 11,4 % |
| Marconi-Alexandra Nord | 1 215 | 1 125 | 47,3 % | 215 | 9,0 % |
| Marconi-Alexandra Sud | 260 | 180 | 40,4 % | 40 | 9,0 % |
| Sud | 2 750 | 1 095 | 28,1 % | 265 | 6,8 % |
| Secteur | 7 045 | 6 285 | 45,9 % | 1 660 | 12,1 % |
| Montréal | 1 065 680 | 488 090 | 31,4 % | 125 340 | 8,1 % |

Country of Origin (2006)

| Sous-secteur | Lieu de naissance | | | | | |
|------------------------|-------------------|---------------|-----------------|--------------|--------------------------|--------------|
| Mont-Royal | France | 25,0 % | Liban | 21,4 % | Chine | 17,9 % |
| Parc-Extension | Grèce | 21,6 % | Pakistan | 15,5 % | Inde | 13,3 % |
| De Castelnau | Viêt Nam | 42,3 % | Italie | 7,7 % | France | 7,7 % |
| Marconi-Alexandra Nord | Italie | 15,0 % | Viêt Nam | 12,4 % | Inde | 6,6 % |
| Marconi-Alexandra Sud | Sri Lanka | 11,8 % | Portugal | 11,8 % | Maroc, Liban et Viêt Nam | 8,8 % |
| Sud | France | 24,5 % | Maroc | 9,6 % | États-Unis | 6,3 % |
| Secteur | Grèce | 13,1 % | Pakistan | 8,6 % | Inde | 8,6 % |
| Montréal | Italie | 10,3 % | Haïti | 8,2 % | Chine | 5,3 % |

Education (2006)

| Sous-secteur | Aucun diplôme | Certificat, diplôme ou grade | | |
|------------------------|---------------|--------------------------------|---------------|---------------|
| | | Secondaire ou école de métiers | Collégial | Universitaire |
| Mont-Royal | 5,8 % | 23,3 % | 16,3 % | 54,7 % |
| Parc-Extension | 40,5 % | 29,5 % | 11,1 % | 18,9 % |
| De Castelnau | 22,3 % | 24,1 % | 10,8 % | 42,8 % |
| Marconi-Alexandra Nord | 33,6 % | 26,8 % | 13,3 % | 26,3 % |
| Marconi-Alexandra Sud | 33,3 % | 29,5 % | 14,1 % | 23,1 % |
| Sud | 12,0 % | 19,0 % | 13,0 % | 56,0 % |
| Secteur | 28,3 % | 25,4 % | 12,3 % | 34,0 % |
| Montréal | 22,8 % | 31,9 % | 15,1 % | 30,1 % |

Employment (2006)

| Sous-secteur | Population active | Taux d'activité | Taux d'emploi | Taux de chômage |
|------------------------|-------------------|-----------------|---------------|-----------------|
| Mont-Royal | 295 | 70,2 | 66,7 | 5,1 |
| Parc-Extension | 2 660 | 57,6 | 46,8 | 18,6 |
| De Castelnau | 630 | 74,6 | 67,5 | 10,3 |
| Marconi-Alexandra Nord | 1 330 | 66,0 | 55,6 | 16,2 |
| Marconi-Alexandra Sud | 235 | 61,8 | 53,9 | 12,8 |
| Sud | 2 200 | 67,7 | 62,6 | 7,0 |
| Secteur | 7 350 | 63,7 | 55,2 | 13,3 |
| Montréal | 857 660 | 63,5 | 57,7 | 9,2 |

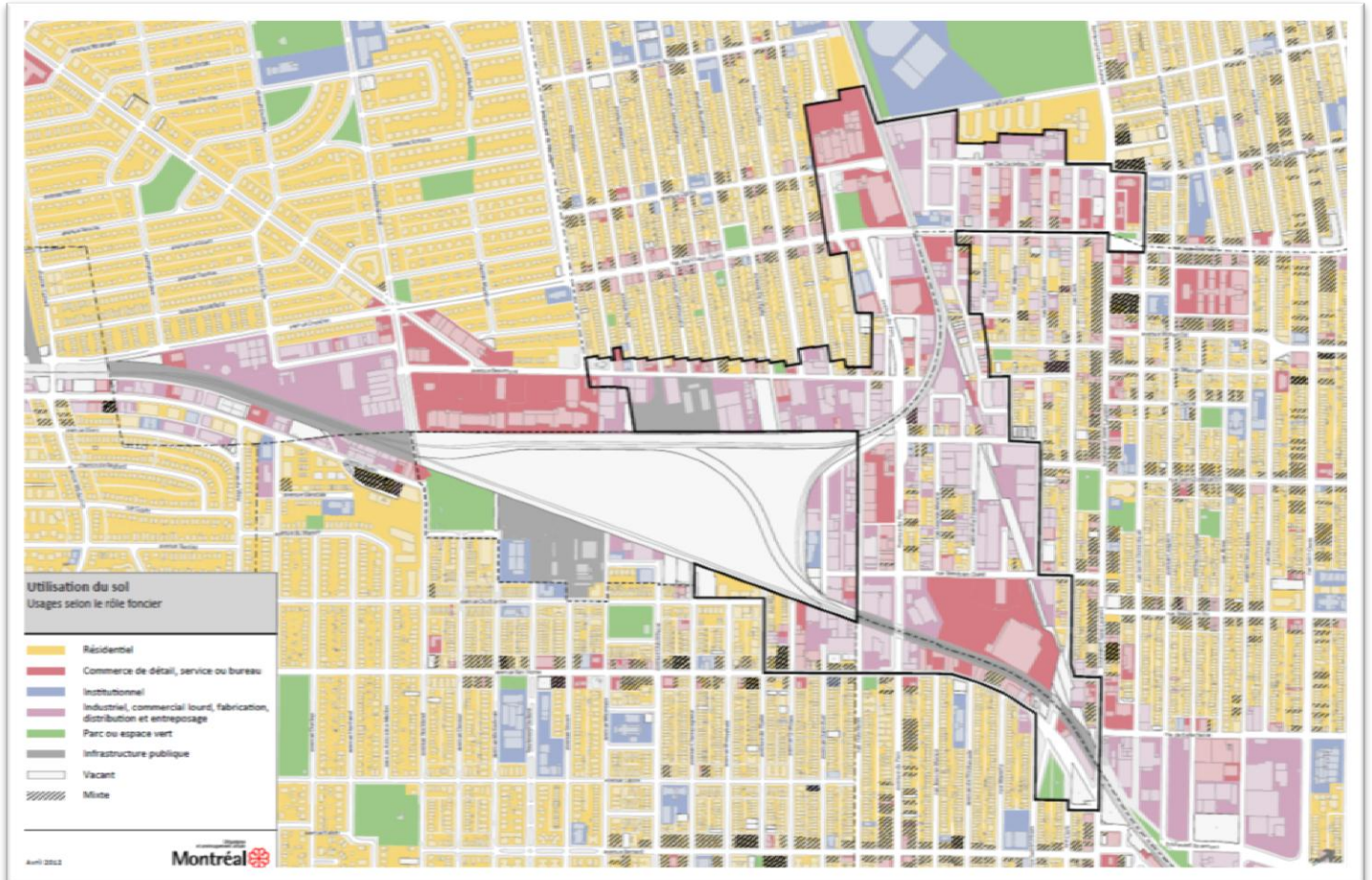
Income (2006)

| Sous-secteur | Revenu total (15 ans et plus) | Revenu d'emploi (15 ans et plus) | Ménages | Familles économiques |
|------------------------|----------------------------------|-------------------------------------|------------------|-------------------------|
| Mont-Royal | 57 683 \$ | 61 606 \$ | 121 336 \$ | 136 082 \$ |
| Parc-Extension | 17 534 \$ | 19 457 \$ | 32 301 \$ | 41 663 \$ |
| De Castelnau | 41 003 \$ | 42 118 \$ | 68 766 \$ | 91 820 \$ |
| Marconi-Alexandra Nord | 43 178 \$ | 48 224 \$ | 69 707 \$ | 101 684 \$ |
| Marconi-Alexandra Sud | 25 267 \$ | 28 714 \$ | 38 044 \$ | 58 016 \$ |
| Sud | 44 129 \$ | 46 091 \$ | 67 807 \$ | 92 510 \$ |
| Secteur | 31 956 \$ | 35 472 \$ | 54 422 \$ | 72 593 \$ |
| Montréal | 30 132 \$ | 31 602 \$ | 51 842 \$ | 66 329 \$ |

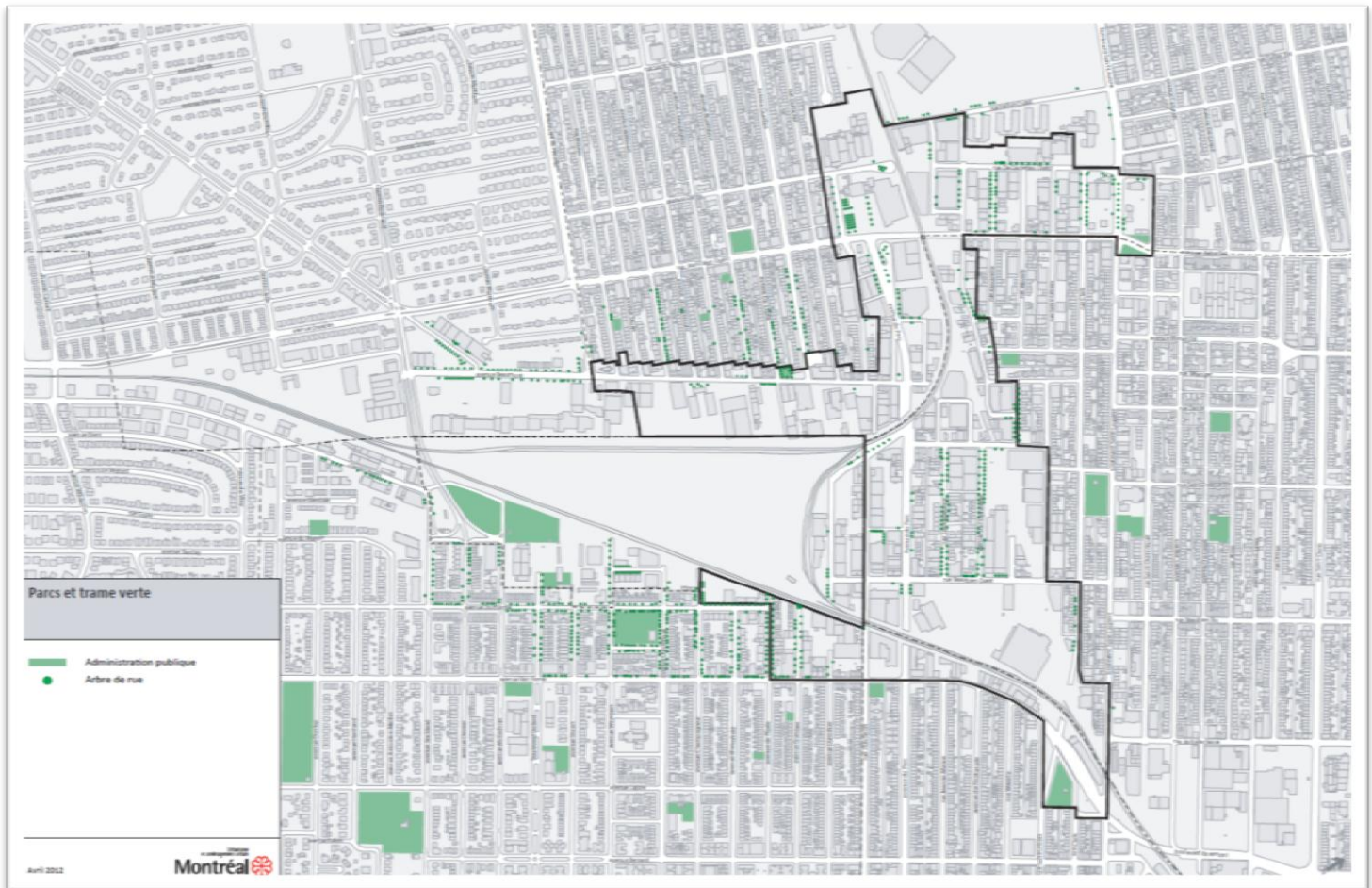
(Source : Ville de Montréal, 2012)

ANNEX F- PDUES Area: Built and Natural Environment

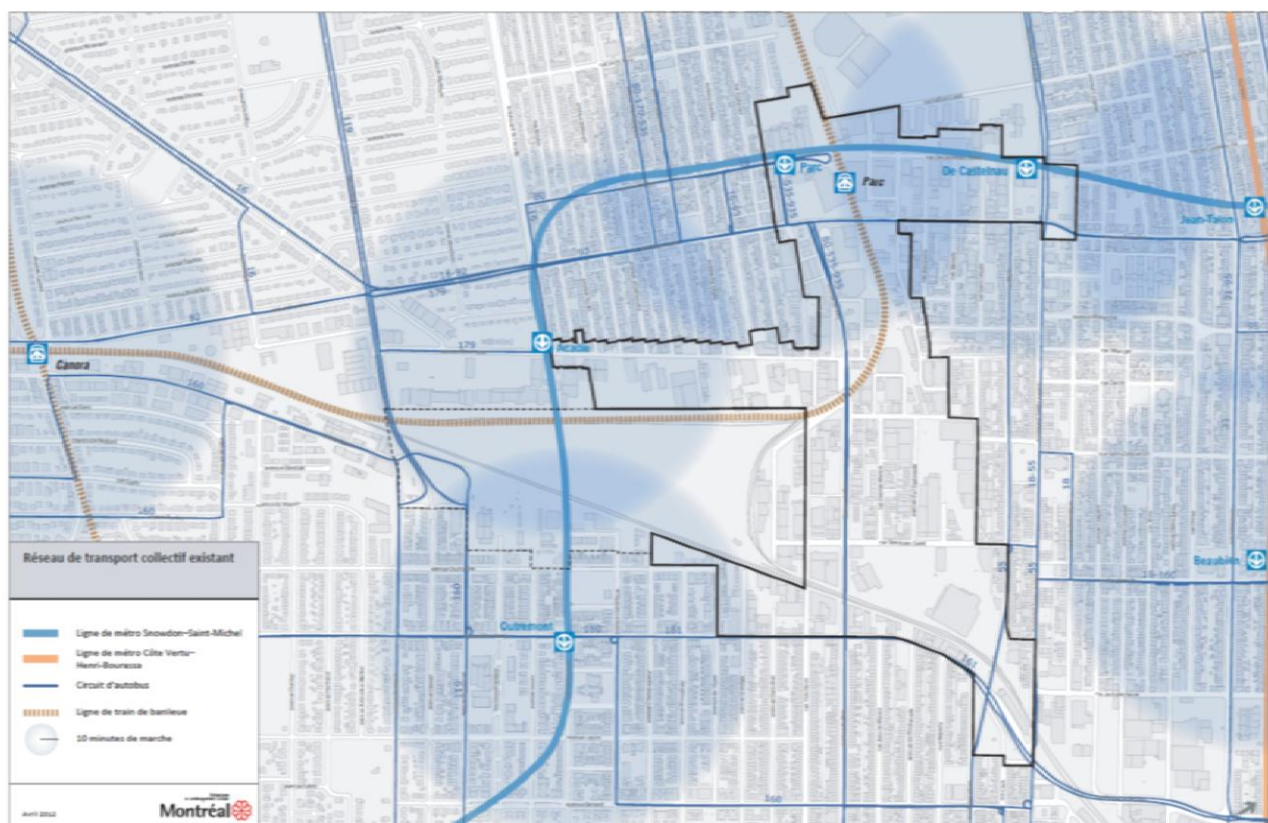
Land Use



Parks and Green Space



Public Transit Infrastructure



(Source : Ville de Montréal, 2012)

ANNEX G - **List of Interviewees**

Group A: Local stakeholders

Julie Patenaude- property owner and community group representative, Marconi- Alexandra

Anonymous- resident and urban design professional, Parc-Extension representative

Sasha Dyck – resident and community group leader, Coalition Marconi-Beaumont

Anonymous- community organization representative, VRAC Environment

Francoise Legare Pelletier- community organization representative, Société de développement
environnemental de Rosemont

Renaud Vigié, Resident

Group B: Facilitators, Organizers

Lindsay Wiginton, Acertys

Jacques Benard, Acertys

Group C: Decision makers

Annie Laurin- Planner, City of Montreal (PDUES)

Jean Savard- Planner, City of Montreal (PDUES)

ANNEX H - Interview Protocols

Main research Question

How can planning processes for transit-oriented development be improved through collaboration?

Subquestions

- 1- What are the different criteria that make for an effective collaborative process?
- 2- What is the current planning process around transit stations and what are its weaknesses?
- 3- How could collaborative planning address some of these weaknesses?
- 4- How did the case study process differ from the regular process?
- 5- To what extent did the case study planning process meet the criteria for effective collaborative planning?
- 6- Does the case study shed any light on the appropriateness and comprehensiveness of the criteria for effective collaborative planning?
- 7- What lessons can be learned from this particular case study in terms of collaborative planning?
- 8- How can these lessons be applied to future planning processes for TOD's in Montreal?

Questions for Interviewees

Group A

- What was your role in the project?
- Here are six principles identified as being key to effective collaborative processes:
 - Bringing key stakeholders to the table
 - Ongoing dialogue
 - Multiple methods of engagement
 - Local leadership
 - Using experts in design, urban planning, and public affairs to inform participants
 - Visualization techniques, such as mapping and 3D digital modeling

For each principle, state whether it was:

- A) Adequately implemented into the Opération avenue du Parc process
- B) Important to the success of the process (and collaborative processes in general)
- C) Challenging to implement

- Are there additional criteria that should be added to the list to make processes more effectively collaborative?
- What lessons can be learned from this particular case study in terms of collaborative planning?
- What would you change about the process?

Group B

- What was your role in the project?
- Do you feel it was necessary to have a neutral party as facilitator during the process?
- Here are six principles identified as being key to effective collaborative processes:
 - Bringing key stakeholders to the table
 - Ongoing dialogue
 - Multiple methods of engagement
 - Local leadership
 - Using experts in design, urban planning, and public affairs to inform participants
 - Visualization techniques, such as mapping and 3D digital modeling

For each principle, state whether it was:

- A) Adequately implemented into the Opération avenue du Parc process
- B) Important to the success of the process (and collaborative processes in general)
- C) Challenging to implement

- Are there additional criteria that should be added to the list to make the process more effectively collaborative?
- How is the process different from the current norm?
- What conditions allowed for the development of this alternative?
- What policy changes need to be implemented for this type of collaborative process to become a requirement for other development and transit-oriented projects in Montreal?
- Do you think the community aspirations identified during the process will affect the final plan? To what extent?
- What lessons can be learned from this particular case study in terms of collaborative planning?
- What would you change about the process?

Group C

- What was your role in the project?
- Here are six principles identified as being key to effective collaborative processes:
 - Bringing key stakeholders to the table
 - Ongoing dialogue
 - Multiple methods of engagement
 - Local leadership
 - Using experts in design, urban planning, and public affairs to inform participants
 - Visualization techniques, such as mapping and 3D digital modeling

For each principle, state whether it was:

- A) Adequately implemented into the Opération avenue du Parc process
- B) Important to the success of the process (and collaborative processes in general)
- C) Challenging to implement

- Are there additional criteria that should be added to the list to make the process more effectively collaborative?
- How is the process different from the current norm?
- What conditions allowed for the development of this alternative?
- How can these lessons be applied to future planning processes for TOD's in Montreal?
- What policy changes need to be implemented for this type of collaborative process to become a requirement for other development and transit-oriented projects in Montreal?
- In the *Cadre de Gouvernance des Grands Projets de la Ville de Montréal* (2010) document it is stated under the section *concertation, affaires publiques et communications* : « Il voit aussi à l'élaboration et à la mise en place d'une stratégie de concertation et d'affaires publiques visant à cerner les attentes des parties prenantes et à adapter le contenu des projets et des programmes pour garantir l'adhésion des acteurs de la société civile ». To what extent can these guidelines have an effect on future TOD planning processes?
- Do you think the community aspirations identified during the process will affect the final plan? To what extent?
- What lessons can be learned from this particular case study in terms of collaborative planning?
- What would you change about the process?

Mixité des usages...
imposer moratoire sur les reconversions?

rue du Mile End

Donner la station AMT visibilité et accessibilité piétonnière (si elle n'est pas là)
Traverse au lieu de l'avenue

raduc chausée (mauvais état)

bel espace vert à s'approprier...

Passage à niveau + amorce avant le SdH.

Une rue sans qu'on s'arrête...
il y a de la configuration du secteur?

Temps de traversée piétonnière autonome (sans voitures)

Espace piétonnier

LB
VILLE?

Aménagement Paysager à créer bcp de cochettes
Insécanter

RESERVABLE COCHETTES POUR PIETONS (comme dans le Sud)

EMBEE / SORTIE LA STATION D'UN MEUR MARI

Transit d'un mode de transport à l'autre pas très facile, sécuritaire et convivial
Bcp de bms!
piétons!

avenue Ogilvy



Parc

Profiter des espaces
Par relier le métro
Rue au Nouveau développement autour le Campus.

TEMPS DE TRAVERSE PIÉTONNIÈRE AUTONOME (SANS VOITURES)

rue Hutchison

INTERSECTION AVEC PLUS LONGUE ALÈSSE (SdH)

↑ ↑ ↑
Priorité

↑
Espace protégé

SIMPLE