



DRAFT BY-LAW P-04-047-60

Draft Mount Royal Master Protection and Enhancement Plan

PUBLIC CONSULTATION REPORT

July 31, 2008



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Montréal, July 31, 2008

Mr. Gérald Tremblay, Mayor
Mr. Claude Dauphin, President of the Executive Committee
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Dear Sirs:

**Subject: Public consultation report on draft By-law P-04-047-60
 Mount Royal Master Protection and Enhancement Plan (MRMPEP)**

I am pleased to submit herewith the report of the Office de consultation publique on the draft Mount Royal Master Protection and Enhancement Plan and draft amendment to the Montréal Master Plan Complementary Document (Draft By-law P-04-047-60). The commission received or heard 35 briefs and oral presentations, and 2785 people answered the online questionnaire publicized by the commission. In total, over 3000 people participated in the public consultation, more than in any other consultation held by the OCPM to date.

Following the signature of the Heritage Pact

A new momentum in favour of protecting the mountain has developed as a result of the openness exhibited by the partners as a whole, and of significant citizen participation in the public consultation on the *Draft Mount Royal Master Protection and Enhancement Plan* submitted by the City. The speakers at the public sessions praised the quality of the work accomplished over the past three years by the members of the Table de concertation du Mont-Royal and city departments responsible for preparing the draft *Plan*. Everyone, from the signatories of the Heritage Pact to those who spoke in the public meetings or answered the online questionnaire, would like Mount Royal to remain the green lung and magnificent garden of Montrealers at the heart of the city, so that it may continue to offer landscapes and a emblematic place of memory, both natural and cultural, for generations to come. Many people are aware that, in order to achieve this goal, we must strengthen protection measures and collectively enhance this heritage, leaving it enriched for future generations.

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The conservation and permanence objectives agreed upon by the members of the Table de concertation were largely supported by the great majority of respondents to the online consultation questionnaire, and by public meeting participants. However, questions and concerns were raised regarding the true scope of the short- and long-term protection offered by the City's chosen tools.

1. Protection scope

The Mount Royal Master Protection and Enhancement Plan and the draft By-law amending the Complementary Document are the two instruments devised by the City to guarantee the protection of Mount Royal. While the approaches proposed in the draft *Plan* for preserving the natural environment are well developed, those concerning the protection of the built environment and landscapes are less so. A great deal of work therefore remains to be done in order to complete the implementation framework for protection objectives. Meanwhile, the City is relying on concerted planning with the institutions and voluntary commitments on their parts to ensure short- and long-term heritage protection.

The City doubts the mountain's capacity to hold new constructions while maintaining its various natural, landscape and built heritage elements. Although institutional development is of primary concern, the City does not intend to impose the same clear limits in that area as it does in residential sectors, leaving bilateral negotiation and public examination of the project to define, on a case by case basis, conditions for acceptability. Meanwhile, the institutional building stock on the mountain is changing. Although several institutions have stated their intention not to plan the major part of their development on Mount Royal, they nonetheless want to retain their right to expand there. We also know that several buildings are slated for redevelopment. Therefore, players who are not signatories of the Heritage Pact, notably private developers, may be entering the game in the near future.

In that context, the commission believes that great care must be taken, and that there is a need to affirm, through protection measures and more definite agreements, the general consensus in favour of preserving the heritage of the mountain. Without short-term structuring measures to ensure Mount Royal's protection and enhancement, its ecosystem and built and landscape assets may disappear, little by little, in the wake of concessions inherent to a case-by-case approach.

The commission recommends that the City's approach to protecting Mount Royal be strengthened, by immediately establishing non-negotiable community heritage capital, to be protected for the benefit of all and enhanced for posterity.

This capital should include natural environments essential to the protection of the mountain's biodiversity, endangered views and landscapes that are part of the unalterable character of the Montréal landscape, and culturally significant built-heritage elements.

In terms of the protection of natural environments, a consensus was reached supporting the establishment of an ecological network designed to protect the mountain's biodiversity. The commission proposes that the 423 ha of the ecological network identified and mapped by the City be considered a minimum natural capital to be protected immediately by prohibiting present and future construction through appropriate zoning or easement agreements, until such time as the protection plan is fully developed.

In the absence of an ecological audit identifying the most fragile natural areas in the historic and natural borough of Mount Royal (HNBMR), the commission believes that prudence dictates the protection and enhancement of all woods remaining in the HNBMR, as important urban biodiversity centres and green islands, until such time as the City develops the parameters of a biomass-compensation and -augmentation approach founded on the no-net-loss-of-habitat principle.

In terms of the protection of views and landscapes, studies conducted by the City indicate that, over the past decade, interventions on the mountain have significantly altered its appearance, and even eliminated certain landscapes. Views onto the St. Lawrence have been obstructed, and remaining windows will only be further reduced with downtown densification.

It is essential to recognize that, although downtown development is important, so is the economic potential of a beautiful landscape or a view of the mountain or river. It should also be noted that a very large percentage of respondents to the online questionnaire and most of the speakers at the public meetings were in favour of strict measures to protect Mount Royal's landscapes and views.

The commission recommends that priority threats be identified as quickly as possible to ensure the protection of heritage landscapes on the mountain, and that the 18 views classified by the City as threatened, for which height restrictions have been established, be protected immediately. No construction exceeding obstruction thresholds should be authorized until such time as a study has been conducted to evaluate the impact of such protection on downtown development.

Along with the great majority of people who expressed an opinion, the commission believes that development agreements entered into by the City with project developers and institutions in the

HNBMR should further the attainment of protection and enhancement objectives pertaining to views, including those within the mountain. It also suggests that, following a public exercise that could be undertaken in each of the boroughs and in Westmount, views valued by citizens should be inventoried to form a bank, the most important of which could be maintained and protected.

In terms of built heritage, the commission recognizes that the maintenance of historic buildings represents a significant financial burden for institutional owners. They should be given financial assistance to help cover the costs involved, as those buildings are as much a part of the mountain's heritage as its ecological network. The funds currently allocated are insufficient. Along with those who spoke at the meetings, the commission believes that threats to the built heritage should be quickly identified, and that short-term priorities should be established to address the most imminent.

The commission recommends that easement agreements be used in a compensatory approach aimed at providing the institutions with the means to protect their built heritage. The city of Montréal is but one of many players seeking solutions. It should, however, assume the leadership of closer partnerships among the Montréal Metropolitan Community, the business community, civil society, and the federal and provincial governments.

Along with consultation participants, the commission believes that threats to the built heritage should be quickly identified, and that short-term priorities should be established to address the most imminent.

In terms of real estate development, it is generally agreed that Mount Royal is already saturated. The consultation revealed that people are strongly in favour of strengthening measures to protect the mountain's natural heritage and establishing strict limits for real estate development on the mountain.

The commission recommends that the City help institutions that are seeking to expand to do so outside of mountain territory, within the framework of concerted planning activities. It also believes that real estate development and institutional expansion on the mountain should be considered a privilege, requiring public justification of their essential and exceptional nature, and that they should be governed by clear limits, some of which should be non-negotiable, such as the protection of the ecological network and woods in the HNBMR, the protection of endangered views, and the conservation of significant elements of the built environment. They should also be governed by environmental integration criteria, and compensatory measures should be applied as required.

2. Accessibility

Questions regarding accessibility are addressed at length in section 2.3 of the report. It is important to note that a general consensus was reached in favour of measures aimed at reducing automobile traffic on the mountain and facilitating pedestrian and bicycle access. The construction of a belt road and a road cutting across the mountain raised many expectations in walkers and cyclists.

However, the short-term urgency lies in repairing the stairs and pedestrian access routes, ensuring snow removal in winter, facilitating pedestrian and bicycle access from nearby metro stations, and reducing through traffic. The bus service should also be improved.

The commission believes that the introduction of an ecological shuttle would help to limit automobile use, thereby reducing the need for parking spaces. The commission also recommends that a through-traffic-reduction pilot project be established to evaluate its impact on the number of visitors and on traffic in neighbouring areas.

Numerous presentations were also made, and addressed herein by the commission, regarding the lack of signage and importance of establishing a system and measures allowing people to quickly identify their location in case of accident.

3. Partnership and citizen participation

Citizen participation has always played a major role in the preservation of Mount Royal's heritage. It is also important to note that the City is seeking to work in partnership with institutional owners and all other players concerned.

In that respect, the commission recommends that agreements signed with the institutions following concerted planning, and pursuant to the Heritage Pact, as well as development agreements pertaining to future real estate developments, remain in effect for at least ten years.

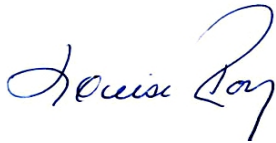
It also suggests that a progress report on the Mount Royal Master Protection and Enhancement Plan be presented to Montrealers, every five years, by the Mayors of Montréal, Westmount, and the boroughs concerned, and that the mandate of the Table de concertation du Mont-Royal be redefined to make it a key player in the Plan's implementation, and in the search for funding.

July 31, 2008
Mr. Gérald Tremblay
Mr. Claude Dauphin

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The Office will make this report public on August 26, 2008, unless you would like it to do so at an earlier date. I am also available, at your request, to present the report to the elected officials concerned.

Sincerely,



Louise Roy,
President

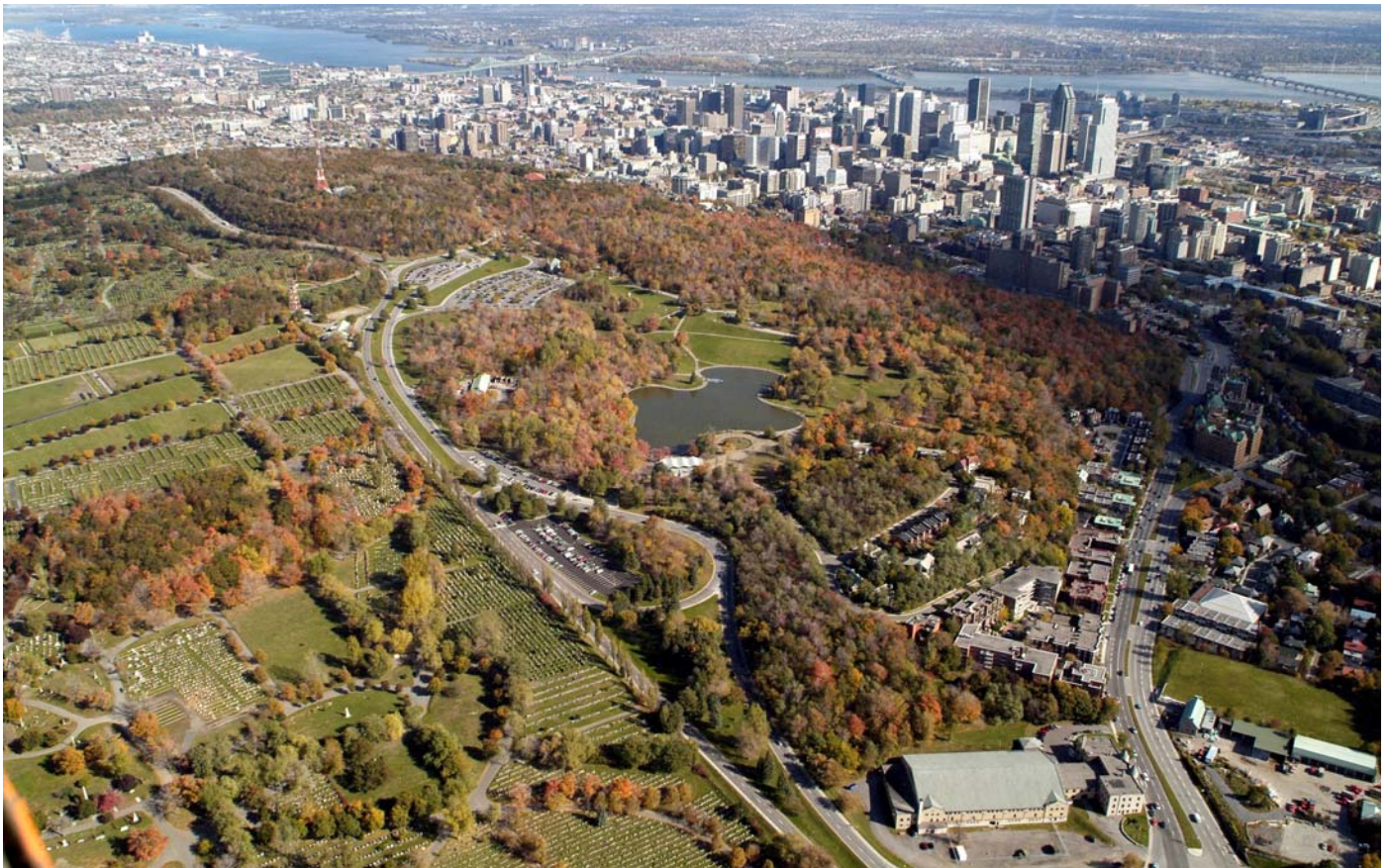
c.c. Mrs. Helen Fotopulos, Member of the Executive Committee
Mayor of the borough of Plateau Mont-Royal
Responsible for Mount Royal

Mr. André Lavallée, Member of the Executive Committee
Mayor of the borough of Rosemont-La Petite-Patrie
Responsible for Urban Planning

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Introduction

The consultation on the draft *Mount Royal Master Protection and Enhancement Plan* allowed members of the commission to gauge Montrealers' level of attachment to their mountain and the emblematic value it holds for them in the city landscape.

The *Plan* presented by the city is part of a joint process undertaken by the various municipal bodies involved, including four boroughs, the city centre, represented by the Bureau du Mont-Royal and Westmount, and representatives of the associative and institutional communities, all gathered around the Table de concertation du Mont-Royal.

The commissioners would like to thank the City of Montréal officials, as well as the associative, organizational and institutional representatives and citizens who worked with them throughout the consultation.

The consultation process

On January 28, 2008, the Montréal city council gave the Office de consultation publique de Montréal (OCPM) the mandate to hold a public consultation on the draft *Mount Royal Master Protection and Enhancement Plan* (MRMPEP),¹ and on a draft by-law amending the Complementary Document to the Montréal Master Plan (P-04-047-58). Following this first mandate, the OCPM also received a second from city council, on February 25, pursuant to subparagraph 2 of the first paragraph of section 83 of the Charter of Ville de Montréal, to consult citizens on draft By-law P-04-047-60, entitled “Règlement modifiant le Plan d’urbanisme de la Ville de Montréal (04-047),” aiming to incorporate into the Complementary Document the new protection and enhancement measures provided for under the MRMPEP.

The draft By-law (P-04-047-60) replaced the previous one adopted at the city council meeting on January 28, to include provisions pertaining to the construction of a sport complex at Collège Jean-de-Brébeuf, an institution located in the historic and natural borough of Mont-Royal (HNBMR). More specifically, the changes involve new height limits and land coverage ratios, as well as the inclusion of the property's wooded area to the map of natural environments and green spaces protected from construction.

To inform citizens, groups and organizations about the consultation on the draft *Mount Royal Master Protection and Enhancement Plan* and draft By-law, the Office published notices in several newspapers. Messages appeared on electronic billboards in the metro, and some 4000 flyers were printed. All relevant documentation was made available at the OCPM offices and on its Web site. Information was also disseminated through the Office's new Facebook page, by e-mail and regular mail, and in flyers.

¹ It is important to note that, on January 28, 2008, the City also adopted the “Règlement de contrôle intérimaire limitant les nouvelles utilisations du sol et les nouvelles constructions afin de protéger et de mettre en valeur le Mont-Royal.”

Beginning on March 14, the Office also invited citizens to fill out an online questionnaire on its Web site, to gather their opinions on various issues related to the mountain's protection and enhancement. Printed copies of the questionnaire were also distributed on two consecutive Sundays (March 23 and April 5) at the Chalet on the mountain. In total, some 3000 questionnaires were collected, a success unparalleled in any other consultation held by the Office. A large number of people also included comments, which, laid end to end, represent over 200 pages of text (Doc. 7.9).

The public hearings were held between March 18 and April 28, 2008. The consultation included a general information session and five thematic workshop, to provide food for thought before the presentation of briefs. Moreover, the Office organized a special information session, on April 9, 2008, on the construction of a sports complex on Collège Jean-de-Brébeuf property. The report on that session is presented in Appendix 3 of this report.

During the public consultation, 35 written and verbal presentations were made to the commission. In total, almost 500 citizens and representatives of groups, institutions and organizations participated in the discussions. Other detailed information pertaining to the process is presented in Appendix 1.

The report

This report is divided into three chapters. The first provides a summary of the draft *Mount Royal Master Protection and Enhancement Plan* submitted by the City, and of the underlying provisions of the draft By-law amending the Montréal Master Plan Complementary Document. The draft's description is taken from the *Mount Royal Master Protection and Enhancement Plan* (Doc. 1.1), the information provided by the City during the information sessions and thematic workshops, and the documentation submitted by the OCPM.

The second chapter outlines participants' concerns, expectations and opinions, while the third presents the findings and analysis of the commission on the draft *Plan* and legislative measures. Lastly, the conclusion provides a summary of the commission's main recommendations.

1 The draft Mount Royal Master Protection and Enhancement Plan

The draft *Mount Royal Master Protection and Enhancement Plan* is presented as furthering the objectives established in the *Mount Royal Enhancement Plan* adopted in 1992. That *Plan* was based on the concept of three summits, giving rise to the guiding principles behind the action plan and priorities.

The 2008 *Mount Royal Master Protection and Enhancement Plan* is also the result of the work of the Table de concertation du Mont-Royal, which has brought together representatives of municipal bodies, institutions and the associative community since March 2005. The work of the Table, created by the City to support the Bureau du Mont-Royal in its mandate to update the 1992 *Plan*, and to advise the City on decision-making processes and management plans applicable to the historic and natural borough of Mont-Royal (HNBMR), led to productive discussions and major consensuses.

In May 2006, the Table defined by consensus four major guiding principles that would serve as a reference for all players and be incorporated into the *Plan*'s (Doc. 4.2) orientations, specific goals, and courses of action. The Table has also given its general endorsement to the protection programs developed by the City and the various measures repeated in the *Plan*.

Guiding principles of the Table de concertation du Mont-Royal

Permanence: To ensure the permanence of the status of and protection mechanisms for the historic and natural borough of Mont-Royal as a community asset and emblematic figure of Montréal. Consequently, interventions on the part of public authorities, institutions, the corporate community, associative groups and citizens must rest on the recognition and enhancement of the borough's natural, landscape, archaeological and artistic heritage and memories of the area and its surroundings, notably through the dissemination of knowledge required for its enhancement through enlightened, appropriate action by the private and public sectors.

Conservation: To ensure the conservation of Mount Royal itself, including, as a priority, the protected area, a natural and symbolic community asset and emblematic figure of Montréal. Consequently, conservation is the primary principle behind any action concerning Mount Royal, leading to the identification of what must be imperatively preserved and protected on the mountain, notably the ecosystems, views, landscapes, and elements of the built and archaeological heritage.

Accessibility: To ensure Montréal residents and visitors access to Mount Royal, as a community asset and emblematic figure of Montréal, in a manner respecting the individual character of its various areas. Consequently, Mount Royal requires better integration into the city, welcoming public facilities, respect for its natural, built and symbolic characteristics, and great visibility. Furthermore, as an area entrenched in collective memory, access to knowledge regarding all of its heritage assets is essential.

Responsibility: To recognize and accept the shared, collective responsibility, in their respective capacities, of public authorities, institutions, the corporate community, associative groups and citizens, as users, owners or fiduciaries, concerning the permanence, conservation and accessibility of the historic and natural borough of Mont-Royal and of the mountain on which it rests.

The planning and management of the historic and natural borough of Mount Royal rely on the commitment of all players to make its harmonious and sustainable development a shared, collective responsibility. (Doc. 4.2, p. 7, 8.)

The objectives of the MRMPEP were also drawn up in light of the orientations of the 1992 and 2004 planning programs and various policies, including the *Policy on the Protection and Enhancement of Natural Habitats* and the *Heritage Policy*, and take into account the creation of the historic and natural borough of Mont-Royal by the Québec Government in 2005.

The three main objectives of the *Plan* are to ensure the protection and enhancement of Mount Royal, to make the mountain more welcoming and accessible, and to bring about the necessary conditions for its protection and enhancement. In that respect, the draft By-law amending the Montréal Master Plan, also submitted for consultation, is an important implementation tool in terms of ensuring consistency among protection plans outlined in the MRMPEP and borough by-laws.

The issues, orientations and courses of action proposed by the City are divided hereunder into three sections: protection and enhancement plans; accessibility, visitor appeal and services; and management and implementation framework.

1.1 Protection and enhancement plans

Over the years, various natural factors, such as undesirable plants, and human factors, such as mountain biking, vandalism, tree cutting, artificial surfaces, and construction projects, have threatened the mountain's natural, cultural, archaeological, landscape and other heritage elements. The accumulation of these factors calls for the implementation of protection and enhancement plans for its natural, built and managed environments and landscapes and views, and that is what the MRMPEP is proposing to do.

1.1.1 Natural environments

The City's *Plan* focuses on two priority issues concerning the natural environment: maintaining biodiversity in areas designated as part of the mountain's ecological network, and increasing the biomass outside of that network.

In terms of biodiversity, the City revealed that Mount Royal's hydric network is now practically non-existent, that some plant and animal species have disappeared or become rare, and that the fragmentation of natural environments is threatening ecosystem viability.

The favoured approach is inspired by the ecological network model in the *Policy on the Protection and Enhancement of Natural Habitats*. It defines the various areas of the network on the mountain: *core areas* of exceptional ecological value, *restoration areas* requiring work, *buffer zones* providing a transition between the cores and urban areas, *ecological corridors* linking the core areas, and *horticultural areas of ecological interest*, essential to biodiversity. Each of the five zones requires its own ecological management and protection measures. The ecological network covers an area of 423 ha, representing approximately 57% of the HNBMR. The measures under consideration include the development of a surface-water-management strategy, a follow-up program for endangered species, and various studies.

In terms of increasing the biomass, the chosen approach aims to ensure that any development or redevelopment in the HNBMR has a positive effect in the medium term, by replacing any losses

with new plantings or maybe even a green roof. Until such time as a tool becomes available to assess plant biomass on borough properties outside of the ecological network, one of the measures being considered is to agree with property owners on voluntary measures to increase the biomass in planned projects.

The proposed approaches and measures aimed at ensuring biodiversity sustainability and increasing the biomass essentially translate into various provisions being added to the Complementary Document. The measures are initially drawn up in the form of a map of protected natural environments and green spaces, identifying four types of sectors (A, B, C and D) outlining the provisions pertaining to the types of construction and development authorized in different zones of the conservation project.² Other provisions involving the ban on planting nine invasive plant species in the borough aim to limit soil mineralization.

1.1.2 Built and managed environments

The approaches in built and managed environments aim to preserve their various heritage elements: archaeological and built, the latter including residential, institutional, and funerary structures; landscapes; and art and commemorative works.

The mountain's archaeological heritage remains inadequately documented and unexplored, despite random studies, and the *Plan* aims to gather more information and conduct an inventory, to then develop an appropriate management structure. Awareness-raising measures are also planned.

The borough is home to numerous buildings with heritage elements, and to residential areas of interest, whose character the *Plan* seeks to preserve. Although borough by-laws already include criteria and standards regarding intervention quality and integration, the multiplication of buildings and their impact on the mountain's appearance have led the City to question the mountain's capacity to hold new constructions. Similarly, institutional developments over the past few years, notably on large university properties, have led to the same conclusion regarding the mountain's carrying capacity (REF: Doc. 1.1, p. 45). The *Plan* advocates the establishment of development agreements with the institutions and, consequently, honouring existing agreements and initiating a concerted planning process with the other institutions.

To develop and apply the notion of “peak capacity” in legislation, additional provisions are planned to the *Complementary Document* limiting the height and land coverage ratio of new constructions and expansion and modification projects.

There is no overall map of landscaping elements, such as gardens, rows of trees, fences or low walls, especially outside of Parc du Mont-Royal. The *Plan* therefore aims to complete an inventory of landscapes in the HNBMR, identifying remarkable or vulnerable elements and suggesting protection measures.

² The map is featured in document 1.2.12. For a schematic representation of protection measures applicable to each of the five zones of the mountain's ecological network, please refer to the Plan (Doc. 1.1, p. 78 et 79), and for additional information, please see the text of the draft By-law (Doc. 1.2.13, p. 5 and 6).

The City plans to complete an inventory of art and commemorative works on the mountain, including those in cemeteries, describing their condition and any threats to their integrity, following which it will develop a concerted action plan.

1.1.3 Landscapes and views

As a study of landscapes on Mount Royal as a whole has yet to be carried out, the new *Plan* calls for an overall character study of the Mount Royal landscape in order to better understand its distinguishing features (natural, symbolic and cultural) before developing and implementing appropriate protection measures.

The necessity of maintaining visual contact among Mount Royal, the River, and surrounding neighbourhoods is a recurring concern. Back in 2004, the Montréal Master Plan identified 49 views. But despite planning legislation, views of the River have diminished. The new draft planning by-law aims to improve existing legislation (notably by introducing height limits) and to add new views, for a total of 104 identified views. Although not included in the Complementary Document, 23 views within the mountain, essentially located in the cemeteries, have also been identified.

Other measures aimed at improving views on the “fifth sides” call for the inclusion in the Complementary Document of standards and criteria for proper maintenance of building roofs and crowns in specific areas. Lastly, the new draft introduces provisions pertaining to signage and building lighting.

1.2 Accessibility, visitor appeal and services

The *Plan* under consideration also aims to make the mountain accessible and welcoming to visitors by improving links between the city and the mountain. It addresses the mountain’s roads and pathways, the Parc du Mont-Royal’s visitor appeal and services, and the enhancement of other parks in the HNBMR. The challenge consists in continuing to offer roads and a variety of means of transportation to access the park and other parts of Mount Royal, while respecting the integrity of its natural habitats and landscapes,.

1.2.1 Links between the city and mountain

Despite the work carried out in recent years, pedestrian access routes, public transit service, and pedestrian and cyclist safety still require improvement. The *Plan* proposes to reduce the predominance of the automobile and through traffic on the mountain, and advocates both improved public transportation service and means of active transportation, in keeping with its Transportation Plan.

Important changes are planned, such as repairs on the Remembrance–Côte-des-Neiges interchange, the restoration of park entrances in the Peel, Cedar, Côte-des-Neiges and Outremont sectors, and the construction of a belt road. Already provided for in the 1992 *Plan*, the project, involving a cyclist and pedestrian network circling and cutting across the mountain, is currently the subject of a public consultation by the Office, conducted by another commission.

1.2.2 Parc du Mont-Royal visitor appeal and services

A partnership with the Centre de la montagne allows the provision of visitor services at the Maison Smith. It is the only visitor centre operating year round, the one at Beaver Lake being open only in winter. However, the City believes that the two facilities are too far removed from the main areas of activity, such as Côte Placide, the main entrance for pedestrians and cyclists.

The *Plan* proposes to review the structure of the park's visitor facilities. The addition of a visitor centre is planned for Côte Placide, and the various centres of activity will be examined from the standpoints of maintenance, equipment, and urban furniture. A strategy involving user participation will be developed to improve cleanliness. Other measures outlined in the *Plan* include a safety plan and updated emergency measures, while improved dissemination of information and appropriate signage are among the priorities identified.

In terms of visitor attractions, the City plans to support partners in their educational and awareness-raising activities, notably with the school clientele, which it would like to see double over the next five years. Furthermore, it will continue to develop tools to promote the mountain with tourists.

In order to foster the development of a shared vision among the players concerned, the City plans to establish a management unit dedicated to Parc du Mont-Royal, which would also be responsible for biodiversity management in the HNBMR.

The numerous measures proposed include an implementation plan for work identified in the 1992 *Plan* that has yet to be completed, the realization of the park's sectorial restoration and enhancement plans, the redevelopment of parking lots, the updating of directional signs, and the drawing up of a park management plan covering the ecology, landscapes, lookouts, and public safety.

1.2.3 Other parks

The HNBMR is home to several other parks in addition to Parc du Mont-Royal. The Parc Jeanne-Mance will be the object of a master development plan also covering the Côte Placide sector. As to Westmount's Summit Park, the *Plan* proposes to support its vocation as a bird sanctuary through ecological management and tree and path maintenance. Land acquired along Côte-des-Neiges Road will be naturalized and laid out.

As to other parks in the borough, which are rather varied and sometimes quite small, the City will evaluate them to determine their primary uses, and establish usage, development, and maintenance criteria.

1.3 Management and implementation framework

According to the City, the success of the *Plan* rests not only on the financing of proposed protection and enhancement measures, but also on the sharing of a common vision and resulting objectives. Knowledge development seems a natural pre-requisite both to the adoption of

appropriate measures and appropriate action. The establishment of a management framework consisting of a standing committee on harmonization and various management tools, including the Complementary Document, the Heritage Pact, financial assistance programs, the development of management and structuring tools, as well as a management framework for Parc du Mont-Royal, is among the means required to ensure the *Plan*'s effectiveness. The final elements of the implementation framework are the development agreements and the Table de concertation.

The standing committee on HNBMR management harmonization

As the territory of this historic and natural borough falls under the jurisdiction of several authorities, the implementation of protection and enhancement measures requires a concerted approach and common work tools, especially in view of the eventual management transfer from the Ministère de la Culture, des Communications et de la Condition féminine to the cities.

The *Plan* therefore calls for the creation of the standing committee on HNBMR management harmonization. Composed of a representative from each of the boroughs, the City of Westmount, and the central city departments concerned, including the Bureau du Mont-Royal, which will act as secretary, the committee will ensure that management of the territory is carried out in accordance with common principles, calling for the harmonization of by-laws, procedures and administrative structures. This standing committee will report to the boroughs, the cities, and the Table de concertation on the effectiveness of the management structure, and propose revisions as required.

Management tools

Various tools, instruments and procedures will be used to ensure implementation of the MRMPEP, from traditional urban planning instruments to the drawing up of sectorial plans and strategies and concerted planning, many of which were mentioned previously.

Amendment of the *Complementary Document*

Once adopted, the draft By-law will amend Part III of the Montréal Master Plan, entitled "Complementary Document," which prescribes the rules and minimum criteria to be taken into account in borough by-laws. The City therefore considers the Complementary Document the most appropriate instrument to transfer the orientations of the MRMPEP to the planning by-laws applicable to the territory of the historic and natural borough. The new protection measures in the draft MRMPEP aim to incorporate into the Complementary Document numerous provisions concerning the protection and enhancement of natural environments (provisions pertaining to construction projects in areas of the conservation project, the ban on planting certain plants, and mineralization limits for residential sectors), built and managed environments (restrictions concerning heights and land coverage ratios for new constructions and expansion projects) and, lastly, landscapes.

The Heritage Pact

A large part of HNBMR territory is occupied by institutions, such as hospitals, universities, religious communities and cemeteries. This is why the City is seeking voluntary commitments on the part of institutional owners to the protection and enhancement of their heritage. Such commitments, resulting from concerted planning activities, may translate into amendments to the Complementary Document or take the form of contractual agreements.

The City has offered commitment proposals to each of the major institutions on the mountain, aiming, among other things, to protect biodiversity, increase biomass, study built and landscape elements, and showcase works of art. The Heritage Pact, signed by 14 institutions on February 7, 2008, confirms their willingness to act according to the major guiding principles agreed upon by the Table de concertation, and to the objectives of the *Plan*.

Adequate financing

The *Plan*'s objectives call for significant investment. Some of the development work can be financed by the City's Three-Year Capital Expenditure Program.

The *Montréal Cultural Development Agreement* with the Ministère de la Culture, des Communications et de la Condition féminine is already available for properties located in the HNBMR. The City believes that other programs can also be adjusted, and it plans to establish a strategy involving the use of existing subsidy funds for possible interventions involving natural environments, conservation and enhancement of building heritage elements, the most dilapidated built elements, landscaping, and the removal of visual irritants, such as antennae. For areas neighbouring the borough, the strategy would consist in improving the appearance of mechanical equipment and other outdoor constructions.

The *Plan* also seeks to pursue, in co-operation of Les Amis de la montagne, the realization and monitoring of the investment program and the search for financial partners in the protection and enhancement of Mount Royal. The *Plan* will also identify other modes of technical, legal and financial support, and implement, among other things, a financial partnership program to support institutional owners in their biodiversity consolidation efforts.

The Table de concertation du Mont-Royal

The Table de concertation du Mont-Royal, the final element in the implementation framework, brings together representatives of the four boroughs concerned, the City of Westmount, eight major institutions located in the HNBMR, and six organizations and associated concerned with the mountain. The city centre is represented by the Bureau du Mont-Royal. Some 20 organizations and bodies attend as observers, including representatives of the City's central departments and of various ministries. The *Plan*'s implementation relies on the continued existence of the Table, which is responsible for monitoring it using various indicators, for evaluating the progress accomplished in terms of protecting the mountain's various heritage elements, for developing knowledge and management tools, and for organizing awareness-raising activities.

2 Participants' concerns and opinions

Overall, the MRMPEP was well received by public consultation participants. However, many would like the Plan to make more commitments in terms of protection, and to apply to a broader territory. Some found that means of action outlined in the draft lacked daring. Among other things, the consultation process brought to light issues raised by protection objectives for the various forms of heritage and mountain use.

The participants' concerns and opinions have been divided under five themes:

- The document and its scope;
- Protection and enhancement issues;
- Access to the mountain;
- Management and implementation framework;
- Adoption of the MRMPEP.

2.1 The document and its scope

Many participants recognized the high quality of the document presenting the MRMPEP, as well as the amount of work accomplished over the past few years by the city departments involved, in cooperation with the members of the Table de concertation du Mont-Royal. They acknowledged the issues evaluation conducted with respect to the future of the mountain. However, some criticized the general nature of the document and lack of vision and precision of the measures announced, follow-up tools, timeframes, and budgets allocated to the various measures (Projet Montréal, Doc. 8.8, p. 3 and 5; Les Amis de la montagne, Doc. 8.14, p. 3 and 6; Conseil régional de l'environnement de Montréal, Doc. 8.15, p. 3; Écomusée de l'Au-Delà, Doc. 8.19, p. 3). Citing as an example the Mount Royal views of interest that have been identified as threatened, Les Amis de la montagne found protection measures to be so unclear and indecisive as to make it difficult to believe in their effectiveness (Mr. Jean-François Hallé, Doc. 10.1, p. 57 and 59).

Suggestions were also made as to how the document could be improved, notably by adding historical and etymological referents to Mount Royal (Mr. Philippe Côté, Doc. 10.1, p. 92). Héritage Montréal proposed the addition of a glossary presenting definitions used in the document for terms such as “protection,” “conservation,” “enhancement,” “landscape,” and “concertation” (Doc. 8.18, p. 11). The organization also thought that the document's themes should revolve around an integrating concept, such as protection, a pivotal notion covering everything from natural environments and biomass to built environments and heritage (Doc. 8.18, p. 11).

But participants were most interested in two subjects in particular, the first involving the vision behind the draft document, and the second the territory of reference.

2.1.1 Defining a vision

According to Les Amis de la montagne, a coherent, well defined overall vision helps in directing objectives and prioritizing actions (Doc. 8.14, p. 6). The reference to the three-summit concept, a central theme in the 1992 *Mount Royal Enhancement Plan*, largely contributed to broadening public perception of the mountain, a vision previously limited essentially to Parc du Mont-Royal (Écomusée de l’Au-Delà, Doc. 8.19, p. 4). In addition, Les Amis de la montagne feels that this concept should be updated, and would like the members of the Table de concertation du Mont-Royal to propose a new vision, conducive to “developing a feeling of belonging and promoting collective appropriation of the mountain” (Doc. 8.14, p. 6). Héritage Montréal suggested that Mount Royal should no longer be seen as a “dehumanized ecosystem or exclusively built environment,” but rather as a “landscape, a work of nature [...] and human activity [...]. [Mount Royal] is a complex heritage environment, combining diverse assets and sites of interest in terms of history, culture, and natural science” (Doc. 8.18, p. 4).

2.1.2 A broader reference territory

Many lamented the fact that the territory in question is essentially limited, except for views, to the HNBMR (Ms. Marie-Odile Trépanier, Doc. 10.1, p. 53). The territory of the Mount Royal heritage site, as created by the City of Montréal in 1987, had the advantage of including Mount Royal’s topographical extension, which, to the north, includes part of Outremont (Héritage Montréal, Doc. 8.18, p. 8).³ As to the southern boundary, some suggested that the territory be extended up to Sherbrooke Street, to incorporate many residences and landscapes in the Golden Mile, a neighbourhood intrinsically linked to Mount Royal (Ms. Helen M. C. Richard, Doc. 9.5, p. 1). Les Amis de la montagne also advocated the territory’s expansion to include “the institutional crown as well and the residential and urban slopes,” and the promotion of “increased integration of the mountain with surrounding neighbourhoods” (Doc. 8.14, p. 5). Furthermore, participants underscored the fact that most of the maps and analyses in the MRMPEP have to do with Mount Royal rather than the HNBMR, thereby omitting the Summit (Mr. Michel Barcelo, Doc. 8.7, p. 2; Ms. Ginette Cloutier, Doc. 9.15, p. 3). The Écomusée de l’Au-Delà pointed out that Outremont summit is also left out of the Plan (Doc. 8.19, p. 5-6).

2.2 Protection and enhancement issues

2.2.1 Natural environment protection

Most participants thought that the natural environment protection measures seemed like a good beginning⁴ in terms of catching up on the 1992 *Mount Royal Enhancement Plan*.

The director general of the Notre-Dame-des-Neiges cemetery shared his pride in participating in the effort, referring to the cemetery’s soon-to-be-finalized master plan (Mr. Yoland Tremblay,

³ The Conseil du patrimoine de Montréal recommended that the boundaries of the 1987 heritage site be repeated in the MRMPEP and, for consistency, that the amendments to the Complementary Document be applied to it (Doc. 1.2.17, p. 4).

⁴ According to the results of the OCPM consultation questionnaire, 78% of respondents were in favour of “full protection of the fauna and flora,” and 13.5% expressed a preference for “facilities with compensatory measures.” Only 6.5 % opted for a “flexible approach,” or “status quo” (Doc. 7.9, p. 9).

Doc. 10.2, p. 24). McGill University underscored the importance in its eyes of “this exceptional heritage site and green space.” It reiterated its commitment to protect the McGill University woods, under the Mount Royal Heritage Pact,⁵ and to develop pedestrian links to the mountain from Tomlinson square and the neighbourhood of University Street (Doc. 9.13, p. 1-2). The Université de Montréal talked about “the significant efforts it has already made to protect and enhance this historic and natural jewel” (Doc. 8.16. p. 2).

Héritage Montréal spoke of the importance of preserving all forms of natural heritage, including minerals, geological formations, rock faces, and the parent rock (Doc. 8.18, p. 17-18). Some participants expressed concerns regarding pressures on the natural environment that accelerate its degradation, from the overly large number of visitors to inappropriate uses, such as improvised parking or snow dumping in the Saint-Jean-Baptiste woods (Mr. Alain Cognard, Doc. 9.4, p. 1; Mr. Nicolas Gendron, Doc. 9.14, p. 1; Mr. Michel Famélard, Doc. 10.2, p. 35).⁶ One citizen wondered if the planned funds and awareness-raising activities targeting harmful forms of use are sufficient (Mr. Éric Richard, Doc. 10.2, p. 36).

The participants focused most of their attention on five themes: the ecological network, the biomass, invasive plants, mountain bikes, and the mountain’s carrying capacity.

The ecological network

Participants found the chosen conservation approach interesting, but were sceptical, and even worried, about proposed protection measures. They expressed concerns related to the protection of the fauna and flora outside of the parks. It was proposed that all construction be banned in the part of the ecological network located in the institutional sector and, more specifically, in the green run in front of the École Polytechnique de Montréal and around Percival Molson Stadium (Mr. Frédéric Cormier, Doc. 9.1, p. 2 and Doc. 10.2, p. 6; Mr. Patrick Galois, Doc. 10.2, p. 75-76).

The Conseil régional de l’environnement wondered what components of the ecological network would really be protected by the agreements concluded under the Mount Royal Heritage Pact, given the fact that commitments on the part of the 14 signatory institutions do not specify the area of the green spaces in question, nor any timeframe. Furthermore, the Conseil pointed out that 140 hectares are not covered under any firm agreement by their owners as to their protection and enhancement. Lastly, the 15 wooded areas on the mountain, including those on Brébeuf and Sulpician land located outside of the ecological network, deserve to be protected regardless of their ecological value (Doc. 8.15, p. 3 and 5; Mr. André Porlier, Doc. 10.1, p. 76; Ms. Coralie Deny, Doc. 10.2, p. 25). In the same spirit, referring to the strip of land running from the old Marianopolis building to Dawson College, Les Amis de la montagne maintained that by limiting

⁵ The Mount Royal Heritage Pact, signed on February 7, 2008, relates to all commitments on the part of the 14 major institutional owners in the HNBMR, with respect to the preservation of heritage elements on Mount Royal and on their properties (Doc. 3.1.1.2).

⁶ The Conseil du patrimoine de Montréal mentioned the negative impacts on the birdlife, reptiles, amphibians, and flora of the multiplication of illegal paths, in addition to the inherent increased erosion problems. The Conseil found it regrettable that no new specific measures are provided in the MRMEP regarding consolidation of the formal network of paths on the mountain (Doc. 1.2.17, p. 5).

measures related to biodiversity and ecological corridors to the territory of the HNBMR, the MRMPEP fails to take green runs into account (Mr. Jean-François Hallé, Doc. 10.2, p. 78 and 81). Deploring the extensive mineralization at the intersection of Côte-des-Neiges Road and Cedar Avenue, Héritage Montréal would like to see the green run from Parc du Mont-Royal to the old philosophy seminary restored (Doc. 8.18, p. 22).

The biomass

The comments on increasing the biomass focused on its replacement and on methods used to track its development. One participant inquired about the future of the 1600 trees planted by volunteers in a section of the ecological network (Mr. Éric Richard, Doc. 10.2, p. 38). The effectiveness of measures targeting biomass protection and compensation for trees cut down to make room for construction or development projects was brought into question (Mr. Frédéric Cormier, Doc. 10.2, p. 65 and 68). This concern was also raised during the public consultation meeting on the construction of a sports complex on Collège Jean-de-Brébeuf property (Appendix 3). Moreover, it seems that plants on the Summit are sometimes picked by citizens (Ms. Johanne Lafleur, Doc. 9.3).

Invasive plants

According to the Institut de recherche en biologie végétale, invasive plants are threatening the ecological integrity of the mountain's forest, edging out native species⁷ (Doc. 8.3, p. 3). Furthermore, in view of the difficulties involved in controlling invasive plants, the Institut believes that "allocated financial and human resources remain insufficient to ensure effective management conducive to restoring ecological integrity on Mount Royal." The organization went on to say that "effective control of these [invasive] species calls for interventions involving awareness-raising activities aimed at players outside of Parc du Mont-Royal" (Doc. 8.3, p. 9).

Mountain bikes

Despite the fact that the City prohibits mountain biking, illegal trails have proliferated, aggravating erosion problems.⁸ Les Amis de la montagne have undertaken a study on the use of mountain bikes on Mount Royal, and set up a working committee. The multiparty committee is currently evaluating several potential sites for the activity and planning an awareness-raising campaign on the sport's significant impact on Mount Royal's undergrowth.

Some participants maintained that mountain bikes have no impact on trails designed specifically for the sport: "in terms of erosion and loss of wooded area, the real problems affecting the park are attributable to factors such as the volume of users, and inadequate water and forest

⁷ The Conseil du patrimoine de Montréal believes that the problem is so great as to require "the development of a specific management tool for public property, establishing intervention priorities, and endowed with the necessary funds to carry out the major interventions required to improve the state of Mount Royal's floristic heritage" (Doc. 1.2.17, p. 5).

⁸ According to the results of the OCPM consultation questionnaire, 92% of respondents indicated that they were in favour or very much in favour of "limiting off-road cycling in order to protect the fauna and flora, especially endangered species, and of imposing heavy penalties for offenders." Moreover, some lamented the speed of some cyclists (for all forms of cycling) and the lack of police control (Doc. 7.9, p. 15-16).

management” (Mr. Louis Martineau, Doc. 9.12, p. 4). The Association pour le développement des sentiers de vélo de montagne au Québec recommended that two separate sites, connected by the future belt road, be developed on Mount Royal: one in the undergrowth between Camilien-Houde way and Mont-Royal Avenue, and the other on Outremont Summit, where already cyclists “have focused their activities on a single trail in order to reduce the environmental impact.” Other potential sites should also be considered, notably beneath the Turcot interchange and in the Saint-Michel quarry (Doc. 9.11, p. 12-13).

Carrying capacity of the mountain

One participant explained what he and others meant by “carrying capacity of the mountain,”⁹ saying that, “to protect nature, we must stop human settlement, not restructure it. [...]. As to authorizing the expansion of existing facilities, the answer should always be “no,” if we really want to preserve a tiny corner of nature” (Mr. Alain Cognard, Doc. 9.4, p. 1). The projects planned by major institutions on the mountain are worrisome, whether or not they have been officially announced. Despite measures provided for in the Complementary Document, Les Amis de la montagne feared that legislation aimed at protecting Mount Royal may be rendered ineffective by legislation governing construction projects in the HNBMR (Mr. Jean-François Hallé, Doc. 10.3, p. 39).

Several concerns were raised with respect to the green run associated with sectors E and G in the Université de Montréal master plan. Although no new projects have been announced for the short term, many participants feared that new pavilions may be erected there in the future. The Université considers those sectors a “land reserve” (Mr. Pierre Simonet, Doc. 10.9, p. 59). The institution is currently drawing up a new master plan for summer 2008, to meet its space requirements and address the problem of its obsolete buildings. As outlined in the brief of the Université de Montréal, “the development of the Outremont site does not imply maintenance of the status quo for the mountain site, quite the contrary” (Université de Montréal, Doc. 8.16, p. 4). For his part, the representative of the École Polytechnique de Montréal maintained that it was “essential for the Polytechnique that the campus retain its full potential and, more specifically, sectors E, F, G and H of the campus’ master plan (Mr. Michel Rose, Doc. 10.7, p. 50). He pointed out that the development potential of sector G had been previously approved by legislation, and that the institution believes it has an acquired right to built on the sectors in question (École Polytechnique, Doc. 8.2, p. 4-5; Mr. Michel Rose, Doc. 10.7, p. 48).

However, the Fédération des associations étudiantes du campus de l’Université de Montréal thought that any project involving densification of the main campus site would be detrimental to public interest, and go against citizen values that the Fédération would like to see the Université de Montréal adopt. In terms of the green run, it believes that the site should be made green again, and that a pedestrian path should be developed there, running from Édouard-Montpetit Street to

⁹ According to the results of the OCPM consultation questionnaire, 85% of respondents are very much in favour and 12% simply in favour of strictly limiting the land coverage ratio and height of new private and institutional constructions on the slopes of Mount Royal, and of improving the maintenance of existing buildings and facilities (Doc. 7.9, p. 19).

Outremont summit, which would help to counter the thermal effect of a heat island, protect bird life and endangered plants, and provide locals with mountain access (Doc. 8.6, p. 2-3).

2.2.2 Protection of views and landscapes

Views

Participants rallied behind the need to preserve and protect all views, whether of the river from Mount Royal or of Mount Royal from surrounding areas, and many suggested the addition of new views to those already identified in the MRMPEP.¹⁰ Les Amis de la montagne found the tools to be innovative monitoring instruments, but said that “they do not include much in the way of firm measures, nor do they provide the means to prevent cumulative effects or restrict the construction of high buildings that would obstruct the main views” (Doc. 8.14, p. 6-7). According to some participants, the reference in the Complementary Document to “criteria” serving to evaluate the impact of construction projects on views is not binding enough. One believed that this lack of coercive, binding measures renders useless the evaluation or identification of views (Mr. Michel Barcelo, Doc. 8.7, p. 3). Others were concerned about visual obstructions that would result from building new towers in Griffintown, about the impact of the towers under construction on the southern tip of Île-des-Sœurs on the view of the Lachine Rapids from Mount Royal, and about development projects that may soon be finalized in the east end of downtown (Mr. Michel Barcelo, Doc. 8.7, p. 3; Comité Patrimoine-IDS, Doc. 8.17, p. 2; Mr. Philippe Côté, Doc. 10.5, p. 60). The Écomusée de l’Au-Delà proposed a moratorium, until such time as views to be protected have been identified (Mr. Alain Tremblay, Doc. 10.1, p. 41).

For its part, the Association des architectes paysagistes du Québec believes that the MRMPEP should take into account views of the mountain from entrances to Montréal (Doc. 8.5, p. 3). One participant suggested the addition of views surrounding the mountain, notably the intersection of St-Sulpice and Atwater towards the Grand Séminaire, Côte-des-Neiges between Forest Hill and The Boulevard, Saint-Urbain between Saint-Cuthbert and Duluth, and Docteur Penfield between Atwater and Côte-des-Neiges¹¹ (Mr. Michel Barcelo, Doc. 8.7, p. 2-3). The Association des architectes paysagistes du Québec also pointed out that ordinary, everyday views in the HNBMR have been omitted from the MRMPEP, and suggested that citizens be involved in the identification of views and pathways (Doc. 8.5, p. 4). Many considered that, given the diversity of values associated with the views, they should be ranked in order of importance¹² (Les Amis de la montagne, Doc. 8.14, p. 15; Mr. Sylvain Paquette, Doc. 10.4, p. 71).

Representatives of the Cimetière Notre-Dame-des-Neiges found that the protection of views within the mountain identified in the MRMPEP¹³ conflicted with the cemetery’s current

¹⁰ According to the results of the OCPM consultation questionnaire, 93% of respondents believe that the City “should ensure that real estate projects protect views of and from the mountain” (Doc. 7.9, p. 22).

¹¹ For a complete list of suggested views, please see brief of Mr. Michel Barcelo, Doc. 8.7, p. 2-3.

¹² The Conseil du patrimoine de Montréal would like the views to be “ranked in order of importance, to counter the ‘dilution effect,’” given the large number of views included in the MRMPEP, which has risen from 49 to 104 (Doc. 1.2.17, p. 7).

¹³ The Conseil du patrimoine de Montréal recommended that the MRMPEP’s map of views within Mount Royal be incorporated into the Complementary Document to the Montréal Master Plan (Doc. 1.2.17, p. 7).

operations and greening plan objectives (Doc. 8.11, p. 9). Moreover, according to the Association des architectes paysagistes du Québec, numerous panoramas are disappearing on Mount Royal due to reforestation in certain areas, densification of the built environment, and plantings, calling for a decision on whether to protect the views or the biomass¹⁴ (Doc. 8.5, p. 3-4).

Landscapes

The participants believe that the landscape is evolving, as are landscape values.¹⁵ Some recommended a review of landscape definitions and concepts. It was suggested that the definitions employed by professional associations or in the *Natural Heritage Conservation Act* should apply. In that respect, the Association des architectes paysagistes du Québec suggested the humanized landscape concept, which would help in establishing scales for different values, such as aesthetic, environmental, social and cultural, and in planning interventions (Doc. 8.5, p. 2; Ms. Marie-Claude Robert, Doc. 10.9, p. 28). The Association also advocated the creation of a new heritage, in keeping with the cultural heritage of the mountain and representative of our times (Doc. 8.5, p. 5). For its part, Héritage Montréal would prefer a definition more reflective of the cultural, memorial, identifying and developed dimensions of Mount Royal, and proposed the concept of a living landscape heritage (Doc. 8.18, p. 11, 13 and 24). The organization believes that it is important to focus on “the truly distinguishing features of Mount Royal, both as a whole and as an emblematic heritage landscape at the heart of a living metropolis” (Doc. 8.18, p. 9).

In general, participants found the landscape protection approach and measures inadequate. One man thought that the historical dimension had not been sufficiently explored in the MRMPEP (Mr. Bernard Saint-Denis, Doc. 10.4, p. 67). A “knowledge of history [...] is essential to inspire responsible choices in people of our generation, and to remind them of the meaning behind these places” (Fédération des sociétés d’histoire du Québec, Doc. 9.8, p. 2).

As to the landscape study provided for under the MRMPEP, Les Amis de la montagne stressed the fact that those in charge of the study should not forget the impact on lighting of certain buildings, and recommended that they examine Mount Royal landscapes at different times of day and in different seasons, to obtain a comprehensive view over time (Mr. Jean-François Hallé, Doc. 10.4, p. 51-52). The White Elephant Party of Montréal believes that the negative visual impact of broadcasting antennas on the quality of Mount Royal landscapes should also be taken into account (Mr. Michel Bédard, Doc. 10.9, p. 80). Both Les Amis de la Montagne and Héritage Montréal recommended caution and proposed “a precautionary approach or principle” until such time as the landscape study has been finalized for all development and redevelopment projects on the mountain (Doc. 8.14, p. 12; Doc. 8.18, p. 15-16 and 24).

14 In that respect, the Conseil du patrimoine de Montréal suggested “visual monitoring,” or view management plan based on plant growth, both for views within and outside of the mountain (Doc. 1.2.17, p. 8).

15 According to the Conseil du patrimoine de Montréal, landscape protection cannot be managed like the built heritage, and relies solely on prescriptive measures (Doc. 1.2.17, p. 7).

2.2.3 Protection of built and managed environments

This section of the MRMPEP, devoted to the protection and enhancement of built and managed environments, covers constructions, landscapes, works of art and commemoration, and archaeological elements. Les Amis de la montagne supported the proposed protection plans aiming to limit densification and construction on the mountain, but expressed concerns regarding the application and enforcement of the new rules (Doc. 8.14, p. 13). McGill University, which is currently drawing up a 20-year master development plan for the campus, confirmed that its planning and design principles would be in keeping with those that the City promotes for Mount Royal (Doc. 9.13, p. 5). The Université de Montréal, for its part, expressed hopes that the new planning legislation would not result in more complex procedures, as the latter already involve the boroughs, the City of Montréal and the Ministère de la Culture, des Communications et de la Condition féminine (Doc. 8.16, p. 5).

According to the institutions on the mountain, the protection of their built and developed heritage assets involves increased responsibility and cost. Their commitments regarding built- and developed-heritage greening and protection represent an added financial burden (Cimetière Notre-Dame-des-Neiges, Doc. 8.11, p. 8; Université de Montréal, Doc. 8.16, p. 5). McGill University spoke of issues surrounding the maintenance and bringing up to code of its numerous heritage buildings. It would like all levels of government to contribute to a subsidy fund allocated according to inventoried buildings, and suggested that assistance programs for landscaping projects be enhanced (Doc. 9.13, p. 7). The representatives of Cimetière Notre-Dame-des-Neiges stated that heritage protection and enhancement also represent a financial burden for cemetery plot owners, and suggested that a subsidy fund be established to promote conservation of commemorative elements (Doc. 8.11, p. 8).

Funerary heritage

The director of the Cimetière Notre-Dame-des-Neiges mentioned that, since 1980, the cemetery has kept a list of artworks that have disappeared, and pointed out that many have been removed by the families who own the plots. He added that administrative procedures have been set up to prevent vandalism and theft (Doc. 8.11, p. 8). For its part, the Écomusée de l’Au-Delà, which has undertaken, through the assistance of the Ministère de la Culture, des Communications et de la Condition féminine, an inventory of bronzes in the cemetery, lamented the fact that approximately 15 have disappeared since 2007, and suggested a citizens’ watch (Doc. 8.19, p. 11-12). Associating the protection of heritage assets with property safety, Héritage Montréal found regrettable the relevant authorities’ lack of interest in ensuring the permanence of inscriptions and preventing the pillage of commemorative monuments and plaques in the cemetery. The organization also believes that surveillance is inadequate, and recommended that training for firefighters and police officers working in the HNBMR be improved (Doc. 8.18, p. 21; Mr. Dinu Bumbaru, Doc. 10.6, p. 91).

The quality of commemorative works and their integration into the cemetery landscape also drew comments from some participants, who found the banalization of funerary art and materials deplorable. The Écomusée de l’Au-Delà bemoaned the fact that artisans cannot compete with imported products sold by the cemeteries, as said that modular columbariums contribute to the cemetery’s densification and depersonalization (Doc. 8.19, p. 8 and 10). However,

commemorative works are personal, and reflect family preferences (Cimetière Notre-Dame-des-Neiges, Doc. 8.11, p. 9).

Archaeology

The participants noted the lack of information in the MRMPEP concerning protection measures, means of information dissemination, and strategies for the enhancement and showcasing of archaeological digs (Héritage Montréal, Doc. 8.18, p. 16; Mr. Philippe Côté, Doc. 10.5, p. 54-55).¹⁶ Given the nature of its activities, the Cimetière Notre-Dame-des-Neiges expressed concerns regarding future archaeological digs that may be carried out on cemetery property (Doc. 8.11, p. 7).

A few gaps, and the reconciliation of different forms of heritage

Many participants mentioned other forms of heritage, not addressed in the legislative framework or the agreements with the institutions, that nonetheless require protection and enhancement.¹⁷ Little was said about less predominant types of heritage and micro-elements, such as short walls and fences, which are pleasing to the eye and accompany pedestrians on their walks. These elements are an undeniable part of the landscape heritage (Ms. Marie-Claude Robert, Doc. 10.9, p. 32). Furthermore, Héritage Montréal noted that the MRMPEP remains mute on the subject of protecting interiors of heritage interest (Doc. 8.18, p. 21). The organization found deceptive the lack of safeguards and preventive measures against severe weather and other threats of natural or human origin to which heritage assets are exposed (Doc. 8.18, p. 14).

Many participants found that the MRMPEP places strong emphasis on natural environment protection and enhancement, focusing primarily on biodiversity, the biomass, and ecoterritories, to the detriment of other forms of heritage¹⁸ (Héritage Montréal, Doc. 8.18, p. 11-12; Fédération des sociétés d'histoire du Québec, Doc. 9.8, p. 1-2; Ms. Ginette Cloutier, Doc. 9.15, p. 3). According to the organization Héritage Montréal, it is important to prioritize the various types of heritage according to their level of vulnerability. It suggested the following order: landscapes, built environments, and managed environments (Doc. 8.18, p. 9 and 14). Expanding on the concept of the mountain's cultural heritage, the Association des architectes paysagistes du Québec would like heritage elements requiring total protection or restoration to be identified (Doc. 8.5, p. 5).

¹⁶ The Conseil du patrimoine de Montréal recommended that archaeological digs be organized and carried out in the planning stages of construction projects, and not while the work is under way. Given the number of archaeological sites in Parc du Mont-Royal, the Conseil would like the City to play a leadership role in their enhancement (Doc. 1.2.17, p. 6).

¹⁷ The Conseil du patrimoine de Montréal believes that the intangible heritage, consisting of various cultural activities, such as the Sunday tam-tams, pictorial art, literature and other cultural presentations on the mountain throughout history, should also be highlighted. The organization suggested that the City initiate a process aimed at identifying and documenting these activities with a view to commemorating older practices and identifying current practices that are sustainable (Doc. 1.2.17, p. 8).

¹⁸ Having examined commitments made under the Mount Royal Heritage Pact, the Conseil du patrimoine found that they focused more on natural heritage protection than on the conservation and restoration of the cemetery's built heritage (Doc. 1.2.17, p. 10-11).

2.3 Access to the mountain

The participants supported interventions aimed at improving access to and reducing automobile traffic and the number of parking spaces in Parc du Mont-Royal, and measures promoting active transportation.¹⁹ Many of them encouraged the City to pursue those objectives. They made numerous suggestions, notably concerning pedestrian and cyclist safety, both in terms of reaching the park and getting around within its borders. The National Association for Olmsted Parks²⁰ agreed with measures aimed at increasing mountain access routes from adjoining living environments and neighbourhoods: “it also supported extending park pathways into the surrounding urban neighbourhoods and through neighbouring institutional properties to expand the park and improve access to the diverse natural and cultural resources in the spirit of Olmsted” (Doc. 9.6, p. 1).

2.3.1 Pedestrian access and active transportation

Participants found that getting to Mount Royal was still a difficult proposition: “Surrounded by high-traffic arteries on three sides, and book-ended between the backs of two campuses, our mountain is only easily accessible on foot or bicycle by its eastern slope, via Olmstead Road” (Vélo-Québec, Doc. 9.16, p. 2). Pine Avenue and Côte-des-Neiges Road in particular, with their multiple lanes, are difficult to navigate, if only owing to the heavy flow of traffic on those arteries. The Trafalgar island is also dangerous for cyclists due to a visibility problem. (Mr. Olivier Lapierre, Doc. 10.1, p. 85). Access to Summit Park is also difficult for pedestrians (Mr. Michel Barcelo, Doc. 10.6, p. 72 and 74).

Moreover, entrances and stairs leading to the foot of the mountain are not always well indicated.²¹ Many complained about the closing of stairways leading to Parc du Mont-Royal, especially those from Du Musée Avenue and the Redpath Street extension (Fédération québécoise de la marche, Doc. 8.4, p. 3; Mr. Michel Barcelo, Doc. 8.7, p. 4; Club de marche Dynamique, Doc. 9.7, p. 2; Ms. Michèle Bertrand, Doc. 10.1, p. 45). To attract more tourists from the southern side of the mountain, one participant suggested the installation of a cable car climbing from the Peel Street extension to the Kondiaronk lookout (Mr. Syd Moss, Doc. 8.12, p. 3).

Several people found that some institutions on the mountain form an impenetrable barrier. In that respect, Les Amis de la montagne would like to see greater “permeability” of the institutions to facilitate access to the mountain (Doc. 8.14, p. 13). According to the FAECUM, “The Université

19 According to the results of the OCPM consultation questionnaire, the idea of “banning commuter traffic on Mount Royal and allowing only park user vehicles,” received the support of 71.5% of respondents. Eighty-three percent were also in favour of “implementing incentive measures to encourage users of Mount Royal to get there by public transportation [...] or by bicycle, and of limiting automobile access and parking” (Doc. 7.9, p. 11 and 13).

20 The NAOP is an American coalition of design and conservation professionals and historic property and park managers dedicated to the conservation and restoration of parks and landscapes designed by Frederick Law Olmsted or his sons (Doc. 9.6, p. 2).

21 One participant noted the omission in the MRMPEP of the stairs and entrances from Trafalgar, Hill Park, the Sir William Osler Promenade, the extension of Louis-Collin Avenue, Thérèse-Casgrain and Percy-Walters parks, and numerous access routes through the cemeteries (Mr. Michel Barcelo, Doc. 8.7, p. 4).

de Montréal literally backs onto the mountain” and both the university and Notre-Dame-des-Neiges cemetery block access between the Côte-des-Neiges area and the mountain. The Fédération therefore expressed hopes that the development of new pedestrian and bicycle paths in the northern part of the cemetery would create an opening in the area of Vincent-d’Indy Avenue. Advocating an integrated transportation approach and campus access geared towards active forms of transportation, the FAECUM also recommended that the future bike path be connected to the city’s existing network (Doc. 8.6, p. 4). For its part, the Fédération québécoise de la marche bemoaned the lack of pedestrian access routes from the northwest, especially since the Université de Montréal and Édouard-Montpetit metro stations are located nearby (Doc. 8.4, p. 2).

Several areas in Parc du Mont-Royal present safety problems. The top section of Camilien-Houde Road, running between rock faces, is considered dangerous for pedestrians and cyclists (Mr. Pierre Brisset, Doc. 10.6, p. 32-33; Mr. Frédéric Cormier, Doc. 10.6, p. 95). Winter conditions and snow removal operations create additional problems for pedestrians. In winter, many access routes and paths become difficult for people who are on foot, and bus stops are not very welcoming for public transit users having to step off in the snow (Mr. Frédéric Cormier, Doc. 10.6, p. 99). People also complained about the path under the lookout on Camilien-Houde, which was piled high with snow in winter 2008 by snow blowing equipment (Club de marche Dynamique, Doc. 9.7, p. 2; Ms. Gisèle Morrisette, Doc. 10.6, p. 44-45).

2.3.2 Shared use of the paths and belt road

The safety problem most often mentioned by participants had to do with the difficulties involved in having pedestrians and cyclists share the same path. The cyclists’ speed constitutes a danger and a source of concern for people walking along Olmsted Road, especially when they have children with them and would appreciate increased vigilance (Club de marche Dynamique, Doc. 9.7, p. 2; Ms. Michelle Sestre, Doc. 9.10, p. 3). Pedestrians and cyclists do not enjoy sharing the same paths (Fédération québécoise de la marche, Doc. 8.4, p. 3; Association pour le développement des sentiers de vélo de montagne au Québec, Doc. 9.11, p. 8). According to the Association pour le développement des sentiers de vélo de montagne au Québec, “the unregulated practice [of mountain biking on Mount Royal] creates conflicts with other users,” and should be restricted to a network of paths designed specifically for the activity (Doc. 9.11, p. 3).

Others believed that this issue, already a concern along Olmsted Road, would only become more prominent with the construction of the belt road, when pedestrians walk along the bicycle path after the Cimetière Notre-Dame-des-Neiges has closed for the day. In that respect, the Club de marche Dynamique suggested that the pedestrian path run across Université de Montréal property, while the Fédération québécoise de la marche recommended that the path be kept open until 9:00 p.m., and that different markings be used on paths where separate networks are impossible (Doc. 8.4, p. 2; doc. 9.7, p. 2; Ms. Nicole Blondeau, Doc. 10.8, p. 31).

In terms of the planned belt road and the road cutting across Cimetière Notre-Dame-des-Neiges property, Héritage Montréal reiterated the importance of reconciling access to the cemetery with the need for peace and privacy of the families of the deceased (Mr. Dinu Bumbaru, Doc. 10.6,

p. 84). To that end, the Cimetière Notre-Dame-des-Neiges reserves the right to limit access to the cemetery (Doc. 8.11, p. 9).

The idea of an overpass over Camilien-Houde Road, a structure included in the belt road project, was well received by users. Not only would it provide access to a landlocked area, but it would also connect several paths (Mr. Luc Ferrandez, Doc. 8.9, p. 16-23; Club de marche Dynamique, Doc. 9.7, p. 2). One participant suggested a few projects that could benefit pedestrians, notably the greening of shoulders and reduction of road right-of-ways to accommodate pedestrian paths. He also recommended that the configuration of the Camilien-Houde lookout be reviewed, to facilitate pedestrian access by setting up a terrace away from the parking lot (Mr. Luc Ferrandez, Doc. 8.9).

Moreover, Vélo Québec pointed out that bicycles using Remembrance and Camilien-Houde Roads have to contend with the stress of automobile traffic. The planned belt road seemed to meet the organization's call for a more open access route connecting all areas of the mountain, based on the creation of new links with existing roads and pathways (Doc. 9.16, p. 3-6).

2.3.3 Traffic, parking, and road redevelopment

Most participants were in favour of measures aimed at reducing the speed and automobile circulation on the mountain. Firmly believing that over-sized roads promote faster speeds, one participant thought that planners should treat the road as a component of the park, providing passage and access to nature, rather than as a way of getting across it (Mr. Luc Ferrandez, Doc. 8.9, p. 8-11). It was also recommended that the current layout of Camilien-Houde Road be reviewed, accentuating hairpin turns to slow traffic (Mr. Alain Vadnais, Doc. 10.9, p. 76-77).

Without completely banning automobile circulation, many participants would like to see through traffic eliminated on Camilien-Houde and Remembrance Roads. To that end, some proposed that vehicles be charged an entrance fee, thereby limiting use of the road network to visitors, that a booth be installed at every entrance, and that the layout of Camilien-Houde and Remembrance Roads be modified in such a way as to oblige vehicles to leave in the same direction they came in (Mr. Luc Ferrandez, Doc. 8.9, p. 47; Club de marche Dynamique, Doc. 9.7, p. 1-2; Mr. Philippe Côté, Doc. 10.1, p. 93-94; Mr. Pierre Brisset, Doc. 10.6, p. 34). The Conseil régional de l'environnement de Montréal, in favour of prohibiting through traffic, thought it important to first implement planned measures and improve public transit access to the mountain (Mr. André Porlier, Doc. 10.7, p. 20).

The parking issue raised a good number of comments and suggestions.²² One participant indicated that the parking lots should be relocated from the top to the bottom of the mountain (Mr. Philippe Côté, Doc. 10.1, p. 93-94). Referring to a proposal in the 1992 *Mount Royal Enhancement Plan*, Les Amis de la montagne wondered where the agreements with the major institutions stand in terms of using their parking lots and opening up new accesses to Parc du Mont-Royal (Ms. Sylvie Guilbault, Doc. 10.6, p. 101). Another participant outlined the negative

²² The results of the OCPM consultation questionnaire confirm the importance of maintaining parking spaces for people with babies or young children, especially in winter (Doc. 7.9, p. 36).

environmental impacts of large parking lots, which create major heat islands and prevent the natural run-off of rain water (Mr. Frédéric Cormier, Doc. 10.6, p. 96), and it was proposed that the Maison Smith parking lot be converted into a large garden (Mr. Luc Ferrandez, Doc. 8.9, p. 31-39).

Furthermore, one citizen suggested that the configuration of the Remembrance interchange be reviewed to connect Remembrance Road with the road leading to Summit Park²³ (Mr. Jean-Yves Bourdages, Doc. 10.7, p. 44). Given the fact that many funeral processions travel to the cemetery along Remembrance Road, representatives of the Cimetière Notre-Dame-des-Neiges expressed concerns about the impact on cemetery access of the redevelopment of the interchange and reduction in the number of parking spaces (Doc. 8.11, p. 9). Héritage Montréal pointed out that the redevelopment of the intersection of Parc and Pine Avenues,²⁴ touted as a pedestrian victory over the automobile, is basically just a “new type of service offering for vehicles” (Mr. Dinu Bumbaru, Doc. 10.6, p. 88).

2.3.4 Public transportation

The measures aimed at improving Mount Royal’s public transit service were well received. Some people suggested other means of improving public transportation, and new routes. Les Amis de la montagne (Ms. Sylvie Guilbault, Doc. 10.6, p. 101) stated that the Number 11 bus, crossing Mount Royal from east to west, should offer more reliable service in winter. Although extremely pleased at the announcement of an ecological shuttle, the Conseil régional de l’environnement de Montréal expressed hopes that the frequency and hours of operation of the bus route would be extended over the short term. It also suggested the possibility of establishing a tourist shuttle, whose route would include the Biodôme, the Botanical Garden, and Mount Royal (Mr. André Porlier, Doc. 10.6, p. 22-23 et 25). Others proposed a new route making a loop around the HNBMR (Mr. Michel Barcelo, Doc. 8.7, p. 4), and the addition of a direct line from downtown to the central area of the mountain (Mr. Jean-Yves Bourdages, Doc. 10.7, p. 43-44).

2.3.5 Signage

The provisions included in the MRMPEP to improve signage on the mountain are in keeping with the concerns of many users. The participants’ suggestions included directional signs, maps allowing visitors to pinpoint their location, and signs providing information on the fauna and flora or other general information.²⁵ They believe that occasional visitors and tourists would have

²³ The Conseil du patrimoine de Montréal views the redevelopment of the Remembrance interchange as an opportunity to relocate the borough of Ville-Marie public works yard, currently located on Côte-des-Neiges near the entrance to Parc du Mont-Royal (Doc. 1.2.17, p. 8 and 13).

²⁴ The brief of the Direction de l’aménagement urbain, des services aux entreprises et des affaires publiques of the borough of Plateau Mont-Royal summarizes the consultation held in the fall of 2007 on the vocation of land cleared to the south of the intersection of Parc and Pine Avenues. The brief recommends that the borough initiate a planning process and adapt planning by-laws, taking into account the results of the Échanges Parc/Pins and OCPM public consultations (Doc. 9.9, p. 8).

²⁵ According to the results of the OCPM consultation questionnaire, seven respondents out of ten agree that it is important to “develop, restore or even increase routes to Mount Royal, and to improve signage from certain areas, especially neighbouring Metro stations” (Doc. 7.9, p. 17).

trouble finding their way around the site, and service points such as restaurants and snack bars are not well enough indicated (Ms. Sharon Freedman, Doc. 10.5, p. 36).

Some suggested the development of a signage system in keeping with the character of Mount Royal, adapted to pedestrians and cyclists, and indicating points of entry, main attractions, and service points (Les Amis de la montagne, Doc. 8.14, p. 13; Vélo Québec, Doc. 9.16, p. 5). The Fédération québécoise de la marche proposed the installation of a few boards with “you are here” maps, covered with a small roof to provide shelter for walkers caught in sudden downpours (Doc. 8.4, p. 4). Many recommended that routes, including Olmstead Road, be marked with small milestones, and that directional posts be placed at intersections (Fédération québécoise de la marche, Doc. 8.4, p. 3-4; Club de marche Dynamique, Doc. 9.7, p. 2; Ms. Michelle Sestre, Doc. 9.10, p. 3; Vélo Québec, Doc. 9.16, p. 6). These markers would allow people with injuries or requiring assistance to pinpoint their location (Mr. Syd Moss, Doc. 8.12, p. 1-2).

2.3.6 Emergency measures

One participant expressed concerns regarding emergency response times, evacuation procedures for people with injuries or needing assistance, and the training of first-aiders and quality of their equipment. He would like Mount Royal to have its own emergency plan (Mr. Syd Moss, Doc. 8.12, p. 1-2). Other concerns were also raised by people who regularly walk in Parc du Mont Royal and often have to contend with drug dealers hanging around the Sir George-Étienne-Cartier monument. They would like sustained police presence as well as surveillance cameras (Fédération québécoise de la marche, Doc. 8.4, p. 3). Moreover, people don’t feel safe using the bathrooms at Parc Jeanne-Mance, which are located in an isolated area, and the Club de marche dynamique pointed out that installing a reception kiosk nearby would improve the situation (Doc. 9.7, p. 2).

2.3.7 Urban furniture and municipal services

The signage upgrade may also represent a good opportunity to review urban furniture as a whole. There aren’t enough lights, and seniors would appreciate a few more benches along the roads and pathways (Mr. Pierre Ravick, Doc. 9.2, p. 1; Mr. Jean-François Hallé, Doc. 10.4, p. 51). Vélo Québec stressed the importance of providing safe parking facilities for bicycles, protected from bad weather, and would like to see quality bicycle racks installed (Doc. 9.16, p. 6). One participant requested a drinking fountain at the top of the mountain (Mr. Syd Moss, Doc. 10.6, p. 65).

In terms of maintenance in Parc du Mont-Royal, others suggested that additional garbage cans be installed along roads and pathways, and asked that open-air barbecues be banned, owing to the damage, both to the natural environment and equipment, resulting from unburned briquettes (Mr. Pierre Ravick, Doc. 9.2, p. 1; Mr. Vincent Prager, Doc. 9.2.1, p. 1). Moreover, the Fédération québécoise de la marche said that Chalet bathrooms should be open during special events, which may be possible if people use the entrance at the back of the building (Doc. 8.4, p. 4).

2.4 Management and implementation framework

Héritage Montréal expressed hopes that the MRMPEP would ensure “a concrete, reliable protection plan and non-heritage-threatening enhancement measures,” but remained sceptical. Along with many other civil society groups, the organization found that the draft, as submitted, required improvement: “it should also include an implementation framework providing concrete measures, deadlines, human, scientific and financial resources, and effective follow-up mechanisms” (Doc. 8.18, p. 7).

2.4.1 Use of the Complementary Document

For McGill University, the incorporation into the Montréal Master Plan Complementary Document of provisions limiting heights and land coverage ratios should constitute a clear, stable project approval process (Doc. 9.13, p. 7). For its part, the École Polytechnique de Montréal approved of the process aiming to recognize specific rules of institutions having carried out concerted planning, by entrenching them in the Complementary Document (Doc. 8.2, p. 7). Les Amis de la montagne considered the Complementary Document a key element, owing to its role in harmonizing and ensuring sustainability of legislative measures in the boroughs (Doc. 8.14, p. 15).

However, many expressed reservations. Héritage Montréal pointed out “the inadequacy of proposed measures aimed at protecting views [...]. Without denial or confirmation of the right to ban all obstructions, there can be no question of protection, but only a weak basis for negotiation as to the size and shape of the obstruction” (Doc. 8.18, p. 17). Others found that the scope of legislative measures was too limited, and that the draft By-law amending the Complementary Document would be ineffective in matters pertaining to the built environment (Ms. Marie-Odile Trépanier, Doc. 10.1, p. 54-55). Héritage Montréal nonetheless believes that despite its “technical nature and less than inspiring text, the draft By-law is a special tool in the application of essential notions, such as the principle of exercising caution where our heritage and landscapes are concerned” (Doc. 8.18, p. 18).

2.4.2 The Mount Royal Heritage Agreement and development agreements

In signing the Mount Royal Heritage Pact, the Cimetière Notre-Dame-des-Neiges, the Université de Montréal and McGill University committed themselves to increasing the area of land conducive to biodiversity, and fostering the establishment of buffer zones and ecological corridors (Doc. 8.11, p. 5-7; Doc. 8.16, p. 6-7; Doc. 9.13, p. 1 and 3).

However, some believed that the bilateral nature of certain negotiations held in connection with the Pact is detrimental to the atmosphere of trust that should prevail among all members of the Table de concertation du Mont-Royal (Les Amis de la montagne, Doc. 8.14, p. 9-10; Écomusée de l’Au-Delà, Doc. 8.19, p. 3-4). The Conseil régional de l’environnement de Montréal thought it regrettable that members of the Table could not “express an opinion on the specific commitments of each of the 14 institutions with respect to the ecological network project (423 hectares), and the protection of the built heritage, views and landscape” (Doc. 8.15, p. 4). Projet Montréal criticized both the Heritage Pact, seeing it essentially as a commitment to plant trees, and the underlying legislative approach, for being a primarily voluntary rather than mandatory process,

for lacking transparency, and for supporting a case-by-case management approach to institutional development projects (Doc. 8.8, p. 3-4). In terms of the development agreements, some wondered about their legal term, and thought that the municipality was abdicating its legislative powers (Ms. Marie-Odile Trépanier, Doc. 10.2, p. 71; Les Amis de la montagne, Doc. 8.14, p. 13).

2.4.3 The Table de concertation du Mont-Royal

When the Table de concertation du Mont-Royal was created in 2005, it was expected to transcend individual interests, discuss ideas pertaining to relevant issues, and ensure appropriate protection and enhancement interventions. According to Les Amis de la montagne, “the participation of all players in a thought and planning process,” which the Table has enjoyed for three years, represents added value (Doc. 8.14, p. 5). However, the organization has noticed changes in its vocation since early 2008. It believes that the MRMPEP reduces the Table to a passive role, confined to recognizing achievements (Doc. 8.14, p. 8). Les Amis would like to see the Table involved in the development of an overall vision and action plan for Mount Royal (Ms. Sylvie Guilbault, Doc. 10.7, p. 4). One participant suggested that the Table be included in the Charter of Ville de Montréal to ensure its permanence (Ms. Gabrielle Korn, Doc. 10.1, p. 71).

Several members of the Table among the associative groups would like the institutions to present their development projects or master plans to the Table (Écomusée de l’Au-Delà, Doc. 8.19, p. 3), and suggested that it should evaluate the acceptability of projects planned on the mountain, participate in the drawing up of agreements with the Ministère, and contribute to the development of awareness-raising programs (Héritage Montréal, Doc. 8.18, p. 24). Lastly, some found that the MRMPEP did not sufficiently take into account the work carried out by sub-committees of the Table de concertation du Mont-Royal (Projet Montréal, Doc. 8.8, p. 2; Héritage Montréal, Doc. 8.18, p. 24; Mr. Dinu Bumbaru, Doc. 10.9, p. 5). Projet Montréal believes that working on a consensus basis makes it impossible to address all the various problems, and concluded that the Table is no longer a venue for discussion conducive to the evaluation of collective solutions (Doc. 8.8, p. 4; Mr. Pierre Valiquette, Doc. 10.8, p. 46).

2.4.4 The harmonization committee²⁶

This new permanent structure announced in the MRMPEP raised a few questions. Made up of representatives of the four boroughs overlapping Mount Royal, the City of Westmount, central municipal departments, and the Bureau du Mont-Royal, the standing committee will be responsible for ensuring a harmonized management framework. However, some participants were concerned about its composition, responsibilities and accountability (Ms. Nina Gould, Doc. 10.5, p. 13; Ms. Irène Cinq-Mars, Doc. 10.5, p. 19).

According to Les Amis de la montagne, “it is imperative that the Parc [du Mont-Royal] be managed by a single body, which will ensure coordination of the various departments involved, and more effective management” (Doc. 8.14, p. 16). However, the boroughs’ contribution to the

²⁶ The Conseil du patrimoine de Montréal was in favour of establishing a harmonization committee to ensure concerted action among managers, and stressed the importance of adopting common project management rules (Doc. 1.2.17, p. 10).

protection and enhancement of Mount Royal seems limited “to a question of technical harmonization, and handled in large part by a parallel committee that is only somewhat accountable to the Table de concertation (Doc. 8.14, p. 7).

2.4.5 Financing

Many participants believed that the effectiveness of Mount Royal protection and enhancement measures rests in large part on financial considerations. To bring about conditions conducive to protection, one requires mechanisms and, therefore, financing devoted to that end (Mr. Dinu Bumbaru, doc. 10.1, p. 86-87; Mr. Pierre Valiquette, Doc. 10.8, p. 40). Outlining winning conditions for MRMPEP implementation, Les Amis de la montagne mentioned that the importance of funding investment budgets should not detract from the necessity of providing budgets for maintenance, which contribute greatly to heritage protection. The organization advocated the development of a global financing strategy involving all private, public and institutional players: “the success of public sector participation depends, however, on the financial support provided by the City and other land owners, and on proper recognition of private sector involvement in investment projects” (Doc. 8.14, p. 15). As the City’s legislative approach alone cannot ensure the mountain’s protection and enhancement, Projet Montréal proposed the establishment of an independent structure, separate from the Table de concertation du Mont-Royal, which would be responsible for a heritage-protection fund (Mr. Pierre Valiquette, Doc. 10.8, p. 45 and 47).

2.4.6 Tools, follow-up measures, and indicators

In terms of indicators announced in the draft, Héritage Montréal found that “the proposed list does not seem to take into account qualitative and cumulative factors, which are fundamental in terms of landscape heritage protection on Mount Royal” (Doc. 8.18, p. 20).²⁷ As the organization decided, for its part, to develop such heritage indicators, Héritage Montréal offered to collaborate with the City and the Bureau du Mont-Royal in developing heritage tools. One participant also suggested, as a biomass evaluation tool, a method using satellite imaging maps to monitor plant life evolution indicators, as well as thermal variations and the formation of surface heat islands (Mr. Yves Baudouin, Doc. 6.1, p. 4-5 and Doc. 10.2, p. 44-45).

2.4.7 Knowledge development and awareness raising

The MRMPEP statement on the importance of pooling and making available all relevant information was well received by public consultation participants.²⁸ Concerned by the proliferation of non-native species on Mount Royal, the Institut de recherche en biologie végétale felt that prevention outside of the Parc du Mont-Royal was the best way to manage invasive plants. This would involve knowledge-building and public-awareness-raising activities (Doc.

²⁷ The Conseil du patrimoine de Montréal noted that indicators proposed in the MRMPEP only partially cover relevant elements, and that several are imprecise. The fact that there are few references to a definite deadline makes implementation monitoring difficult. The Conseil therefore suggested that the frequency and means of dissemination of implementation evaluations be determined, and recommended an audit every five years (Doc. 1.2.17, p. 11).

²⁸ The Conseil du patrimoine de Montréal offered to summarize the information and organize the dissemination of information on a HNBMR Internet site (Doc. 1.2.17, p. 9 and 13).

8.3, p. 9). Moreover, several comments and suggestions were made with respect to information and public awareness-raising. The goal of doubling the school clientele over five years raised the question of how to finance related activities, essentially provided at the moment by the Centre de la montagne, a group associated with Les Amis de la montagne (Ms. Suzie Laliberté, Doc. 10.1, p. 81; Ms. Ginette Cloutier, Doc. 9.15, p. 6).

Some also expressed interest in the communication tools. Information panels, mosaics on the ground, information on urban furniture and interactive milestones are all ways to distinguish ourselves in terms of knowledge dissemination, and to establish the park's distinctive, or even international, reputation. (Ms. Ginette Cloutier, Doc. 9.15, p. 2 and 5-6).

2.4.8 HNBMR management transfer

At the present time, many bodies intervene on HNBMR territory, notably two cities and four boroughs, and both the City of Westmount and Ville de Montréal are counting on an eventual management transfer from the Ministère de la Culture, des Communications et de la Condition féminine to the cities. However, this management transfer did not receive participants' unanimous support (Mr. Michael Schafter, Doc. 3.1, p. 1).

2.5 Adoption of the MRMPEP

The Conseil régional de l'environnement de Montréal recommended that the adoption of the MRMPEP be postponed until such time as all Mount Royal Heritage Pact signatory institutions have made a firm, definite commitment concerning the green space conservation project (Doc. 8.15, p. 4). Referring to approaches and measures outlined in the MRMPEP, Les Amis de la montagne maintained that "the process surrounding development on the mountain does not meet the standards to which Montrealers are entitled, i.e. objectives of transparency, concertation and participation" (Doc. 8.14, p. 3). The organization recommended that improvements be brought to the decision-making process for development projects, and reaffirmed its conviction that the success of the MRMPEP also rests on Montrealers' participation in defining their environment (Doc. 8.14, p. 14).

3 The commission's analysis

Along with Old Montréal, Mount Royal is probably the Montréal heritage element whose protection has drawn the most attention and given rise to the greatest number of interventions of every kind. In 2005, the Québec Government created the Historic and Natural Borough of Mount Royal (HNBMR) to preserve the territory for posterity, in view of its great value to the Montréal community, its rarity as a non-renewable resource, and its status as a national emblematic area (Doc. 3.2.4).

The 2008 *Mount Royal Master Protection and Enhancement Plan* (MRMPEP) currently under public review follows numerous interventions carried out over more than a century to protect the mountain and, more recently, the 1992 Mount Royal Enhancement Plan, the Mount Royal sectoral summit in 2002, and the work of the Table de concertation du Mont-Royal (2005-2008). In the 2008 *Plan*, the territory covered by protection measures is expanded to apply to a very large part of the HNBMR.

All of these efforts were and are still aimed at ensuring that new citizens and current and future generations of Montrealers can enjoy the mountain as their ancestors did before them. Throughout the decades, the people's interest in preserving Mount Royal has been confirmed.

During the consultations organized by the OCPM, more than 3000 Montrealers responded to an invitation to give their opinions on the MRMPEP presented by the City. They attended public meetings or filled out an online questionnaire. The main findings presented here provide an idea of the strong consensus expressed.

3.1 Heritage to be preserved and enhanced for current and future generations

Over 90% of the 2785 people who answered the questionnaire believed that current protection measures for the fauna and flora should be strengthened, and 78% supported an integrated protection approach for indigenous fauna and flora. Many suggested that the park be expanded. Moreover, 85% of respondents were opposed to any new real estate development, private or institutional, on Mount Royal. Approximately 100 comments were made on the issue. Furthermore, 93% of respondents expressed a feeling of attachment to the mountain's landscapes, and thought the City should ensure that real estate development does not obstruct views from and of Mount Royal.

On February 7, 2008, the Mayor of Montréal and 14 Mount Royal institutional owners signed the Mount Royal Heritage Pact, presented as a major protection project for the mountain designed to focus the combined efforts of the various players on the four guiding principles of permanence, conservation, accessibility, and responsibility established by the Table de concertation du Mont-Royal (Doc. 3.1.1.2; 3.1.1.4. p. 1, 2), which worked for three years to prepare for the 2008 Plan.

A new momentum in favour of protecting the mountain has now developed as a result of the openness exhibited by the partners as a whole.

3.1.1 Expectations

In its text of May 15, 2007 (Doc. 4.1, p. 6,7), the Table de concertation outlined its chief findings following the evaluation of accomplishments stemming from the 1992 Plan. It noted that the City had devoted most of its investments to restoring and consolidating natural habitats in Parc du Mont-Royal. The report brought to light the little progress achieved to date. Sixteen years later, only about half of the interventions planned at the time have been completed.

In that time, the major institutional owners on Mount Royal have developed a greater awareness of the value of natural environments, following studies conducted on their properties' natural and landscape components. However, with the adoption of the new Plan, they have certain concerns regarding their development options on the mountain.

For its part, Les Amis de la montagne considers that it has taken almost 20 years and considerable effort to recapture the progress made at the time, and to ensure that the issue of protecting the mountain remains a priority (Doc. 8.14, p. 4). According to several of those who expressed an opinion, time is of the essence. While the concertation process in the late '80s had raised a great deal of hope in civil society, Les Amis de la montagne spoke of the major disappointment that followed, owing, in its opinion, to a lack of firm commitments and appropriate management structures.

Everyone thought that the three years of work carried out by the Table de concertation and the Bureau du Mont Royal represented a major step forward. But, as the Mayor of Montréal pointed out (Doc. 3.1.1.5), we must carry on, and the people have great expectations. Expectations born over many decades, which Héritage Montréal formalizes around the concepts of effectiveness and exemplary achievement, i.e. the real capacity to deliver a concrete and reliable protection plan and non-heritage-threatening enhancement measures, while ensuring better use (Doc. 8.18, p. 7, 8). For their part, many major institutions reiterated their commitment, while stressing the importance of having a clear, stable project approval process allowing them to continue to play their respective roles (Doc. .9.13, p. 8).

Although the work accomplished over the past three years was recognized and appreciated, the commission noted concerns regarding protection tools proposed by the City to achieve objectives. For some, these concerns focused on the true scope of the protection afforded the various forms of heritage, while others feared the loss of development flexibility, a precious commodity in an increasingly complex situation.

In this context of difficult choices, the City proposes an approach based on concerted planning and voluntary commitments on the part of the institutions. Although the emphasis is on protecting biodiversity, which the Mayor of Montréal considers urgent (Doc. 3.1.1.5, p. 2), and on increasing the biomass, the built environment and landscapes are also taken into account. However, in terms of the latter, efforts focus primarily on knowledge and strategy development.

3.1.2 Main findings

The commission understands that the consensus of the members of the Table de concertation involves the protection and preservation of the various areas of the mountain familiar to

Montrealers, so that current and future generations may enjoy them, recognizing Mount Royal as a collective and emblematic asset. The consultation participants and respondents to the online consultation questionnaire strongly supported this consensus, especially with regard to the conservation and enhancement of natural habitats and views.

The commission also understands that the major public and private institutions, universities, hospitals, colleges and cemeteries are an integral part of Mount Royal's heritage, and that they wish to continue to play their respective roles. However, the multiplication of constructions added over the years has led the City to question the mountain's capacity to hold more (Doc. 1.1, p. 19), and real estate development by major institutions is the primary focus of the protection measures.

The principal reactions to the City's proposed approach had to do with three issues: the vision underlying the MRMPEP; the short- and long-term scope of the mountain's heritage protection; and real estate development management in the HNBMR.

One vision

Considered the emblem of Montréal, everyone agreed that the mountain is an economic, cultural, social and environmental asset.

Montrealers' affection for their mountain was expressed by some in passionate terms, referring to identity and sacred things, and by others in the form of personal or family secrets. They spoke of the mountain as a gem at the heart of the city, a peaceful oasis and refuge, a vital resource for citizens, a historic site and living environment. Almost all comments focused on emotions arising from communing with nature (Doc. 7.9, p. 35).

The Université de Montréal mentioned that experts from abroad who were involved in drawing up the institution's master plan underscored the value of the mountain as a natural screen, and the importance of protecting it (Doc. 10.9, p. 57).

While maintaining the concept of "a great garden to be discovered" put forth by Frederick Law Olmsted, the 1992 Plan proposed the reunification and enhancement of the three peaks as the governing idea. Many representatives of the associative community and the Conseil du patrimoine de Montréal (CPM) lamented the lack of a common vision for the future of the mountain, and the fact that the 1992 vision had not been updated.

The absence of a vision statement makes it difficult to put into perspective and reconcile concerned interests with the objectives proposed in the Plan and, according to some, compromises the realization and monitoring of the announced intentions (Doc. 8.14, p. 6).

Some might say that, to the contrary, since Mount Royal's fate lies in the hands of several partners, it is important to accurately define a vision to which all must subscribe, ensuring that decisions converge in a common direction, and that a rallying instrument is available in case of conflicts. In the absence of a mobilizing statement legitimizing the vocation of the mountain, the

desire to protect and enhance Mount Royal's various environments may take a back seat to the requirements of one and all, and the mountain's heritage assets may slowly disappear.

The commission believes that the Table de concertation should take up the challenge to establish a common, mobilizing vision of the mountain for the future. This vision should be shared by all Montrealers.

The commission also believes that, through these efforts aimed at protecting and enhancing heritage elements, the City is meeting popular demand expressed during the consultation. However, as time is of the essence, the City should not wait until the vision has been finalized to act, notably in matters pertaining to the protection of natural habitats and views.

The territory. From the outset, many public consultation participants thought that the *Plan's* territory of application should extend beyond the borders of the HNBMR, while others pointed out that, even within the HNBMR, some areas had been neglected, such as the north Summit. They would like assurances regarding the protection and enhancement of the mountain's overall urban ecosystem, including its populated slopes. They were strongly in favour of returning to the heritage site boundaries established by the City in 1987. The City, for its part, proposes to go outside the limits of the HNBMR where the protection of significant views and woods is concerned.

The City of Westmount proved to be a key partner that should be closely involved in preservation efforts for Mount Royal territory located outside of the HNBMR.

Scope of the mountain's heritage protection

The members of the Table de concertation all agreed that the protection of Mount Royal is a collective responsibility, shared by public authorities, institutions, the corporate and associative communities, and citizens alike.

Among the four principles to which members of the Table de concertation subscribed, they found conservation to be the priority principle behind any action. It aims to identify and protect what must be imperatively preserved, notably ecosystems, views, landscape and elements of the built and archaeological heritage (Doc. 4.1, p. 14). This conservation principle, closely linked with the permanence principle aimed at ensuring constant, unchanging protection for the area and its surroundings, also relates to the principle of promoting accessibility while respecting Mount Royal's distinctive character.

That said, people wondered if the tools proposed by the City would ensure the short- and long-term protection of the mountain's natural and built environments and landscapes, as commitments made under the Heritage Pact rely solely on the good will of the parties concerned, and do not spell out any set terms, deadlines, or budgets. The fact that the time horizon of the MRMPEP, the budget allocated to it, and the protection plan action priorities and deadlines have yet to be defined raised additional concerns, especially since many participants found proposed citizen participation measures too restrictive to allow it to play its watchdog role.

Real estate development management in the HNBMR

The built environment protection and enhancement approach proposed by the City varies according to whether it applies to residential or institutional sectors.

The notion of the mountain's carrying capacity, i.e. its capacity to hold new constructions, does not apply to the institutional sector, although it does apply to the residential sector (see Section 3.3.2).

It was generally agreed that the major institutions' signatures at the bottom of the Heritage Pact constitute an agreement to limit their expansion on the mountain as much as possible, and to plan their development elsewhere. This is what the University de Montréal and the Montréal General Hospital announced. But these institutions also announced their intention to consolidate their presence on the mountain. The question is then, to what point is this acceptable and possible, given the saturation diagnosis put forth.

In terms of legislation, the City plans to establish a time zero, a reference point of sorts, by entrenching "existing" elements as a basic reference in the Complementary Document to the Montréal Master Plan. Participants underscored the fact that it is difficult to get a clear picture of the built environment referred to as "existing." It may not correspond with the known current built environment on the land of the four major institutions²⁹ governed by specific regimes, which may include provisions already authorizing some constructions, and land reserves that could also accommodate future expansions.

Ten or so other major institutional owners not presently covered by legislation are engaged in the negotiation of voluntary commitments and agreements, on which the City is relying to reinforce the MRMPEP. In this context, numerous participants recommended a cautious approach to ensure short- and long-term heritage preservation.

The commission understands that the City does not wish to proceed with acquisitions or the establishment of firm, definite protection norms, but rather through partnership and negotiation. Its entire process seems to rest on a case-by-case enhancement of projects, and on the reduction of negatively perceived impacts.

The true scope of the protection afforded to Mount Royal heritage elements would then result from concerted planning and negotiation processes between the City and relevant institutional owners, the follow-up carried out by the Table de concertation, and the public evaluation of applications for variations to the Montréal Master Plan Complementary Document. This approach leaves little room for structuring short- and long-term protection measures. Although it has already yielded interesting results, any restrictions may lead partners to change their minds in coming years. No one knows what the future holds. Furthermore, the cumulative impact of projects may create a new environment on the mountain, one significantly different from the one we are seeking to protect.

²⁹ Université de Montréal, McGill University, Cimetière Notre-Dame-des-Neiges and Oratoire Saint-Joseph

Although much has been accomplished by the partners in an often difficult financial context, it appears that real estate development options that have been left open pose a real threat to the fragile balance that exists among the mountain's various forms of heritage.

As a precautionary measure, the commission recommends the establishment of a heritage capital to be preserved, enhanced, and protected immediately, until such time as studies and sectoral plans provided for under the MRMPEP have been implemented and finalized.

The City should help the institutions to develop in areas other than Mount Royal. In the wake of the signing of the Heritage Pact, the commission recommends that all real estate development on the mountain be considered a privilege. All requests for variances to the Complementary Document should be deemed exceptional by the developer, and be publicly justified as such, the burden of proof resting on said developer.

Where development is found to be imperative, the City should also devise a compensatory approach to ensure heritage protection and enhancement following any institutional or private development on the mountain. The approach should involve recognition of the responsibilities and efforts of all concerned, and enhancement of the natural and built heritage.

With a view to ensuring the stability of protection measures and clarity of the project authorization structure, the commission recommends that the City and the institutions concerned enter into formal contractual arrangements with a term of at least ten years, whose protection and enhancement provisions for the mountain should be made public. These agreements should include precise implementation deadlines.

The commission also recommends a MRMPEP application horizon of at least ten years, and that the City quickly identify, in collaboration with the Table de concertation du Mont-Royal, priorities and implementation deadlines for every protection program and facet of the Plan.

In the following sections, each protection plan will be examined in light of the comments and viewpoints expressed during the public consultation.

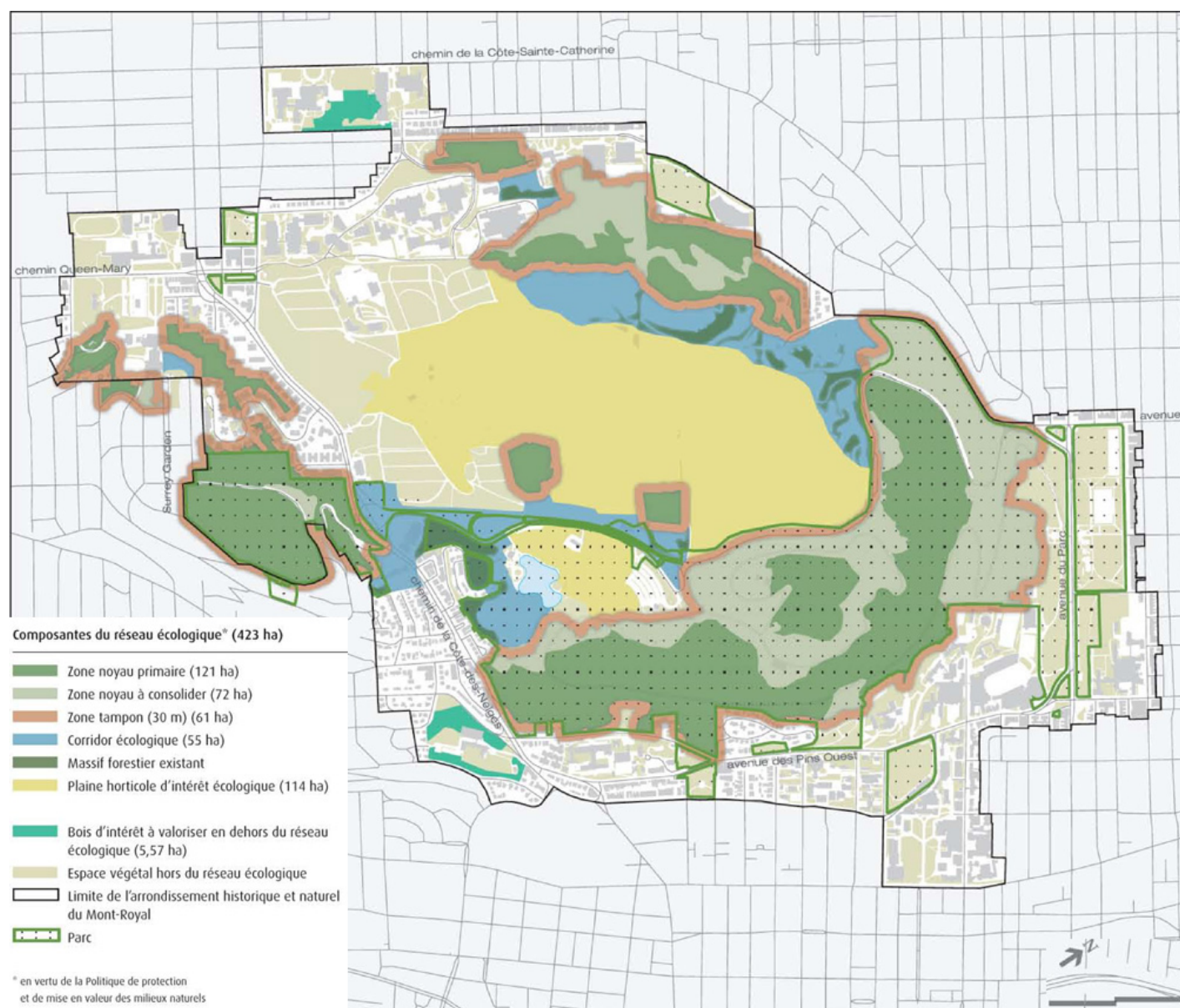
3.2 Natural environments

The ecological network concept proposed in the MRMPEP is a direct result of Mount Royal's designation as one of the city's ten ecoterritories in the Policy on the Protection and Enhancement of Natural Habitats (2004). The 2004 *Montréal Master Plan* also provided innovative measures, and initiated an ecological management approach for the mountain.

This ecoterritory is different in that it is located downtown, and hosts urban activities related, among other things, to learning, health, worship and commemoration. It is also home to a variety of natural, built, historical, archaeological and landscape heritage elements.

An ecoterritory must meet three objectives in terms of natural habitat protection and enhancement: maximizing biodiversity and increasing the area of protected natural habitats; ensuring the long-term survival of natural habitats in existing parks and supporting related

ecosystems; and facilitating better integration of ecosystems and natural landscapes into living environments.



3.2.1 Maximizing biodiversity

The ecological network

To achieve the first objective of maximizing biodiversity and increasing the area of protected natural habitats, the MRMPEP proposes the establishment of a 423-ha ecological network, representing approximately 57% of the HNBMR. The establishment of an ecological network attracted a good deal of interest in public sessions, and was considered an improvement over the 1992 Plan, whose proposed approach was less structured.

The protection of the woods is key among efforts aimed at maximizing biodiversity and increasing the area of protected natural habitats. Although wooded areas cover only 25% of the HNBMR, they are highly important biodiversity centres (Doc. 3.4.1. p. 5). Most of the woods are located in Mont-Royal (110 ha) and Summit (20 ha) Parks. The other wooded areas (58 ha) are divided among 13 woods outside the parks, dominated by mature and century-old trees, and located in the HNBMR, except for the woods of the Collège de Montréal and the Grand Séminaire, and part of those on Oratoire Saint-Joseph property (Doc. 3.4.1).

The commission is pleased to note that several studies and inventories have been conducted by the City, on issues ranging from wooded areas, surface waters and wetlands, to birds, amphibians and reptiles. However, no such inventory has been carried out on mammals (Doc. 3.4.1). The commission laments the lack of integrated results from those inventories, which would have helped in defining orientations, in terms both of especially fragile species and territories.

The protection of biodiversity requires a solid knowledge base. An ecological audit should provide information about the state of the biodiversity, and help to identify the main threats to the natural habitats. Recognizing the importance of such a tool, the City announced the publication of an ecological audit at the Table de concertation, on May 15, 2007.

The commission recommends that the City complete and publish the ongoing ecological audit as soon as possible. In the absence of defining conservation priorities based on a detailed analysis of ecosystems to be protected, it is recommended that a cautionary approach be adopted and that all wooded areas in the HNBMR be protected.

The biomass

The MRMPEP proposes a second avenue in terms of biodiversity: the maintenance and increase of the biomass on Mount Royal. The City reiterated the fact that this approach also applies outside of the ecological network's 423 ha. This has to do with maintaining the role of the mountain's ecological network and woods as a green lung, by increasing the biomass in the HNBMR over a 15 year horizon.

Some participants would like the protection to be extended to cover all natural habitats, all woods on the mountain outside of the ecological network (Doc. 8.15, p. 5), and the green runs of the Université de Montréal (Doc. 10.2, p. 68, p. 78- 81). This issue was of interest to participants who express concerns whenever a construction project or a project involving the cutting down of trees is mentioned.

However, some participants wondered about the methods that would be adopted to evaluate the biomass, both in terms of quantity and quality, and about relevant follow-up tools.

Until such time as a tool becomes available to measure plant biomass on HNBMR properties located outside the ecological network, the draft By-law introduces measures aimed at limiting mineralization of new surfaces, maximizing plant coverage, and restricting development in wooded areas of high ecological value.

Given the importance that citizens accord their mountain as a great green space at the centre of Montréal, the commission recommends that the City quickly develop its biomass management tools and adapt them to allow institutional and private owners to contribute to the maintenance and medium-term increase of Mount Royal's biomass.

Surface waters

The MRMPEP proposes to develop a surface water management strategy to restore greater biodiversity, notably by fostering the creation and rehabilitation of wetlands. Ponds could also be created using run-off water. This gathered water could prove useful in managing erosion problems (Doc. 3.4.4, p. 19). Moreover, the presence of constant water points, even during drought periods, would also promote bird life (Doc. 3.4.3, p. 39). Lastly, the presence of water points aims not only to make the Parc du Mont-Royal and the mountain as a whole more productive from a biological standpoint, but also to fully enhance the cultural heritage of this emblematic area that attracts millions of people every year (Doc. 3.4.3).

The commission recognizes the importance of surface water and wetland management, and supports the City's planned interventions in the MRMPEP.

Species at risk

Biodiversity protection is not limited to ecosystems, it also encompasses plant and animal species at risk. The study on the HNBMR woods (Doc. 3.4.1) identifies some 30 endangered or vulnerable plants, including two listed species. Four native species of amphibians and reptiles are currently at risk on Mount Royal (Doc. 3.4.4, p. 2). In terms of bird life, none of the endangered species on the Canadian and Québec lists were seen or heard during the inventory process (Doc. 3.4.3, p. 27). Despite the importance in any program involving biodiversity protection of protecting species at risk, the indicators identified for MRMPEP implementation follow-up make no mention of it.

The commission proposes that the City add indicators to the MRMPEP for the monitoring of species at risk.

Invasive species

The presence of invasive plant species is a threat to the ecological integrity of the mountain's urban forest identified in the MRMPEP, a fact stressed by public meeting participants. The

presentation of the Institut de recherche en biologie végétale (IRBV) (Doc. 8.3, p. 9-10) led to suggested additions to the list of invasive species already identified in the provisions amending the *Complementary Document* (Doc. 1.2.13, p. 6). The Norway maple is of particular concern because the species' aggressive regeneration is a threat to the sugar maple forest, typical of the mountain, and associated undergrowth. However, the eradication of invasive plants takes time, significant resources, and scientific expertise. And, despite a great deal of effort invested since the late 1990s, allocated financial and human resources remain insufficient to ensure effective management conducive to restoring Mount Royal's ecological integrity (Doc. 8.3, p. 9). According to the Conseil du Patrimoine de Montréal, the magnitude of the problem is such that it calls for the development of a dedicated management tool for public property, establishing action priorities and guaranteed sufficient funding to allow the major interventions required to improve the state of the mountain's forest heritage (Doc. 1.2.17, p. 5).

The commission shares this concern, but believes it is important to remember how sensitive citizens are where forest management, especially the cutting down of mature trees, is concerned. Moreover, the restoration project proposed by the IRBV (Doc. 8.3) for the sugar maple forest remains a commendable objective in the medium and long term, with respect to both the ecology and landscapes.

The commission proposes the development of a citizen awareness-raising program, in concert with all players involved with the mountain, on the necessity of intervening in wooded areas, whether for ecological or landscaping purposes.

3.2.2 Ensuring sustainability of natural habitats

The second objective of an ecoterritory is to ensure sustainability of existing natural habitats and ecosystems.

Based on information provided by the City (Doc. 7.7), the commission notes that almost 96% of the land in zones designated as "core areas" and "restoration areas" of the ecological network are included in Sector A of Appendix K of the *Complementary Document* (Paragraph 6.1.0.3), a sector where borough legislation must ban construction, digging and backfilling operations, and the destruction of plant cover. The City is essentially relying on this measure to protect "core areas," places of high ecological integrity and value, owing notably to the presence of mature woods, which foster biodiversity (Doc. 1.1, p. 11).

The situation is much less clear regarding other elements of the ecological network, including buffer zones (61 ha), corridors (55 ha), and the horticultural area (114 ha). It is important to note that, of the 423 ha in the ecological network, only 190 ha are located within the boundaries of Mont-Royal (167 ha) and Summit (23 ha) Parks (Doc. 3.8.2). The large part of the ecological network surface area (233 ha) is therefore located on institutional property. According to information provided by the City at the thematic workshop on natural environments, the commitments signed at the time by the institutions concerned covered approximately 94 ha of the ecological network, but no information is currently available as to the term of the protection.

Participants thought that protection measures proposed by the City were a good beginning in terms of catching up on the 1992 Plan. However, many were sceptical and even worried, because

the measures are based on the negotiation of specific agreements whose results are not made public. Questions also arose as to the duration of agreements already concluded, and on the schedule for the signature of agreements yet to be negotiated.

The commission applauds efforts already undertaken to obtain commitments from the institutions to protect natural environments, but the basic question remains, how does one ensure that these agreements, even if entrenched in the *Complementary Document*, constitute firm long-term commitments?

Areas classified as parks or included in Appendix K of the *Complementary Document* account for approximately 284 ha and, as the Conseil régional de l'environnement de Montréal pointed out, 140 ha of the ecological network remain uncovered by agreements with institutional owners (Doc. 8.15, p. 5 and Doc. 10.2, p. 25).

In response to the priority principles of conservation and sustainability on which consensus were reached, the commission proposes that the 423 ha of ecological network mapped by the City in the MRMPEP be considered non-negotiable natural capital to be fully protected from construction, with a view to ensuring the sustainability and enhancement of the Mount Royal ecosystem. This protection could be ensured through specific zoning and/or easements, and be reflected in maps of areas where construction is banned, in appendix to the draft By-law amending the Complementary Document.

Furthermore, many wondered about the effectiveness of measures presented by the City to preserve the existing biomass and compensate for losses following projects. The recent projects by the Collège Brébeuf and Montréal General Hospital raised concerns. The commission finds that replacing mature trees that have been cut down with two to three times as many young trees does not meet biomass maintenance objectives.

The commission recommends that the no-net-loss-of-habitat principle be incorporated into the Montréal Master Plan Complementary Document, in addition to the obligation for institutional and private owners in the HNBMR not only to replace losses sustained, but also to increase the biomass.

Furthermore, the commission deems it essential to harmonize the natural heritage protection approaches and legislation of the Cities of Montréal and Westmount.

3.2.3 Integration of ecosystems and natural landscapes in living environments

The third objective for the implementation of an ecoterritory has to do with the integration of ecosystems and natural landscapes into living environments. This notion calls for a clear and operational definition of a vision for the territory. The commission has already given its opinion on the need for a mobilizing vision of the mountain. The objective of harmoniously integrating ecosystems and natural landscapes into living environments is among the reasons justifying an update of the three-summit vision.

3.2.4 Arbitration of conflicts pertaining to use

Some participants believed that the mountain's carrying capacity has already been reached. It is also important to remember that, according to the OCPM questionnaire, over 90% of respondents are in favour of protecting natural habitats. Others said that the HNBMR draws its value from built environments and recognized emblematic landscapes. And yet others thought that sports and cultural activities are what draws people to Mount Royal.

The protection of natural habitats may prove incompatible with the practice of certain human activities; rare plants do not survive trampling or picking, and birds are sensitive to disturbances, especially during the nesting season.

Zoning is among the approaches commonly used to arbitrate conflicts concerning the use of a territory. This approach was included in the 1992 Plan, and zoning involving five priority conservation categories had been proposed, taking into account the various areas' ecological value and fragility (Doc. 3.2.1, p. 41). The same approach is found in the study on the HNBMR woods (Doc. 3.4.1), where sectors requiring full protection are separated from those earmarked for managed development. The findings of the study on bird life are along the same vein, stressing the need to reduce traffic in areas where it exceeds the environment's capacity to withstand it (Doc. 3.4.3, p. 39).

The commission encourages the City to develop a management approach for the day-to-day arbitration of conflicts between the protection of natural habitats and the various uses of the HNBMR.

3.2.5 Off-road cycling

The off-road cycling (mountain biking) issue is a concrete example of the need to define priorities according to a territory's maximum capacity, and of the need for conflict management between the various users. Mountain biking is allowed on Olmstead and Remembrance Roads, but forbidden on paths. The City has already restored kilometres of trails damaged by such use.

The opinions expressed during the consultation process were often quite set, leaving little room for compromise. Some believe that mountain biking must be banned (Doc. 9.7), while others support it to meet strong demand on the part of residents (Doc. 9.11) or for reasons of public health (Doc. 9.12). Those opposed found that co-existence was difficult, and even unsafe, for walkers (Doc. 8.4, 9.7, 9.10), and for the cyclists themselves, the non-regulated practice of the sport creating conflicts with other users, in addition to erosion problems in forested areas (Doc. 9.11). The OCPM questionnaire revealed that over 90% of respondents were in favour or somewhat in favour of banning off-road cycling to protect the fauna and flora.

The sport's effects on natural habitats were also viewed differently: some, supported by studies, found off-road cycling to be no more damaging than other activities practised on the trails, such as walking or horseback riding (Doc. 9.12); others believed that preventing the disturbance and degradation of the forests' lower strata would help to protect nesting bird diversity in HNBMR forests (Doc. 3.4.3, p. 39).

The effects of mountain biking on Mount Royal and the search for solutions, including alternative sites, are currently the subject of a consultation by Les Amis de la montagne. The commission believes that the results of the ongoing consultation should be known before deciding on the activity's place in the HNBMR.

However, regardless of the findings of that consultation, the problem of off-road cycling is also part of a larger context: the multiplication of illegal trails.

The commission encourages the City to pursue efforts already under way to close illegal trails.

3.3 Built and managed environments

The various built environment components combine to form a heterogeneous and unique whole, helping to characterize the mountain's profile in the Montréal landscape (Doc. 1.1, p. 15). The MRMPEP addresses these components as distinct elements, and addresses separately the protection plans applicable to each.

3.3.1 Archaeology

Since the adoption of the 1992 Plan, archaeological digs and inventories have been added to previous archaeological research confirming the value and potential of the mountain as an area of interest. The 2004 *Montréal Master Plan* also recognized the mountain's great potential, its significant archaeological value having already been identified in the decree creating the HNBMR.

The MRMPEP proposes that a study of Mount Royal's archaeological potential be conducted prior to launching an inventory program. These are prerequisites to defining the archaeological heritage management framework.

The CPM reiterated that the City should adopt a proactive approach in this area, and formally assume responsibility for enhancing this form of heritage, as a large part of the territory of archaeological interest is located on public property (Doc. 1.2.17, p. 6). Some participants called for better showcasing of results of archaeological digs already completed.

In the eyes of the commission, disseminating the findings of archaeological digs would be an interesting way to enhance Mount Royal, adding a new dimension to the HNBMR's attraction. Given the value of future discoveries for the Québec community as a whole, the commission believes that the Ministère de la Culture, des Communications et de la Condition féminine is a key player in developing the mountain's archaeological potential, and that it must provide the necessary resources.

3.3.2 The built heritage

It is important to note that a consensus was reached by the Table de concertation in favour of built heritage protection through the adoption of principles focusing on sustainability, conservation and players' respective responsibilities. Many institutional commitments under the Mount Royal Heritage Pact also relate to built heritage elements. For their part, 85% of citizens

who answered the OCPM questionnaire are in favour of limiting the land coverage ratio and height of new constructions and enhancing the maintenance of existing buildings and structures.

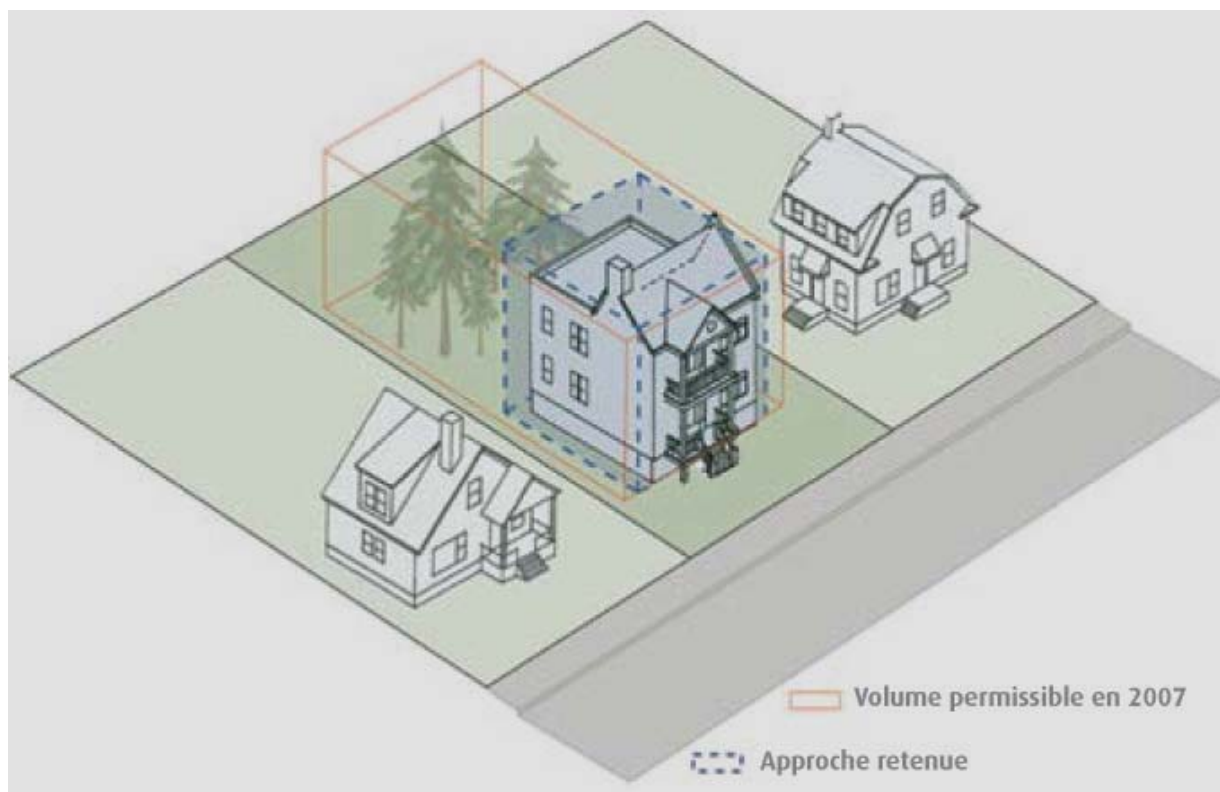
The City has chosen legislation as a means of applying the notion of “carrying capacity” on which its development control approach is founded. It plans to introduce into the *Montréal Master Plan Complementary Document* provisions aimed at governing the land coverage ratio and height of constructions in the HNBMR.

The commission finds that the concept of “carrying capacity,” or “maximum capacity,” reflects the fragility of the mountain as an urban ecosystem, and stresses the importance of maintaining a balance between the conservation and development objectives included in the City’s legislative tools, to promote the long-term protection and enhancement for posterity of the mountain’s heritage.

The built environment protection and enhancement approach proposed by the City varies depending on whether it applies to residential or institutional sectors.

The residential sector

In residential areas, the municipal approach applies the notion of the mountain’s *carrying capacity* by restricting any expansion to land coverage ratios and heights similar to those of the existing built environment in each sector in question (Doc. 4.6.5, p. 14). This approach drew a consensus.



The height and land coverage limits are outlined for each individual sector in the *Complementary Document*, to preserve a certain consistency in the existing landscape. This leads us to believe that the City is seeking to preserve, throughout the mountain, a landscape where the height and land coverage ratio of future constructions will resemble current configurations.

The commission is in favour of applying the notion of carrying capacity of the mountain to real estate development in the residential sector. The chosen approach has the advantage of being clear and uniformly applied.

The commission also points out that private properties are expected to contribute to increasing the biomass. The boroughs will therefore be responsible for ensuring that land coverage limits identified in Appendix 1 of the *Complementary Document* are respected, and that a two-metre-wide strip of land planted with trees, bushes or plants is maintained along side or rear property boundaries (Doc. 1.2.1).

According to the commission, the mobilization of private owners in favour of increasing the biomass, protecting natural habitats, and fighting invasive species, would make a significant difference. The City should involve Les Amis de la montagne in developing an awareness-raising program for private owners.

The institutional sector

During the public consultation, four institutions on the mountain outlined their expansion needs and expressed their desire to maintain the possibility of doing so on the mountain (Université de Montréal, Doc. 8.16; École Polytechnique, Doc. 8.2; McGill University, Doc. 9.13; Collège Jean-de-Brébeuf, Appendix 3). Among the 15 or so institutions concerned with the implementation of the MRMPEP, others may find themselves in the same situation.

a) Real estate development

The City doubts the major institutional sites' capacity to hold new constructions, while maintaining their heritage elements (Doc. 1.1, p. 45).

The heritage protection proposed by legislation is fragile, setting no limits on the expansion or modification of existing facilities, as is the case in the residential sector. It allows for the possibility that, over the long term, heritage assets of great cultural, social, economic and environmental value will be gradually altered.

Institutional development on the mountain calls for arbitration. Sectors E and G of the master plan for the campus of the Université de Montréal provide an interesting example. The sectors are part of the ecological network (forest area and corridor zone - Doc. 1.1). The proposal put forth by the FAECUM, involving greening of the site and the development of a path and access to the north summit, is interesting. It would significantly improve students' quality of life (Doc. 8.6), while allowing local residents access to the mountain. However, the Université de Montréal would like to keep Sector G as a land reserve, while the École Polytechnique plans to expand there, as authorized under previous legislation (Doc. 8.2).

The commission believes that the institutional owners' desire to manage their assets according to their objectives and constraints, while seeking to reduce to a minimum the complexity of relevant procedures, should be recognized as legitimate. However, given the strategic nature of their territory, notably in the mountain's landscape configuration and as an access way to natural environments, we understand the concern of associative community representatives that the conservation of heritage elements that make Mount Royal a recognized collective asset be taken into account in the initial design phases of projects.

The commission proposes that the notion of carrying capacity be applied not only to the residential sector, but also to the institutional sector, referring, among other things, to building dimensions, non-negotiable heritage capital (meaning that it is to be unilaterally protected or compensated, as required), the ecological network, woods, views, landscapes and significant built heritage elements to be protected.

The concerted planning activities between the City and institutions should serve to explore alternatives to institutional real estate development on the mountain.

The commission found that the results of the concerted planning activities mentioned above were not necessarily submitted for public consultation. Even though development projects that may arise from them should, according to many participants, be submitted for public consultation, they questioned the private nature of the negotiations, while others mentioned that, as owners, this was their prerogative.

The commission points out that the OCPM held public consultations on the master plan of the Cimetière Notre-Dame-des-Neiges and the development plan of the Oratoire Saint-Joseph, allowing all concerned to better understand the overall framework of the projects, and to discuss and enhance them.

With a view to ensuring the stability of protection measures and clarity of project authorization procedures, the commission recommends that the City and institutions sign development agreements that are as binding as contracts, with a term of at least ten years and a precise implementation schedule. The institutions' master plans would benefit from being submitted for public consultation.

The maps appended to the draft By-law amending the Complementary Document should show the known existing structures for all institutions not governed by a specific plan already in force.

The interim control by-law does not allow the authorization of projects under borough by-laws. However, it does allow project authorizations under section 89 of the Charter of Ville de Montréal.

As a precautionary measure, until such time as the Complementary Document is amended by city council, the interim control by-law should be amended to apply to all new land uses and new constructions, notably building expansions allowed under a by-law, resolution, or any other authorization from the borough or city councils.

b) Built heritage protection

The major institutions house a significant portion of the mountain's built heritage, a wealth of great value. Many of their buildings require maintenance or repairs, while the roles of many others may change according to the sector's context and needs. McGill University, the Université de Montréal, and the Cimetière Notre-Dame-des-Neiges all mentioned to the commission the significant costs involved in maintaining and repairing their built and developed heritage assets, and their difficulty in assuming those costs on their own.

Although government subsidy programs are already available, and utilized by the major institutions, the financial drain on their resources remains considerable. Many consultation participants expressed concerns regarding the eventual change of vocation of several establishments that are among the jewels of Montréal's built heritage, notably the old Sulpician Philosophy Seminary, occupied until recently by Marianopolis College, the Royal Victoria Hospital, and the convent of the Sisters of the Holy Names of Jesus and Mary.

The budgetary issues inherent to built heritage preservation raise the question of financing the work and measures required. The City of Montréal is but one of the players seeking solutions, and the responsibility for protection must be shared with the Québec Government, the CMM, the business community and civil society. By the end of the public consultation, partnership appeared to be the most promising course. Several models exist.

The supporting document for the consultation held by the Ministère de la culture, des communications et de la condition féminine, as part of the process surrounding the renewal of the *Cultural Property Act*, mentions that Ontario and the United States already use protection easements to counterbalance the fragility of municipal by-laws, and as a means of recognizing owners' efforts to maintain and preserve the built and developed heritage. These agreements have the dual advantage of defining in advance the conditions governing changes to a protected property, and of being binding on the successive owners of a heritage asset. In compensation, the owner is eligible for tax advantages or financial assistance.

With a view to optimizing efforts, the commission suggests that the City include recourse to easement agreements in a compensatory approach aimed at ensuring the institutions the means required to protect their built and developed heritage.

3.3.3 Works of art and commemoration

As mentioned in the MRMPEP, Mount Royal holds the greatest concentration of works of art and commemoration in Montréal. The City's chosen approach calls for a full inventory and a conservation and enhancement plan for these works of art, prepared in cooperation with the various players involved.

Certain participants took a strong stance on the issue of commemorative works. While some lamented the impoverishment and banalization of funerary works (Doc. 8.19, and 8.18), others stated that commemorative art is a personal matter, reflecting family preferences (Doc. 8.11).

People also focused on the theft and vandalism of commemorative works of art, notably bronzes, and indicated that this is a frequently recurring problem.

The commission notes that it will be difficult to reconcile the private and public aspects of the cemeteries, both in terms of access and rich artistic heritage.

The commission recommends that the required inventories and identification of specific priority threats be completed as soon as possible, both for landscapes and works of art and commemoration, with a view to establishing and applying a cautionary approach in matters involving those forms of heritage.

3.3.4 The intangible heritage

The CPM raised the issue of intangible heritage (Doc. 1.2.17, p. 8), noting that the Montréal Heritage Policy formally recognizes this form of heritage. The commission supports the CPM's proposal that "...the City initiate a process aimed at identifying and documenting this important facet of Mount Royal, with a view to commemorating older activities and practices and promoting current ones that are sustainable, such as the tam-tams, sports, and the Tuques bleues snowshoe excursions. Pictorial art, literature and photography, among others, contribute to a site's richness and evolution. Mount Royal's intangible heritage to be enhanced should therefore incorporate cultural presentations held throughout the years, up to and including the present time."

3.4 The landscape

The notion of landscape was not formally addressed in the 1992 Mount Royal Enhancement Plan. In the MRMPEP, the City uses the definition of the European Landscape Convention adopted in October 2000 in Florence³⁰ (Doc. 1.1, p. 23). This definition, which involves the notion of shaped and observed territory, is also employed in the City's Heritage Policy (Doc. 5.2.1, p. 33).

In its MRMPEP, the City recognizes the importance of the mountain's contribution in defining Montréal's image and identity. It also recognizes the contribution of the Parc du Mont-Royal and major institutional and residential complexes in defining the mountain's landscape. The imperative conservation and protection of Mount Royal's landscapes and views are among the guiding principles and core values of the Table de concertation du Mont-Royal (Doc. 3.1.1.4, p. 1). It is important to note that the protection plan for the landscape and views received the Table's support (Doc. 4.5, p. 3). The permanence of the symbolic value of Mount Royal and its landscapes was also among the orientations of the 2004 Master Plan (Doc. 5.1.2, p. 262).

The City mentioned several threats facing the mountain's landscapes, such as the degradation of natural habitats, overuse, poor quality of facilities, oversized infrastructures, and lack of

³⁰ The European Landscape Convention defines the landscape as "an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors." The Council of Europe member states that signed the Convention also agreed "to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity" (Doc. 5.5.3, p. 2-3).

maintenance. However, not much is known about problems related to the protection and enhancement of Mount Royal landscapes as a whole. The studies conducted to date only briefly touched on landscapes (Doc. 3.7.2, p. 38; doc. 5.4.17, p. 2).

In this section, the commission examines the measures proposed under the MRMPEP. The adherence of institutions and private owners to landscape and view protection and enhancement measures, and the search for a balance between the protection of the HNBMR's various heritage elements, are also addressed.

3.4.1 The landscape study proposed under the MRMPEP

The City is launching a study to establish, initially, standardized specifications to structure the landscape evaluation process and, later, to characterize and evaluate Mount Royal's landscape components. More specifically, this two-year study should lead to the development of a more in-depth landscape evaluation method, the outlining of circumstances calling for such an analysis, the identification of the mountain's distinguishing features and establishment of their relative value, the identification of elements to be preserved, and the outlining of avenues for enhancement (Doc. 5.4.17, p. 3-4 and 6).

The City believes that the characterization of the mountain's topographical, natural, built and historic elements and distinguishing features will provide a better understanding of this "unique cultural landscape" (Ms. Wendy Graham, Doc. 10.4, p. 6). According to one participant, incorporating a historical dimension in the landscape study would provide a better understanding of the value of Mount Royal (Mr. Bernard Saint-Denis, Doc. 10.4, p. 66-67). For its part, the Fédération des sociétés d'histoire du Québec believes that a "knowledge of history [...] is essential to inspire responsible choices in people of our generation, and to remind them of the meaning behind these places" (Doc. 9.8, p. 2).

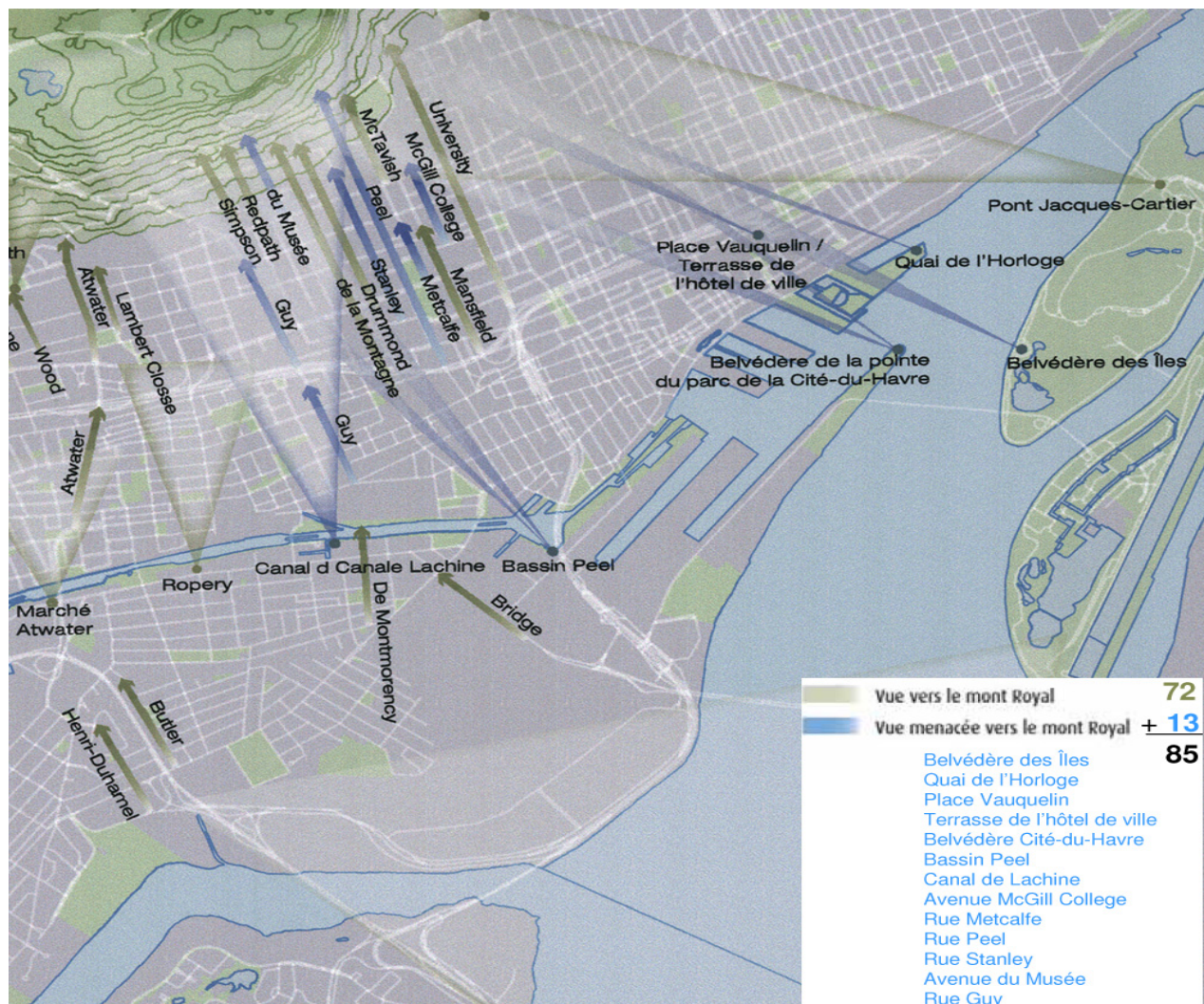
The commission finds that it is important, in evaluating the landscape, to take into account the mountain's natural and man-made components, as well as the value accorded to them by the community. Other considerations include the landscape's vitality and historical evolution, and the multiplicity and fluctuation of social and cultural values attributed to it. The commission would also like to point out that several institutions have already conducted specific studies on their properties' various landscape components, including the Université de Montréal, the Oratoire Saint-Joseph, and the Mont-Royal and Notre-Dame-des-Neiges cemeteries. A landscape study was also conducted on the Pine artery (Doc. 3.7.2, p. 38; doc. 3.7.5). However, those intermittent studies did not provide an overall portrait of the mountain landscape, which, in the eyes of the commission, should be one of the objectives of the study provided for under the MRMPEP. The commission also believes that it is important not to limit the territory of the study to the HNBMR, and to take into account the landscape characteristics of surrounding areas.

The commission finds that the mountain's landscape is the result of successive occupations of the territory, combining natural and man-made components, to which individuals and communities accord a landscape value whose most significant elements should be preserved for current and future generations.

3.4.2 Views

Identification of views from and of Mount Royal to be protected and enhanced

The 1990 borough of Ville-Marie master plan, the precursor to the 1992 planning program, identified 15 views of the mountain and river to be protected in the business district. Even though a concentration of high buildings was planned for the area, these were never to exceed the height of the mountain's summit, i.e. 232.5 m (Doc. 4.6.3, p. 41; Ms. Françoise Caron, Doc. 10.4, p. 9-10). The 1992 Mount Royal Enhancement Plan stressed the importance of showcasing views. The lookouts and viewscapes from Parc du Mont-Royal paths should be showcased according to Olmsted's plan, existing lookouts should be restored, and the quality of landscapes on the mountain should be maintained (Doc. 3.2.1, p. 37). The 2004 planning program reinforced the visual connection among Mount Royal, the River, other waterways, and the surrounding urban environment, identifying a total of 49 views to be protected (Doc. 4.6.3, p. 45; Ms. Françoise Caron, Doc. 10.4, p. 11).



The City of Montréal has continued its work aimed at identifying views to be protected, and added others in its MRMPEP, for a total of 104, most of which, according to the City, are already protected by height limits stipulated in the Plan and urban planning by-laws of Montréal boroughs and the City of Westmount (Doc. 4.3, p. 69; Ms. Françoise Caron, Doc. 10.4, p. 12-13). However, five views from and 13 views of Mount Royal are threatened by future constructions (Doc. 4.6.3, p. 53-54; Ms. Françoise Caron, Doc. 10.4, p. 13-14). For those views whose sustainability is in question, technical specifications, including photographs and showing the location of the viewer, the cone of vision, and height limits beyond which views would be obstructed, are incorporated into the *Montréal Master Plan Complementary Document*.

It is interesting to note that the London Government has developed similar protection measures. Ten strategic views of the dome of St. Paul's Cathedral and Westminster Palace are protected through the delimitation of vision cones of a maximum width of 300 metres on either side of the sight line from specific important observation points. No new constructions may obstruct or significantly disturb them. These views have been the subject of a consultation, and other strategic views may eventually be identified (Doc. 3.7.2, p. 56).

The City mentioned that it has identified the most interesting views, from public areas or of a public nature, that are accessible and can be safely observed, or in areas that will become safe following potential interventions (Ms. Françoise Caron, Doc. 10.4, p. 33). One City representative also pointed out the importance of taking into account views from certain streets that provide visual and physical access to the mountain, including Rachel, Mont-Royal, Pine, Peel, Université and Vincent-d'Indy (Mr. Daniel Chartier, Doc. 10.4, p. 43). The Conseil du patrimoine de Montréal would like the views ranked in order of importance, according to the various values attributed to them, to counter the dilution effect of the large number of views included in the MRMPEP (Doc. 1.2.17, p. 7).

For its part, the Association des architectes paysagistes du Québec finds that views of ordinary everyday landscapes have been omitted from the MRMPEP (Doc. 8.5, p. 4). Several participants also proposed that other viewpoints be included, notably from the main entrances to the city, to the east of the historic borough of Old Montréal, or that views neighbouring the mountain be taken into consideration. Some would like a process to be established through which citizens could identify others views to be preserved.

The commission believes that a public exercise could be undertaken in each of the HNBMR boroughs and in the City of Westmount, to inventory and form a bank of views valued by citizens. Some of those views, whose elements are representative of the identifying and emblematic character of Mount Royal or of its value to citizens, should be included in the Montréal Master Plan Complementary Document to ensure their protection and enhancement.

View protection and enhancement measures

The City proposes measures that it believes will help to improve existing view protection and enhancement management structures and tools. The provisions amending the *Montréal Master Plan Complementary Document* stipulate that:

- “Borough by-laws must include rules or criteria ensuring that building construction or expansion projects shall tend to maintain views of the mountain and river where a building is located at the extremity or in the path of a view [...]” (Doc. 1.2.13.1, section 5.1.3, p.2).
- “For areas to be built or transformed [...] that provide views of Mount Royal, the borough by-law must provide criteria for enhancing those views” (Doc. 1.2.13.1, section 5.1.3, p. 2).

The City indicated that the *Montréal Master Plan* aims to concentrate the highest buildings in the business centre. It also stated that the Master Plan must consider other objectives in addition to protecting views, such as supporting the business centre. A balance must be achieved (Mr. Gilles Dufort, Doc. 10.4, p. 25). Therefore, the City does not prohibit construction within the cones of vision of the 18 views threatened by future constructions, notably in the business centre. It proposes reference spot elevations determining maximum heights beyond which projects would be submitted to an evaluation in order to “tend to maintain views of the mountain and river” (Ms. Françoise Caron, Doc. 10.4, p. 18 and 25).

Moreover, the City’s proposed MRMPEP indicates that “the accumulation of interventions on the mountain has significantly altered its appearance and, in some cases, led to the banalization of its heritage elements and related landscapes. This transformation of the mountain, which has greatly accelerated over the past decade, demonstrates the urgency of identifying and learning more about Mount Royal’s various components to ensure that their protection and enhancement are in keeping with the exceptional nature of the site” (Doc. 1.1, p. 7). Furthermore, according to the complementary study on the historical evolution of Mount Royal landscapes, “the view from the Grand Chalet allows us not only to observe the densification of downtown, but also the broken view of the river from the mountain. Thus, the river horizon becomes more perceived than real. [...] if the densification in height continues, these windows on the river will shrink and diminish in number. This will undoubtedly affect the view of the city from the mountain, from which the St. Lawrence will gradually disappear” (Doc. 3.7.5, p. 14).

The Conseil du patrimoine de Montréal believes that “this form of land coverage and height control leaves important views inadequately protected” and that “the *Complementary Document* should include norms obliging the boroughs to respect certain important views” (Doc. 1.2.17, p. 8). As for Héritage Montréal, it finds the rules and criteria that “tend to maintain views of the mountain and river” totally inadequate in terms of serving as a protection plan (Doc. 8.18, p. 17).

The commission notes that the planned provisions amending the *Montréal Master Plan* Complementary Document do not aim to fully protect views, but rather to tend to maintain views of the mountain and river. They only serve to introduce an additional consideration to the project evaluation process, following which the boroughs are free to translate this objective into rules or criteria if they so choose.

The commission believes that, at a minimum, the 18 views threatened by future constructions identified by the City of Montréal should be fully protected. No constructions should be authorized beyond obstruction thresholds until such time as a study on the impact of such protection on downtown development has been completed.

Other views to be protected and enhanced

It should be noted that the City plans to enhance views of Mount Royal from areas to be built or transformed throughout Island of Montréal territory (Doc. 4.6.3, p. 60). The City also identified in its MRMPEP points offering views within the mountain, which it intends to ensure are protected and enhanced. Nine of those viewpoints are located in the Notre-Dame-des-Neiges cemetery, seven in the Mont-Royal cemetery, six in the Parc du Mont-Royal, and one on Surrey Garden Street, outside the borders of the HNBMR (Doc. 1.1, p. 31).

Other enhancement measures are also provided for in the MRMPEP, aiming to carefully integrate roof constructions and building crowns in an area visible from three points on the mountain overlooking downtown and the business centre highrises. Mechanical equipment, signs, antennas and building lighting are also addressed in provisions pertaining to the integration quality of such constructions included in the Complementary Document to the *Montréal Master Plan* (Doc. 1.2.13.1, sections 5.1.2, 5.8.2 and 6.1.5, p. 2-3 and 8).

The commission recognizes the innovativeness of measures aimed at improving the appearance of mechanical equipment and other roof constructions, attesting to the importance accorded quality urban design in Montréal. The commission suggests that the City of Montréal pursue this approach by encouraging the development of green roofs.

3.4.3 Adherence to landscape and view protection and enhancement objectives

The City plans to develop specific management and structuring tools for landscape protection and enhancement on private and public property. However, given the fact that 50% of the territory is occupied by institutions, including 28% by cemeteries, it is important that the future development agreements that the City intends to sign with ten or so institutions targeted by the MRMPEP take into account the protection and enhancement of Mount Royal's landscape components and views.

As to the non-institutional private properties, accounting for 17% of HNBMR territory, the City will apply the notion of “carrying capacity” with a view to preserving the current character of the areas in question, reflected not only in constructions, but also in the architecture and landscapes.

Moreover, the City intends to inform institutional and non-institutional property owners of the specific nature of the mountain's forms of heritage, the protection and enhancement plans developed, and the conditions to be respected. It will extend the scope of its financial assistance programs by adapting them according to the inventories conducted. Furthermore, an awareness-raising program will be established to promote building maintenance.

In the commission's opinion, future development agreements with HNBMR institutions must be in keeping with protection and enhancement objectives for landscapes and views, notably views within Mount Royal. The commission also believes that the protection and enhancement of built and developed heritage elements on non-institutional private properties would improve the visual quality of the area.

3.4.4 Landscape: an integrating concept

The City finds that reconciling the objectives of the various protection plans is a challenge. Among other things, it involves achieving a balance between the ecology and landscapes, and with Olmsted's vision (Mr. Pierre Bouchard, Doc. 10.2, p. 3 and 44; Mr. Daniel Hodder, Doc. 10.2, p. 43).

The commission suggests that the City explore the possibility of using the notion of landscape as an integrating concept, as landscapes are born of both natural and human factors.

According to the Association des architectes paysagistes du Québec, the vision and principles outlined by Frederick Law Olmsted could serve as a reference point for the overall enhancement of the mountain (Ms. Marie-Claude Robert, Doc. 10.9, p. 30). "Following in the footsteps of Frederick Law Olmsted, while taking into account modern-day practices and uses, we must continue to enhance the mountain's landscapes, strengthening its character and drawing on the genius of the site" (Doc. 3.6.1, p. 24).

It should be noted that in matters pertaining to Mount Royal, the City draws its inspiration from Olmsted's vision (Ms. Wendy Graham, Doc. 10.4, p. 4). In its statement of September 2002, the National Association for Olmsted Parks encouraged the City to perpetuate that vision (Doc. 3.3.1, p. 89). However, the MRMPEP makes no mention of what Olmsted principles and designs the City plans to respect.

In the commission's opinion, the City of Montréal should spell out in its MRMPEP what part of Olmsted's vision, principles and works it intends to respect and protect, and ensure that planned measures help to preserve this heritage for current and future generations.

3.4.5 Caution required to preserve Mount Royal landscape

The specifications structuring the landscape study in the HNBMR will be completed first, in the fall of 2008, while the final study characterizing the mountain's landscapes should be filed in 2010 (Ms. Céline Topp, Doc. 10.1, p. 43; Mr. Pierre Bouchard, Doc. 10.4, p. 74). The commission believes that, in the absence of an overall study of the mountain landscape, it will be difficult to precisely identify the impact of projects on this form of heritage, and deems the study essential to enlightened decision-making.

The commission finds that until such time as the results of the landscape study are available, a cautionary approach must be taken to preserve the Mount Royal landscape.

3.5 Accessibility

3.5.1 Mountain/City access and interface

According to the 1992 Plan, improving access to the mountain is key to its enhancement as a collective heritage. In 2008, the City clearly adopted a bias in favour of pedestrians and cyclists, with which most public consultation participants concurred. However, implementing this approach involves many issues and challenges.

The consultation revealed to what extent pedestrians and cyclists need a welcoming access to the mountain's green spaces as, on some of its slopes, such accesses are either non-existent or poorly maintained, in addition to the fact that the mountain's road network is unsafe for pedestrians and cyclists. The urgent necessity of meeting the needs of pedestrians and cyclists and ensuring the repair of pedestrian accessways to the mountain constitutes the first challenge, along with improving pedestrian access from downtown.

The strong automobile presence clashes with an environment intended for communion with nature, relaxation, and heritage appreciation. The reduction of through traffic, improved public transit service, and new transportation habits for mountain users are also important issues.

The City seems to want to move quickly to set up the infrastructures required to follow up on the objectives on the 1992 Plan that Montrealers still support. These include the belt road and the road running across the mountain. The redevelopment of the Parc-Pine interchange has already been completed. Although participants appreciated the intention behind it, they were concerned about the safety and appearance of the new road infrastructure, which should be in keeping with the spirit of the site, which is another issue.

Those issues will be addressed in the following sections.

According to the findings of the clientele study conducted by Impact Recherche, the Parc du Mont-Royal received approximately 3.4 million visitors in 2006, 75% of whom were from the Island of Montréal. For Parc Jeanne-Mance, numbers reached 1.6 million visitors, 89% of them from the Island (Doc. 1.1, p. 59; Doc. 3.6.3, p. 13 and 28). It is important to note that figures for Summit Park,³¹ HNBMR institutions, and adjacent parks were not included in the study.

Furthermore, 43% of users travel to Parc du Mont-Royal by car (personal vehicles and taxis), a figure rising to 60% in winter, while 46% use active transportation (walking and cycling) and 11% ride the bus. The users of Parc Jeanne Mance also practise active modes of transportation (Doc. 3.6.3, p. 21-22 and 29).

The City identified four main access sectors to Mount Royal: the Remembrance sector, employed by approximately 43% of users, followed by the Camilien-Houde lookout (25%), Côte Placide/Jeanne-Mance (23%), and the downtown side (9 %). It indicated that Côte Placide is the main entrance for pedestrians and cyclists (Doc. 1.1, p. 59).

The large number of visitors confirms Montrealers' interest in Mount Royal and surrounding areas as a special place for recreation, physical activity and contact with nature at the heart of the city. To create an atmosphere worthy of the character of the site ("genius loci"), most public consultation participants would like to see a reduction in automobile traffic on the mountain in favour of pedestrians and cyclists.

³¹ According to the clientele study conducted by Impact Recherche, Summit Park received 24,212 visitors in winter 2006 alone (Doc. 3.6.3, p. 77).

Eighty-three percent of the 2785 OCPM consultation questionnaire respondents agree that incentive measures should be applied to encourage Mount Royal visitors to use public and active transportation, and to limit automobile traffic and parking. Furthermore, 71.5% of respondents are in favour of banning through traffic on Mount Royal. Lastly, more than two out of three respondents believe that improving access to and signage on Mount Royal is a priority (Doc. 7.9, p. 11, 13 and 17). In the clientele study conducted by Impact Recherche, “25 % [of respondents] say that reduced automobile traffic would lead them to visit Mount Royal more often” and “27% say that improving pedestrian accesses and stairs would lead them to visit Parc du Mont-Royal more often” (Doc. 3.6.3, p. 62).

In this section, the commission examines Mount Royal’s accessibility, in the light of guiding principles underlying transportation management, optimization of public and active transportation, problems related to through traffic, the reduction and relocation of parking lots, and the redevelopment of approaches and access routes with a view to harmoniously integrating them into the site.

3.5.2 Guiding principles behind transportation management

The City’s proposed approach to Mount Royal’s accessibility incorporates the major municipal orientations adopted regarding transportation, planning, and sustainable development. These aim to facilitate the use of transportation alternatives to the automobile, focusing on public transit and active forms of transportation, such as walking and cycling. It should be noted that, on June 11, the Ville de Montréal executive committee adopted the 2008 transportation plan, which includes the Mount Royal integrated transportation plan.³²

The City thereby plans to reduce through traffic crossing over the mountain on Camilien-Houde and Remembrance Roads. It intends to minimize automobile use by improving public transit service and promoting this form of transportation to Parc du Mont-Royal, while reducing the number of parking spaces. It plans to provide user-friendly, safe and welcoming access routes by consolidating the network of bicycle and pedestrian paths. This involves the construction of a belt road and traversing roads, and the enhancement of mountain access ways.

The measures proposed by the City also aim to respond to the consensus of the Table de concertation du Mont-Royal regarding the guiding principles and fundamental values related to access, whose main objective is to ensure citizens improved access to Mount Royal, while respecting its natural, built and symbolic characteristics (Doc. 3.1.1.4, p. 1-2; Doc. 4.2, Consensus n° 12, p. 8). These measures are also based on the City’s main observations: the urgency of addressing the needs of pedestrians and cyclists in terms of safety, difficult pedestrian access routes, the problem of through traffic, inadequate public transit service, and the review of parking facilities (Doc. 4.6.4.1, p. 3).

³² Ville de Montréal (2008). *2008 Transportation Plan – Reinventing Montréal*. Service des infrastructures, transport et environnement, Direction des transports, Division du développement des transports, June, Appendix, p. 199-206.

In the eyes of the commission, this approach geared to transportation alternatives to the automobile would result in new travelling habits for transit users and Parc du Mont-Royal visitors who currently travel by car.

The commission subscribes to the City of Montréal's approach involving access geared to public and active transportation, in keeping with the City's various recent policies, a gauge of integration with the character of Mount Royal and sustainable development objectives. However, it would benefit the City to clearly spell out the advocated approach in the MRMPEP.

3.5.3 Optimization of public and active transportation

Public transit

The Mont-Royal, Place-des-Arts, McGill, Peel, Guy-Concordia and Côte-des-Neiges metro stations all allow users to access Mount Royal. However, the stations are located between 650 and 1350 metres from the park, representing a 10- to 20-minute walk (Doc. 3.6.2, p. 15-16). The Université de Montréal and Édouard-Montpetit metro stations could provide access to the mountain if a northern access were created.

Moreover, several bus lines run near the mountain and connect with metro stations, including the 80 Du Parc, the 535 Du Parc/Côte-des-Neiges R-Bus, during rush hours, and the 165 Côte-des-Neiges. However, only the 11 Montagne bus along Camilien-Houde and Remembrance Roads provides access to the summit between 7:05 a.m. and 9:30 p.m., running every 20 minutes (Doc. 3.6.2, p. 20). The City indicated that the Société de transport de Montréal plans to extend this bus' hours of operation in 2008 to provide service until midnight (Doc. 4.6.4.1, p. 7; Ms. Isabelle Morin, Doc. 10.6, p. 5). The commission believes that extending the running time of the Number 11 bus to provide service during Parc du Mont-Royal opening hours will promote public transit use. The commission encourages the City and the Société de transport de Montréal to improve public transit service on the mountain.

In 2009-2010, the City plans to establish an ecological shuttle service along Camilien-Houde/Remembrance, to coincide with the reduction in the number of parking spaces. Stanley Park in Vancouver and Prospect Park in New York both established free shuttle services that are extremely popular with users, allowing them to reach the various points of interest (Doc. 5.4.5, p. 29).

In the longer term, the possibility of linking future tramway networks on Parc and Côte-des-Neiges would be evaluated.³³ These measures combined should improve public transportation on Mount Royal.

³³ From 1885 to 1918, a funicular ran along Duluth Street from Parc Jeanne-Mance to the summit of Parc du Mont-Royal. In 1924, it was replaced by a tramway running from Côte-des-Neiges Road and, in 1930, from Parc Avenue. In turn, the latter was replaced in the '60s by the 11 Montagne bus line running along Camilien-Houde and Remembrance Roads (Doc. 5.1.3, p. 17).

In the commission's opinion, the optimization of existing modes of public transportation and the establishment of an ecological shuttle and, at a future date, of a tramway serving Mount Royal would help to minimize automobile traffic and, thereby, make it possible to reduce the number of parking spaces.

Active transportation and shared use

From the mountain's eastern slope, the Parc du Mont-Royal is accessible by bicycle via the bike path on Rachel Street, which crosses Parc Jeanne-Mance to reach Olmsted Road. Camilien-Houde Road also allows cyclists to reach Mount Royal summit, one of the mountain's three peaks. However, the road's steep incline may discourage use. "It involves a 232-metre climb over less than 1000 metres" (Doc. 3.6.2, p. 23). Also, the road narrows along a 500-metre stretch running between cliffs from Camilien-Houde lookout to the top of Mount Royal, which can be hazardous to cyclists. Bicycle access is a little easier from the western side, along Remembrance Road, where the slope is less steep. However, the configuration of the Côte-des-Neiges/Remembrance interchange is also hazardous to cyclists, and there is no bicycle path leading around it. Also, although Summit Park is accessible by bicycle from Belvedere Road, the latter is not connected to Montréal's network of bicycle paths.

Mount Royal's location at the heart of the city makes it accessible to pedestrians from adjoining neighbourhoods, metro stations, and bus stops. According to the Conseil régional de l'environnement de Montréal, there are over 30 pedestrian entrances to Parc du Mont-Royal (Doc. 3.6.2, p. 26). From downtown, many stairways are located at the end of north-south arteries, including Redpath, Du Musée and Drummond, allowing pedestrians to reach Parc du Mont-Royal. However, some of the stairways are in poor condition, condemned, or hidden.

The preliminary study on the interfaces between Mount Royal and downtown also mentions numerous conflicts between pedestrian and vehicular traffic on accesses to Parc du Mont Royal from Pine Avenue, at the intersections of Peel, Redpath Crescent, and Cedar, and at the Cedar/Côte-des-Neiges intersection (Doc. 3.6.1, Appendix 1). It should be noted that the City plans to redesign the pedestrian accessway from Peel Street in 2008. It is also difficult for pedestrians to reach Parc du Mont-Royal using the Côte-des-Neiges/Remembrance Road interchange, or Camilien-Houde Road. According to the Fédération québécoise de la marche, except at the pedestrian crosswalk on Parc Avenue, in front of the Sir George Étienne Cartier monument, crossing the arteries surrounding Mount Royal is a dangerous proposition for pedestrians (Doc. 8.4, p. 2).

Furthermore, pedestrian access to Parc du Mont-Royal from bus stops presents varying levels of risk and may be laborious. One participant noted that there is no sidewalk or safety platform to greet passengers stepping off the bus at the Maison Smith stops. This presents problems in winter. (Mr. Frédéric Cormier, Doc. 10.6, p. 97). Many believed that problems related to maintenance, stair repairs, and lack of snow removal making certain accesses and paths inaccessible also deserve special attention and greater diligence on the part of the City. In its brief, the Fédération québécoise de la marche states that "walkers lament the fact that stairs, including those of the Musée, have been closed for two years. Before installing new facilities, it

is important to repair existing ones, and to increase maintenance budgets to ensure sustainability of paths and infrastructures” (Doc. 8.4, p. 3).

The commission finds that the City of Montréal should provide safe and pleasant pedestrian and bicycle access routes to Mount Royal. Pedestrian crosswalks should be installed or improved, both on and around Mount Royal.

The commission believes that urgent measures are required to repair and complete the rehabilitation of the various stairways leading to Parc du Mont-Royal, and that such work should be made a priority, to avoid depriving citizens of their mountain access.

The City is planning the multi-phase development, on public and private property, of a belt road around Mount Royal and a road traversing the mountain from north to south. The commission would like to point out that this project is also the subject of a separate consultation by the OCPM.

The project, initially outlined in the preliminary *Mount Royal Enhancement Plan* in 1990 and the 1992 *Mount Royal Enhancement Plan*, involves a 10 km belt road reserved for cyclists and pedestrians to facilitate access to the mountain and connect sites of interest. An overpass over Camilien-Houde Road will connect Olmsted Road to the Mont-Royal Boulevard area. Around Beaver Lake, the belt road will take up one of the two lanes of Remembrance Road, which will eventually be redeveloped. In the area between Decelles Avenue and the Outremont summit, the road will follow two paths: in the segment located at the rear boundary of the Université de Montréal campus, bicycle traffic would predominate, while the section in the Cimetière Notre-Dame-des-Neiges would be reserved for pedestrian traffic. The belt road could also eventually be connected to the Université de Montréal Campus. Moreover, a road traversing the mountain from north to south is planned for pedestrians on Cimetière Notre-Dame-des-Neiges property. This road, to which other links may eventually be attached, was also provided for under the 1990 and 1992 Plans (Doc. 3.2.1, p. 43-44; Doc. 3.6.4; Doc. 4.6.4.3, p. 20-22; Doc. 5.1.3, p. 42). However, it should be noted that there is no direct link between Parc du Mont-Royal and Summit Park.

The commission believes that the belt and traversing roads should reflect the quality of the surroundings and character of the mountain, providing attractive views. Enhancement interventions may therefore be required in certain areas along the course, notably where it runs along degraded areas, parking lots, or technical depots. It is also important to establish a link between Parc du Mont-Royal and Summit Park.

Participants would like to see all areas of the mountain connected. However, Les Amis de la montagne believes that the institutions must first be made more permeable to facilitate access to the mountain (Doc. 8.14, p. 13). In the eyes of the FAECUM, the Université de Montréal and Cimetière Notre-Dame-des-Neiges form a “veritable barrier” between the Côte-des-Neiges neighbourhood and the mountain. It views the development of the belt road behind the university as an opportunity to “create a breach” around Vincent d'Indy Avenue (Doc. 8.6, p. 4). It would also like the belt road to be connected to the City’s bicycle path network.

According to the results of the OCPM's consultation questionnaire, Montrealers would like an access from Vincent d'Indy (Doc. 7.9, p. 18). The Conseil régional de l'environnement de Montréal believes that a new access for Université de Montréal students and neighbourhood residents around Vincent-d'Indy Avenue and the Édouard-Montpetit metro station could be developed along with the belt road (Doc. 3.6.2, p. 43).

Many participants underscored the difficulties involved in having pedestrians share the same paths with numerous cyclists, especially on weekends. One example is Olmsted Road, where the cyclists' speed represents a hazard for pedestrians, often walking with children. According to a survey conducted in 2006 by Impact Recherche, this road, shared by cyclists and pedestrians and restored over 4.8 of its 6.6 kilometres, is the one most often employed by users (Doc. 3.6.3, p. 41; Doc. 5.4.13, p. 27). Different markings on the pavement distinguishing the pedestrian and bicycle lanes, increased surveillance, and the development of separate paths were among the solutions proposed for avoiding conflicts between users.

Some feared that conflicts might arise on the segment reserved for cyclists, which pedestrians will have to use at night when the stretch of belt road running across Notre-Dame-des-Neiges cemetery property is closed for reasons of public safety and heritage protection. Héritage Montréal believes that arbitration will be required to decide between allowing access to the cemetery and respecting the peacefulness of the surroundings and the privacy of families (Doc. 10.6, p. 84).

Vélo Québec pointed out that, within the park, cyclists are confined to Olmsted, Camilien-Houde and Remembrance Roads. Although cycling along the first is a pleasant experience, it is an entirely different matter along the other two, owing to automobile traffic (Doc. 9.16, p. 4). The bike paths should provide safe access to all important attractions and services on Mount Royal.

The commission finds that, as having cyclists and pedestrians share a common path is a potential source of conflict, the City of Montréal should evaluate the possibility of separating the two along Olmsted and the belt road. The City should also ensure the safety of cyclists sharing the road with automobiles on Camilien-Houde and Remembrance Roads.

The commission believes that access to the Notre-Dame-des-Neiges cemetery must take into account the sanctity of the site.

Problems related to through traffic

According to a count taken in September 2007, on any given weekday, an average of 10,192 vehicles travel along Camilien-Houde between Mont-Royal Avenue and the lookout, 54.9% of them heading east, and 45.1% heading west (Doc. 7.3.1). Moreover, commuters use Camilien-Houde and Remembrance Roads mostly during rush hours (Doc. 5.2.2, p. 21). Therefore, based on this information, and taking into account the fact that commuters travel at rush hour and outside of Parc du Mont-Royal opening hours, the percentage of through traffic on these arteries may be at least 40%, a figure that should be confirmed through an origin-destination study.

Over the short-term, the City proposes to reduce through traffic on the Camilien-Houde/Remembrance route, while still allowing access to Parc du Mont-Royal to users travelling by car, and to buses, emergency vehicles and funeral processions.

Traffic reduction measures would be implemented along Camilien-Houde Road in 2009-2010, lowering the speed limit and, thereby, lessening the route's appeal to through traffic. However, the lanes reserved for vehicular traffic would remain the same, and cyclists would still have to share the road with automobiles (Ms. Isabelle Morin, Doc. 10.6, p. 32). According to the Conseil régional de l'environnement de Montréal, "for the most part, the road crossing over the summit through Parc du Mont-Royal is wide enough to accommodate bicycles and automobiles, except for a 500-metre-long stretch between the Camilien-Houde lookout and Mount Royal summit" (Doc. 3.6.2, p. 23). In terms of Remembrance Road, the work planned for 2009-2010 aims to transform the south lane into a lane reserved for pedestrians and cyclists, and to restrict automobile traffic to the north lane. The dismantling and replacement of the Côte-des-Neiges/Remembrance interchange by a grade intersection is planned for the medium to long term.

Some participants would like through traffic to be completely eliminated along the Camilien-Houde/Remembrance route, and suggested that the City install toll booths at the entrances and relocate parking lots to the bottom of the mountain. Others thought that the two roads should not connect. For its part, the Conseil régional de l'environnement de Montréal believes that "there is nothing [...] to justify the necessity of preserving a commuter artery at the heart of such green spaces, except the automobile culture prevailing at the end of the last century. Where through traffic is concerned, the park has nothing to gain and everything to lose: peace and tranquility, charm, and the safety of the users and fauna" (Doc. 3.6.2, p. 42).

The commission believes that the City's planned redevelopment of Remembrance Road and traffic abatement measures for Camilien-Houde Road should constitute the first step in a strategy to completely eliminate through traffic on Mount Royal.

The commission recommends that the City of Montréal establish, over the short-term, a pilot project to detour through traffic away from Mount Royal. The repercussions on traffic networks surrounding Mount Royal should be evaluated, and measures should be implemented, as required, to avoid increased nuisances related to the transfer of through traffic to roads in neighbouring areas.

One participant urged the City to make the Camilien-Houde/Remembrance route “a place to connect with nature,” and to consider the artery “an integral part of the Parc du Mont-Royal.” “It envelops you in nature, calm, and wonder” (Mr. Luc Ferrandez, Doc. 8.9, p. 8). He suggested that the artery be redeveloped for pedestrians, as existing oversized roads discourage foot traffic. For its part, the Conseil régional de l’environnement de Montréal proposed that the route be redeveloped with a view to preserving the peace and tranquility of the park and ensuring the safety of pedestrians and cyclists (Doc. 3.6.2, p. 42-43). The 1990 preliminary *Mount Royal Enhancement Plan* called for making the roads more compatible with the park’s atmosphere of contemplation and relaxation, blending them in with its landscapes and overall character (Doc. 5.1.3, p. 61; Doc. 5.4.13, p. 43).

The commission believes that rebalancing the Remembrance and Camilien-Houde road corridors should promote a shift to more ecological modes of transportation, and ensure that all users can travel safely. The roads’ redevelopment should also be carried out in such a way as to preserve and enhance the emblematic and heritage character of Mount Royal.

3.5.4 Reduction and relocation of parking facilities

Parking on Mount Royal raises two main issues: the first concerns parking availability, which influences users’ chosen means of transportation, and the second, the location of parking lots at the heart of the mountain, generating automobile traffic along Camilien-Houde and Remembrance Roads.

According to the findings of the clientele study conducted by Impact Recherche, there are 837 off-road public parking spaces on Mount Royal, including 548 around the Maison Smith (65%), 238 at Beaver Lake (28%), and 51 at the Camilien-Houde lookout (6%) (Doc. 3.6.3, p. 23). Parking is also available on some roads near Mount Royal, including Côte-des-Neiges Road, Parc and Cedar Avenues, and Hill Park Circle (Doc. 3.6.2, p. 31-32).

In order to minimize automobile traffic on the mountain and promote the use of public and active transportation, the City intends to review the overall parking offering in 2008 (Doc. 4.6.4.1, p. 5-7; Ms. Isabelle Morin, Doc. 10.6, p. 3-5). The 1990 preliminary *Mount Royal Enhancement Plan* called for reducing the 818 parking spaces at the time by 50%, primarily by eliminating the Maison Smith parking lot, except for 25 spaces to be reserved for people with handicaps, and for compensating for this reduction in large part by offering parking in surrounding institutions and along the road between the Beaver Lake area and the entrance to Mont-Royal cemetery (Doc. 5.1.3, p. 61-62). Les Amis de la montagne lamented the lack of progress made by the City over the past 18 years with respect to the possibility of using the parking lots on surrounding institutional properties (Doc. 10.6, p. 101).

Furthermore, as the parking lots are located at the heart of the mountain, drivers must use the Camilien-Houde/Remembrance route to reach them. Relocating the parking lots to the foot of the mountain would therefore reduce traffic along this route. Along with one of the participants, the Conseil régional de l’environnement de Montréal suggested that, for the Maison Smith sector, the parking lots and individual parking spaces be redeveloped as green or natural spaces, or as a garden (Doc. 3.6.2, p. 42; Mr. Luc Ferrandez, Doc. 8.9, p. 31).

The commission urges the City to limit parking in Parc du Mont-Royal to promote the use of public and active modes of transportation. However, such modes require optimization.

With a view to reducing automobile traffic on Camilien-Houde/Remembrance Roads, the commission believes that the location of the parking lots at the heart of the mountain should be reviewed.

3.5.5 Redevelopment of approaches and access routes

In its MRMPEP, the City provides for redevelopment work on access routes and lanes to facilitate access to the mountain. The City has outlined three priorities: the Côte-des-Neiges/Remembrance interchange, the Parc/Mont-Royal/Côte-Sainte-Catherine intersection, and the Cedar/Côte-des-Neiges intersection (Doc. 4.6.2, p. 30; Mr. Gilles Dufort, Doc. 10.3, p. 12). This follows the Parc/des Pins redevelopment, where work remains to be completed on recovered areas (Mr. Gilles Dufort, Doc. 10.3, p. 12; Mr. Pierre Bouchard, Doc. 10.6, p. 87).

The redevelopment of the Côte-des-Neiges/Remembrance interchange and its replacement with a grade intersection will provide an opportunity to highlight this entrance, discourage the use of Remembrance Road as a through way, facilitate pedestrian and bicycle crossings, and reduce the paved surface area (Doc. 3.6.4, p. 19; Doc. 5.4.13, p. 21). This redevelopment, which coincides with that of Remembrance Road and the creation of the ecological corridor, should reflect the nature of the site. The interchange currently creates “a physical barrier accentuated by the elevated borders surrounding it. The interchange mars the landscape’s natural profile (Doc. 3.7.1, p. 8).

The redevelopment, which will incorporate the belt road, would also make it possible to link the Parc du Mont-Royal to Summit Park (Doc. 3.6.2, p. 38 and 48). However, this link for pedestrians and cyclists will only be established once the work has been completed. For the time being, a “green bridge” connecting the two sides of the road is among the options considered (Ms. Isabelle Morin, Doc. 10.6, p. 28).

It should be noted that the Remembrance sector was not included in Parc du Mont-Royal back in Olmsted’s day, in 1877. The sector was then part of the Smith property, to which it led (Doc. 3.7.1, p. 16). It is now one of three new districts identified in the preliminary *Mount Royal Enhancement Plan* in 1990, in addition to the eight districts identified by Olmsted, the other two new districts being Parc Jeanne-Mance and Maison Smith (Doc. 5.4.13, p. 11). The September 2002 Declaration on Mount Royal by the National Association for Olmsted Parks indicated that this addition complemented Olmsted’s green space planning concepts, and should be implemented (Doc. 3.3.1, p. 89).

For its part, the redevelopment of the Parc/Mont-Royal/Côte-Sainte-Catherine intersection provides an opportunity to review the necessity and configuration of the access road currently encroaching on Parc du Mont-Royal to facilitate pedestrian access to Olmsted Road (Doc. 3.6.2, p. 38-39). As to the Cedar/Côte-des-Neiges intersection, the preliminary study on the interfaces between Parc du Mont-Royal and downtown recommends that the access road leading to Côte-des-Neiges from Cedar Avenue be eliminated, thereby freeing up a surface of approximately

2500 m² for the Parc du Mont-Royal for greening or other purposes, and allowing the reconfiguration of the intersection as a whole and the development of safe pedestrian crossings (Doc. 3.6.1, p. 23). This reconfiguration could also include a link between Parc du Mont-Royal and the green spaces of Collège Marianopolis (Doc. 3.6.2, p. 49).

The City aims to ensure that these developments contribute to enhancing the built and developed heritage and respect the character of the mountain. The development principles for public roads will be inspired by the quality of old-style development, and public works programs will include enhancement interventions. The preliminary study on the interfaces between Parc du Mont-Royal and downtown aims to establish “a unifying landscape expression and a hierarchy among thresholds within a development framework in keeping with the natural and Olmstedian nature of the mountain” (Doc. 3.6.1, p. 2).

The commission points out that Olmsted sought, with these basic principles, to have developments enhance the landscapes, and not become objects of admiration themselves.

The commission believes that the redevelopment of approaches and accesses, aimed at making the mountain more accessible to users, should be planned and designed in such a way as to reconcile functional aspects with the protection of Mount Royal’s heritage.

The commission supports the City’s plan to develop a strategy systematically incorporating enhancement interventions in public works to better respect the mountain’s heritage character and landscape components.

3.6 Reception and services

The various aspects related to reception and services can be divided under five headings: maintenance, signage, education, new developments, and safety.

3.6.1 Maintenance

As previously mentioned, participants did not understand why it has taken the City two years to repair stairways, thereby closing off important accesses. They criticized the lack of garbage cans and public benches (Doc. 9.2, p. 1), the disparity and lack of lampposts in some areas of the park (Doc. 10.4, p. 51), and the lack of bicycle racks. They also lamented the plastic, paper and other trash strewn over the surface of Beaver Lake (Doc. 9.2, p. 1). Comments appended to the OCPM questionnaire asked for better garbage management. The path maintenance, overall cleanliness, and availability of urban furniture in some sectors were also addressed in the clientele study in 2006 (Doc. 3.6.3).

In the eyes of the commission, proper maintenance is key to providing a quality experience on Mount Royal. The MRMPEP should not limit itself to developing a maintenance/cleanliness strategy, it should also clearly reflect the City’s wish to make it a priority.

3.6.2 Signage

Numerous participants raised the question of signage, from various angles, making it an interesting issue. People agreed on the necessity of providing integrated, coherent and accessible signage, both on paper and on the Web site (Doc. 9.16), serving to mark off areas to protect the flora, forbid the picking of plants and feeding of animals (Doc. 9.7, p. 2), and provide reference points for walkers (Doc. 8.4, p. 4) and kilometre markers for runners (Doc. 9.10, p. 3).

Seventy percent of OCPM questionnaire respondents believe the issue of access and signage to be very important or important. The 2006 clientele study identified the lack of information about the paths as a “least favourite” element.

The commission believes that citizens are justified in their request for quality, multi-functional signage (information, awareness raising and safety), well integrated into the surrounding landscape.

3.6.3 Education and awareness raising

Having noted the multiplicity and dispersal of sources of information on Mount Royal, the City proposes to ensure that the various Web sites and telephone numbers are connected to a central information service.

In addition to access to information, participants’ concerns also focused on awareness raising and education. The MRMPEP announces the intention of doubling the school clientele within five years. However, members of Les Amis de la Montagne involved in this task entrusted to it wonder if the financial means provided by the City will suffice (Doc. 10.1, p. 81); it was suggested that alternative sources of financing be sought (Doc. 9.15, p. 6). One participant recommended that, in addition to usual awareness-raising and interpretative tools, various original types of physical intervention be explored (doc. 9.15, p. 2).

The education and awareness-raising of various clienteles, notably young people, is key to the success of the MRMPEP. Means must be provided to allow existing players to continue their activities over the medium term.

3.6.4 Other services

Someone suggested that the City provide full-time access to services at the Chalet de la montagne (Doc. 8.4, p. 4). According to the finding of the 2006 clientele study, the skating rink, the tam-tams and Beaver Lake are among client favourites. Criticisms and suggestions were also expressed by OCPM questionnaire respondents regarding restaurants and other such facilities.

3.6.5 Safety

A safety plan was presented by the City (Doc. 4.6.4.2) at one of the thematic workshops. There was no such instrument in the 1992 Plan. The safety plan addresses prevention, control, and communication.

According to participants who spoke of it, the issue of security encompasses several aspects, such as medical emergency response times (Doc. 8.12, p. 1), the need for increased police presence in areas considered to be of higher risk for walkers (Doc. 8.18, p. 26; and Doc. 9.7, p. 2) and the safety of heritage assets (Doc. 8.18, p. 26). Safety also raises the issue of open-air fires, in view of the fire hazard they represent (Doc. 9.2, p. 1). The OCPM questionnaire respondents included comments about crime control. According to the DBSF study (Doc. 5.4.5, p. 34), cleanliness and a feeling of safety are the factors that attract the female clientele, which is currently under-represented.

The commission recognizes the fact that the City took HNBMR users' concerns into account in preparing the safety plan. The Table de concertation invited the City, in a consensus dated April 11, 2008, to develop an integrated safety plan for life and property, including heritage elements.

The commission recommends that the safety plan be finalized and quickly implemented, and that relevant information be widely disseminated to users.

3.6.6 Major social and demographic trends

A prospective study on Parc du Mont-Royal, comparing it with four other major Canadian and American parks (Doc. 5.4.5, p. 33), provides interesting indications of the major trends that influence the number of visitors and types of services provided in large urban parks. The following are a few examples submitted by the Commission for consideration by the City and its partners:

- Activities promoting rest, quiet, relaxation and well being will continue to be favoured;
- Any aspect facilitating access to the activities and site is favoured;
- The aging of the population will have an effect on Montréal, with interests being focused increasingly on gentler forms of physical activity;
- The large urban park remains a favourite nature spot for the immigrant community, which is growing in Montréal, as picnicking remains a favourite activity with this clientele.

3.7 Implementation framework

The implementation of the MRMPEP presents special challenges owing to the large number of players involved, each with its own jurisdictions, approaches, and legislative tools. The City is aware of this fact. The management is currently shared among the Cities of Montréal and Westmount, four Montréal boroughs and their respective municipal departments, and the Québec Government, through the Ministère de la Culture, des Communications et de la Condition Féminine, which has ultimate approval authority.

Over the past 20 years, successive municipal administrations have considered and, in a few instances, announced the implementation of a mountain management and enhancement structure. The different consultations held at various levels have all identified a need for such a body. Moreover, in its expectations outlined in the 2001 government management framework and orientations, the Government called for a body to ensure concerted management of Mount Royal.

According to the City's proposal, the implementation of the MRMPEP depends on two bodies: the standing management harmonization committee, and the Table de concertation du mont Royal.

Several issues of concern raised over the course of the consultation will be examined below under the following headings: The role of the Table de concertation du Mont-Royal; Harmonized management and accountability; and Citizen participation.

As Mount Royal is now clearly recognized as a collective heritage asset, not only for Montrealers but for all Quebecers, its management must be both participatory and transparent.

3.7.1 The role of the Table de concertation du Mont-Royal

Created in 2005 following a consensus reached at the Sommet de Montréal, the Table de concertation du Mont-Royal has, through the work of its committees, made a substantial contribution to decisions involving the protection and enhancement of the mountain. It has become a venue for information and discussion, and acquired a high level of expertise related to Mount Royal's heritage.

The concerted effort on the part of all partners involved over the past three years is commendable. According to all members of the Table who spoke in public meetings, major steps have been taken towards better understanding and increased awareness of the various issues. However, there is still a considerable amount of work to do in terms of implementing relevant tools and consolidating approaches.

The MRMPEP proposes to make the Table permanent through a decision by city council, and to appoint it a follow-up role in the implementation of the 2008 Plan. Several players saw in this a diminishment of its role, which, according to them, should grow to that of a true orientation and follow-up body (Doc. 8.14, p. 8). They believe that the protection of the mountain transcends local interests, and that in a context where the territory is the subject of tremendous pressures, the Table appears to be a good tool in terms of sharing ideas on the issues, identifying avenues for solutions, ensuring the relevance of interventions, and suggesting orientations (Doc. 8.18, p. 9; Doc. 8.11, p. 3).

The commission finds that the Table has yet more work to do, notably to lead players concerned to a common understanding of the issues, to define criteria and indicators to structure the evaluation of projects calling for variances to the Complementary Document and the evaluation of the MRMPEP itself, and to explore practical solutions to heritage protection and enhancement problems. It is important not to forego the contribution it could make in those areas in the future. The Table has already demonstrated its effectiveness in taking up the concertation challenge.

The commission recommends that the mandate of the Table be redefined to make it a major player in the implementation of the MRMPEP, responsible not only for monitoring the application of the Plan, but also for proactively contributing to the definition of a new vision for the mountain, the design of major implementation tools for protection plans and financing strategies, and the identification of action priorities.

3.7.2 Harmonized management and accountability

Along with many consultation participants, the commission welcomes the planned establishment of the HNBMR standing management harmonization committee, conducive, among other things, to the adoption of common project management rules. The committee will play a key role in harmonizing the various HNBMR heritage protection and enhancement measures, on which a large part of the success or failure of the Plan will rest. It should therefore be held responsible for results.

The mandate of the harmonization committee is currently defined in very broad terms. The Conseil du patrimoine would like this mandate to formally include a concerted analysis of the legislation in force (Site Planning and Architectural Integration Programs and others) to ensure consistency throughout the HNBMR (Doc. 1.2.17, p. 13). The commission supports this suggestion.

As the central city, the boroughs and the City of Westmount have already developed common work practices as a result of their participation in the Table de concertation, they should be able to quickly proceed to the practical phase involving harmonization of their respective programs and activities on the mountain.

The commission recommends that the standing HNBMR management harmonization committee define, shortly following the adoption of the MRMPEP, a joint work program for the harmonization of management and protection plan management and application tools, including timeframes and expected results over time. It should be made accountable for results, and provide management efficiency reports to the boroughs, cities, and Table de concertation du Mont-Royal, as provided for in the Plan.

The consultation confirmed Montrealers' attachment to their mountain. They want it to be protected, and are concerned about developments and services planned for them on Mount Royal.

The commission recommends that the Mayors of Montréal, Westmount, and the boroughs concerned release a public progress report on the MRMPEP every five years.

3.7.3 Citizen participation

It is important to remember that, for many years, citizen mobilization has played a key role in the preservation of Mount Royal's heritage. The issue of the place to be accorded citizen participation raised many questions in a legislative context that, in the pursuit of heritage preservation, has become increasingly complex, to the point where citizens find it difficult to understand.

As users, citizens share in the responsibility for heritage preservation. Their support is essential to the MRMPEP's success. Many participants suggested that premises be made available where they may express their opinions on planning and major interventions proposed for the mountain.

Many worried about the lack of public discussion on master plans and development agreements between the City and the institutions on the mountain. Others pointed out that the boroughs are free to choose their project approval mechanisms,³⁴ and that their choices determine citizen participation and applicable consultation practices. The Conseil du patrimoine stressed the importance of independent evaluations to ensure sound project management. Under current legislation, projects led by City departments are not necessarily submitted for examination by third parties, such as the Conseil du patrimoine or the OCPM, unless they involve variations to the *Complementary Document*.

In the commission's opinion, Montrealers should be consulted about the renewed vision of the mountain emerging as a result of the work of the Table de concertation.

The Plan provides for the development of several sectorial action plans and strategies, notably master plans for parks, safety plans, and area restoration plans.

With a view to maintaining Montrealers' support for the MRMPEP and to enhancing interventions, the commission suggests that the public be consulted on sectorial plans deemed to have a significant potential impact on users.

The commission also believes that, even following the implementation of the MRMPEP, the City and boroughs should submit major projects on Mount Royal, such as road redevelopment, to public examination by a third party, with a view to enhancing them. Moreover, the commission shares the opinion of the Conseil du patrimoine on the importance of having independent project evaluations, on the one hand, on the performance of tools aimed at protecting the mountain and, on the other, with respect to the objectives of the MRMPEP.

The question of applying the citizens' right to referendum should also be addressed.

Current legislation (the *Act respecting Land Use Planning and Development* and section 89.1 of the Charter) provides for the right to referendum for draft planning and development by-laws whether they emanate from a borough or the central city in the HNBMR. However, this right is inconsistent with the fact that amendments to the *Complementary Document* are not submitted for approval by referendum.

³⁴ Notably the Site Planning and Architectural Integration Programs and PPU

Conclusion

With the 2008 Plan, the Montrealers' great garden at the heart of the city enters a new phase in its protection history. According to the City, Mount Royal may have reached its maximum capacity to hold new constructions, given the nature of the territory. According to others, that limit has already been exceeded. Studies conducted to date show that major interventions are required to preserve the mountain's biodiversity, built environments and landscapes, and combat the threats facing them. The situation calls for an unequivocal bias in favour of the conservation and enhancement of the mountain's heritage.

The consultation revealed a strong trend among Montrealers in support of strengthening protection measures for Mount Royal's natural habitats and views, and great resistance to real estate development on the mountain.

The City's proposals incorporated into draft By-law P-04-047-60 and the *Mount Royal Master Protection and Enhancement Plan* represent a significant turn-around in terms of protection, but several of the instruments proposed are based on inventories and planning that have yet to be completed. In that context, the commission believes that the preservation approach submitted by the City should be strengthened, to immediately guarantee the protection of essential elements of a heritage capital to be protected for posterity and enhanced, in accordance with the principles agreed upon by the Table de concertation du Mont-Royal, which are the basis for the Heritage Pact endorsed by 14 institutions on the mountain.

The structuring of institutional real estate development is among the first targets, as are mountain access, use management, and the harmonization framework for the Plan's management rules.

Real estate development. The City is relying on the notion of carrying capacity to determine height and land coverage limits not to be exceeded in residential areas on the mountain. This approach offers the advantage of being clear and uniformly applied, while leaving room for well managed flexibility. The concept does not apply to the institutional sector. It is important to note that residential properties occupy 17% of HNBMR territory, while institutional properties occupy 22%, and cemeteries 28%.

Proposed as a model of development management on Mount Royal, concerted project planning between the City and the institutions located on the mountain advocates, to a certain extent, a case by case approach, in the absence of references to strict protection thresholds or mandatory compensations allowing long-term heritage preservation and enhancement. It does not guarantee the sustainability of heritage capital that may progressively disappear in the wake of concessions.

As people today recognize the economic, social, cultural and environmental value of the mountain's heritage, the commission believes that the City should re-balance its approach by protecting a number of natural, built and landscape heritage assets to ensure their survival and preservation, thereby forming a heritage capital for future generations. In that context, it appears prudent to use less random and more reliable tools to stabilize the authorization process and clearly specify the framework within which development is possible.

The commission therefore recommends that:

- The 423 ha of ecological network and woods in the HNBMR mapped by the City be considered a minimum natural capital to be fully protected from construction, through appropriate zoning or easement agreements, at least until such time as protection plans have been enhanced and implemented;
- The no-net-loss-of-habitat principal be incorporated into the Plan, as well as the obligation not only to replace losses sustained, but also to increase the biomass, while reconciling the protection and enhancement of the various heritage elements;
- Certain highly significant and threatened built elements and landscapes be fully protected and enhanced, through negotiated easements and an approach that may include compensation aimed at providing the institutions with the means required to protect and enhance their built heritage;
- The 18 threatened views identified by the City be fully protected, until such time as a study evaluating the impact of such protection on downtown development is completed. No construction should be authorized beyond obstruction thresholds;
- The Heritage Pact be strengthened through the signing of development agreements with a term of at least ten years with the institutions, constituting contractual agreements rather than voluntary commitments.

The interim control by-law does not allow project authorizations under borough by-laws. It does, however, allow the authorization of projects under section 89 of the Charter of Ville de Montréal.

As a precautionary measure, until such time as the Complementary Document is amended by city council, the interim control by-law should be amended to apply to all new land uses and constructions, notably building expansions authorized under a by-law, resolution or other relevant authorization from the borough or city council.

Accessibility. In the commission's opinion, urgent measures are required to provide pedestrians and cyclists with suitable access routes to the mountain. The repair or renovation of certain accesses to the park and the implementation of appropriate signage are among identified priorities, as is improved bus service on the mountain. Moreover, access to the north summit and Summit Park is difficult. Expectations on the subject are high, and should be discussed in greater detail in the consultations concerning the belt and traversing roads.

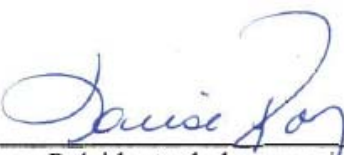
A consensus was reached in support of the City's goal to reduce automobile presence on Mount Royal in favour of active and public transportation. The first concrete step could be a short-term pilot project to redirect existing through traffic away from Mount Royal.

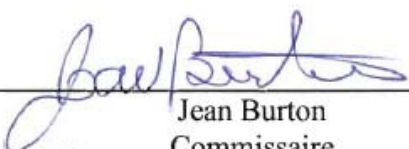
Harmonization framework. The management of Mount Royal and application of the MRMPEP call for the collaboration of numerous players, each with partial jurisdiction and part of the means available to implement orientations. The commission proposes that the MRMPEP assign responsibility for results to the standing management harmonization committee provided for

under the Plan, and that its members be held accountable for attaining objectives. The commission recommends that the Table de concertation be assigned a leading role in the development of a renewed vision of the mountain, and a consulting role in the design of the main implementation tools for the plan and financing strategies. It also suggests that its Plan implementation follow up role be confirmed.

Lastly, the Mayors of Montréal, Westmount and the boroughs concerned should submit a progress report on the MRMPEP for public discussion every five years.

Signed at Montréal, July 31, 2008



Présidente de la commission

Jean Burton
Commissaire

Louis Dériger
Commissaire

Appendix 1 Information pertaining to the mandate

Le mandat

L'Office de consultation publique de Montréal a reçu le mandat du conseil municipal de la Ville de Montréal de consulter les citoyens sur le Plan de protection et de mise en valeur du Mont-Royal, conformément à la résolution CM08 0030, ainsi que sur le projet de règlement P-04-047-60 intitulé « Règlement modifiant le Plan d'urbanisme de la Ville de Montréal (04 047) » visant à introduire dans le Document complémentaire de nouvelles mesures de protection et de mise en valeur du mont Royal, en vertu du paragraphe 2 du premier alinéa de l'article 83 de la Charte de la Ville et conformément à la résolution CM08 0114.

La consultation publique

L'avis public pour la consultation a paru le 5 mars 2008 dans *La Presse* et *The Gazette*. Des annonces ont été publiées sur la tenue de la séance générale d'information dans l'édition du 15 mars du journal *Le Devoir*, dans les hebdomadaires *Voir*, *Mirror*, *Le Plateau*, *Le V-M*, *Actualités Côte-des-Neiges - Notre-Dame-de-Grâce* et *L'Express d'Outremont* le 13 mars, et dans les journaux *Métro* et *24 heures* le 14 mars. Une annonce a paru dans *Le Devoir* le 22 mars sur la tenue des ateliers thématiques. D'autres annonces ont été publiées le 20 mars dans *Voir*, *Mirror*, *Le Plateau*, *Le V-M*, *Actualités Côte-des-Neiges - Notre-Dame-de-Grâce* et *L'Express d'Outremont* sur les ateliers thématiques ainsi que sur le questionnaire mis en ligne par l'Office. Des annonces ont paru dans ces mêmes hebdomadaires les 3 et 10 avril, ainsi que dans *Métro* et *24 heures* le 4 et le 11 avril, à titre de rappel, pour inviter les citoyens à remplir le questionnaire et à déposer des mémoires.

L'Office a aussi diffusé six communiqués de presse du début à la fin de la consultation pour présenter la démarche, informer les citoyens sur les étapes franchies ou à venir, les inviter à remplir le questionnaire et à déposer des mémoires et les informer sur la suite des choses.

Des messages ont été retransmis sur les afficheurs électroniques dans le métro durant les semaines du 10, 17, 24 et 31 mars ainsi que du 14 avril, sur les étapes de la consultation et sur le questionnaire. Ce dernier a aussi été publicisé dans la page Facebook de l'Office, redirigeant les internautes vers le site de l'Office, de même que par des bandes-annonces sur le site de *Voir*, dans les semaines du 17, 24 et 31 mars et par une bannière-annonce sur le site de *Cyberpresse* les semaines du 7 et du 14 avril. Des hyperliens ont, de plus, été placés sur les sites de la Ville de Montréal, du Bureau du Mont-Royal, du Service des Grands parcs et des arrondissements de Côte-des-Neiges — Notre-Dame-de-Grâce, Le Plateau Mont-Royal, Outremont et Ville-Marie. Enfin, un message de deux minutes a été diffusé par *Canal Vox* dans la semaine du 3 mars pour inviter la population à participer à la consultation.

Quelque 4 000 dépliants ont été imprimés; ils ont notamment été déposés dans les bibliothèques des arrondissements de Côte-des-Neiges — Notre-Dame-de-Grâce, d'Outremont et du Plateau Mont-Royal et un certain nombre a été distribué par le Centre de la montagne. L'Office a aussi diffusé de l'information au moyen de courriels, d'envois postaux et de dépliants.

Toute la documentation pertinente a été versée sur le site Internet de l'Office et rendue disponible dans les mêmes bibliothèques, ainsi qu'aux bureaux de l'Office pour ce qui est de l'arrondissement Ville-Marie. De plus, un questionnaire a été diffusé pour que les citoyens puissent faire connaître leur opinion; il pouvait être rempli directement sur le site Internet de l'Office ou lui être retourné par courriel ou autrement.

Rencontre préparatoire

Une réunion préparatoire entre les membres de la commission et les représentants de la Ville a eu lieu le 5 mars 2008 aux bureaux de l'Office. Le compte-rendu en a été versé à la documentation de l'Office sous l'article 7.1.

Séance d'information

Le 18 mars 2008 Hôtel Hyatt Regency, 1255, rue Jeanne-Mance, Grand Salon B

Le 9 avril 2008 Église St-Kevin, 5590, ch. de la Côte-des-Neiges

Ateliers thématiques

Le 25 mars 2008 Hôtel Hyatt Regency, 1255, rue Jeanne-Mance, Salon Alfred-Rouveau

Le 27 mars 2008 Hôtel Hyatt Regency, 1255, rue Jeanne-Mance, Salon Alfred-Rouveau

Le 31 mars 2008 AM OCPM, 1550, rue Metcalfe, 14^e étage

Le 31 mars 2008 PM OCPM, 1550, rue Metcalfe, 14^e étage

Le 1^{er} avril 2008 Hôtel Hyatt Regency, 1255, rue Jeanne-Mance, Salon Alfred-Rouveau

Séances d'audition et de dépôt de mémoires

Les séances d'audition et de dépôt de mémoires de la consultation publique ont été tenues aux dates suivantes aux bureaux de l'OCPM, 1550, rue Metcalfe, 14^e étage :

Le 23 avril En soirée

Le 24 avril En soirée

Le 28 avril En soirée

La commission et son équipe

M^{me} Louise Roy, présidente

M. Jean Burton, commissaire

M. Louis Dériger, commissaire

M^{me} Marie-France Le Blanc, secrétaire de la commission et analyste

M^{me} Hélène Bilodeau, analyste

M. Luc Doray, secrétaire général

M. Éric Major, attaché de recherche et de documentation

M. Alexis Musanganya, webmestre

M^{me} Anik Pouliot, responsable de la logistique

MM. Lazar Aguiar, Gabriel Lemonde Labrecque, Nhat Tan Le, M^{me} Marie-Michèle Dubeau, responsables de l'accueil et du registre

Les représentants de la Ville de Montréal

M^{me} Helen Fotopulos, mairesse de l'arrondissement Le Plateau-Mont-Royal, responsable du dossier du mont Royal au sein du comité exécutif (allocution d'ouverture à la séance d'information)

Table de concertation du Mont-Royal

M. Claude Corbo, président

Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle

M^{me} Rachel Laperrière, directrice générale associée

M. Pierre Bouchard, directeur, Grands parcs et nature en ville

M. Daniel Chartier, architecte paysagiste, Direction Grands parcs et nature en ville

M. Michel Devoy, chef de division, Planification et aménagement, Direction Grands parcs et nature en ville

M^{me} Johanne Fradette, chef de secteur, Direction Grands parcs et nature en ville

M^{me} Wendy Graham, architecte paysagiste, Direction Grands parcs et nature en ville

M. Daniel Hodder, conseiller en aménagement, Direction Grands parcs et nature en ville

M. Gilles Rioux, adjoint à la directrice générale adjointe et responsable du Bureau du mont Royal

M. Claude Thiffault, conseiller en aménagement, Direction Grands parcs et nature en ville

Service de la mise en valeur du territoire et du patrimoine

M^{me} Céline Topp, directrice, Bureau du patrimoine, de la toponymie et de l'expertise

M^{me} Françoise Caron, conseillère en aménagement, Bureau du patrimoine, de la toponymie et de l'expertise

M. Claude Dauphinais, conseiller en aménagement, Bureau du patrimoine, de la toponymie et de l'expertise

M. Gilles Dufort, chef de division, Bureau du patrimoine, de la toponymie et de l'expertise

Service de la police

M. Antonio Pompa, agent de police

M. Sylvain Brousseau, agent de police

Service des infrastructures, du transport et de l'environnement

M^{me} Isabelle Morin, conseillère en aménagement

M. Jean Bertrand, chef de division

Les citoyens qui ont pris la parole aux diverses séances

Séance d'information du 18 mars 2008

M. Dinu Bumbaru

Mme Nina Gould

M. Alain Tremblay

Mme Michèle Bertrand

M. Sid Moss

Mme Carole Labelle

M. Jean-François Hallé

Mme Marie-Odile Trépanier

Mme Sylvie Guilbault

Mme Jeannine Kirby

M. Jérôme Pelland

Mme Gabrielle Korn

M. André Porlier

Mme Suzie Laliberté

M. Olivier Lapierre

M. Philippe Côté

Séance d'information du 9 avril 2008

M. Dinu Bumbaru

M. Jean-François Hallé

M. Jean-Pierre Monnet

Pierre Ramet

Pierre Charette

Atelier thématique du 25 mars 2008

M. Yoland Tremblay

Mme Coralie Deny

M. Michel Famélard

M. Éric Richard

M. Jean-Yves Bourdages

M. Yves Beaudoin

M. Dinu Bumbaru

M. Frédéric Cormier

Mme Marie-Odile Trépanier

M. Jean-Pierre Morin

M. Patrick Galois

M. Jean-François Hallé

Atelier thématique du 27 mars 2008

M. Michel Barcelo

M. Dinu Bumbaru

M. Jean-François Hallé

Atelier thématique du 31 mars 2008 en avant-midi

Mme Nina Gould

Mme Marie-Odile Trépanier

M. Michel Barcelo

M. Jean-Pierre Monnet

Mme Marie-Claude Robert

Mme Irène Cinq-Mars

M. Jean-François Hallé

M. Bernard St-Denis

M. Sylvain Paquette

Mme Ginette Cloutier

Atelier thématique du 31 mars 2008 en après-midi

Mme Nina Gould	Mme Irène Cinq-Mars	Mme Marie-Odile Trépanier
M. Michael Shafter	Mme Sharon Freedman	Mme Sylvie Guilbault
M. Jean-Pierre Monnet	M. Philippe Côté	Mme Ginette Cloutier
M. Jean-François Hallé		

Atelier thématique du 1er avril 2008

M. André Porlier	M. Pierre Brisset	Mme Gisèle Morrisette
M. Luc Fernandez	M. Sid Moss	M. Jérôme Pelland
M. Michel Barcelo	Mme Marie-Josée Groulx	M. Dinu Bumbaru
M. Frédéric Cormier	Mme Sylvie Guilbault	

La liste des citoyens et organismes qui ont soumis un mémoire est présentée à l'annexe « La documentation », sous les rubriques 8 et 9. La liste des intervenants qui ont fait une présentation orale sans déposer de mémoires peut être consultée dans la même annexe, à la rubrique 11.

Appendix 2 Documentation

Les documents déposés

1 Projet

- 1.1. Plan de protection et de mise en valeur du Mont-Royal – Projet, Ville de Montréal, 11 janvier 2008
 - 1.1.1. Le mont Royal – Plan de protection et de mise en valeur du Mont-Royal – Séance d’information pour les médias, 24 janvier 2008
 - 1.1.2. Communiqué, Madame Helen Fotopulos, 24 janvier 2008
 - 1.1.3. La protection et la mise en valeur du mont Royal, présentation de la Ville faite à l’OCPM lors de la séance d’information du 18 mars 2007
- 1.2. Nouvel avis de motion et adoption d’un projet de modification du Document complémentaire au Plan d’urbanisme – Dossier 1081183001 (remplace le dossier 1074615005 adopté le 28 janvier 2008)
 - 1.2.1. Sommaire décisionnel, février 2008
 - 1.2.2. Résolution: CE08 0238 - Séance ordinaire du mercredi 13 février 2008
 - 1.2.3. Nouvel avis de motion – Recommandation, 12 février 2008
 - 1.2.4. Annexe (carte) : Les vues d’intérêt depuis le mont Royal – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
 - 1.2.5. Annexe (carte) : Les vues d’intérêt vers le mont Royal – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
 - 1.2.6. Annexe (carte) : Illustrations des vues d’intérêt offertes depuis et vers le mont Royal – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
 - 1.2.7. Annexe (carte) : Les cotes altimétriques des vues, Ville de Montréal, Mise en valeur du territoire et du patrimoine, septembre 2007
 - 1.2.8. Annexe (carte) : Secteur requérant l’intégration soignée des équipements et constructions hors toit – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
 - 1.2.9. Annexe (carte) : Les limites de hauteur – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, février 2008. (voir carte modifiée 1.2.18)
 - 1.2.10. Annexe (carte) : Les taux d’implantation – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, février 2008. (voir carte modifiée 1.2.19)
 - 1.2.11. Annexe (carte) : Les propriétés visées – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, février 2008
 - 1.2.12. Annexe (carte) : Les milieux naturels et espaces verts protégés, Ville de Montréal, Mise en valeur du territoire et du patrimoine, février 2008
 - 1.2.13. Règlement modifiant le plan d’urbanisme
 - 1.2.13.1. Modification du document complémentaire, février 2008
 - 1.2.13.2. Tableau explicatif des modifications proposées au Document complémentaire

- 1.2.13.3. Résolution du conseil municipal (CM08 0114) adoptée à la séance du 25 février 2008
 - 1.2.13.4. Intervention – Côte-des-Neiges – Notre-Dame-de-Grâce. Direction de l'aménagement urbain et des services aux entreprises, 12 février 2008
 - 1.2.13.5. Avis du Comité ad hoc d'architecture et d'urbanisme - Projet de modification du document complémentaire au Plan d'urbanisme visant à y introduire de nouvelles mesures de protection et de mise en valeur du mont Royal – Plan de protection et de mise en valeur du Mont-Royal Ville de Montréal, 14 mars 2008
 - 1.2.13.6. Avis du Conseil du patrimoine de Montréal, 7 avril 2008
 - 1.2.13.7. Annexe (carte) : Les limites de hauteur – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine (version modifiée de 1.2.9 – avril 2008)
 - 1.2.13.8. Annexe (carte) : Les taux d'implantation – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine (version modifiée de 1.2.10 – avril 2008)
- 2 Démarche de consultation**
- 2.1. Avis public
 - 2.2. Dépliant
 - 2.3. Formulaire de dépôt
- 3 Documentation déposée par la Ville de Montréal**
- 3.1. **Documentation connexe au projet à l'étude**
 - 3.1.1. **Pacte patrimonial**
 - 3.1.1.1. Communiqué, Ville de Montréal, 7 février 2008
 - 3.1.1.2. Texte du Pacte patrimonial du Mont-Royal
 - 3.1.1.3. Carte des engagements des institutions en matière de protection des patrimoines, Service du développement culturel, de la qualité de vie et de la diversité ethnoculturelle – Direction des grands parcs et de la nature en ville, 7 février 2008
 - 3.1.1.4. Pacte patrimonial du Mont-Royal, Complément d'information – Les grands principes directeurs et les valeurs fondamentales de la Table de concertation du Mont-Royal
 - 3.1.1.5. Note d'allocution du maire de Montréal, Monsieur Gérald Tremblay, lors de la signature du Pacte patrimonial du Mont-Royal, 7 février 2008
 - 3.1.2. **Règlement de contrôle intérimaire – 1074615004** (adopté en janvier 2008)
 - 3.1.2.1. Sommaire décisionnel (28 janvier 2008)
 - 3.1.2.2. Avis de motion (CM08 0028) – Règlement de contrôle intérimaire limitant les nouvelles utilisations du sol et nouvelles constructions afin de protéger et mettre en valeur le mont Royal, Assemblée du conseil municipal du 28 janvier 2008
 - 3.1.2.3. Résolution (CM08 0029) – Règlement de contrôle intérimaire, Assemblée du conseil municipal du 28 janvier 2008
 - 3.1.2.4. Recommandation, 15 janvier 2008
 - 3.1.2.5. Règlement de contrôle intérimaire

- 3.1.2.6. Intervention, Affaires corporatives, Direction du contentieux, 15 janvier 2008
- 3.1.2.7. Annexe (carte) : Les milieux naturels et espaces verts protégés, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.2.8. Annexe (carte) : Les limites de hauteur – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.2.9. Annexe (carte) : Les taux d'implantation – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.2.10. Annexe (carte) : Les propriétés visées – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.2.11. Annexe (carte) : Les vues d'intérêt depuis le mont Royal – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.2.12. Annexe (carte) : Les vues d'intérêt vers le mont Royal – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.2.13. Annexe (carte) : Illustrations des vues d'intérêt offertes depuis et vers le mont Royal – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.2.14. Les cotes altimétriques des vues, Ville de Montréal, Mise en valeur du territoire et du patrimoine, septembre 2007
- 3.1.2.15. Annexe (carte) : Secteur requérant l'intégration soignée des équipements et constructions hors toit – AHNMR, Ville de Montréal, Mise en valeur du territoire et du patrimoine, décembre 2007
- 3.1.3. Règlement modifiant le document complémentaire au Plan d'urbanisme – Dossier 1074615005 –, adopté le 28 janvier 2008 et remplacé le 25 février 2008 par un nouveau règlement (voir 1.2 – Dossier 1081183001)**
 - 3.1.3.1. Sommaire décisionnel (1074615005) 19 novembre 2007
 - 3.1.3.2.
 - 3.1.3.3. Résolution CM08 0030 – Assemblée ordinaire du Conseil municipal du 28 janvier 2008
 - 3.1.3.4. Recommandation, 15 janvier 2008
 - 3.1.3.5. Modification du document complémentaire [sans date]
 - 3.1.3.6. Intervention – Affaires corporatives, Direction du contentieux, 20 déc. 2007

Note : Les annexes afférentes à cette section sont les mêmes que ci-haut (1.2.4 à 1.2.12)

3.2. Documentation relative aux mesures antérieures de protection et de mise en valeur

- 3.2.1. Plan de mise en valeur du mont Royal, Ville de Montréal, Décembre 1992
- 3.2.2. Plan de mise en valeur du mont Royal – Bilan de la mise en œuvre 1992-2005, préparé pour la Table de concertation du Mont-Royal, septembre 2005
 - 3.2.2.1. Annexes – Bilan de la mise en œuvre 1992-2005, préparé pour la Table de concertation du Mont-Royal, par Gabriel Deschambault, consultant, septembre 2005

3.2.3. Charte du Mont-Royal 2002. Préparée à l'occasion du 125^e anniversaire du parc du Mont-Royal, présentée lors du Sommet du mont Royal tenu le jeudi 14 mars 2002

3.2.4. Décret 190-205 du gouvernement du Québec concernant la déclaration de l'arrondissement historique et naturel du Mont-Royal

3.3. Documentation à caractère historique ou archéologique

3.3.1. Le Mont Royal dans l'œuvre de Frederick Law Olmsted, C.E. Beveridge, traduction de H. Thibodeau, sans date

3.3.2. La vision de Frederick Law Olmsted relative au mont Royal, Daniel Chartier, Direction des grands parcs et de la nature en ville – Service de développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, Ville de Montréal, 31 mars 2008

3.3.2.1.1. Une annexe de citations, Daniel Chartier, Direction des grands parcs et de la nature en ville – Service de développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, Ville de Montréal, 31 mars 2008

3.4. Documentation sur le patrimoine naturel

3.4.1. État de situation sur les bois de l'arrondissement historique et naturel du mont Royal, Claude Thiffault, Direction des sports, des parcs et des espaces verts, Ville de Montréal, mai 2005

3.4.2. Gestion des eaux de surface et des milieux humides sur le Mont-Royal, Direction des grands parcs et de la nature en ville, Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, mai 2007

3.4.3. Inventaire de l'avifaune forestière de l'arrondissement historique et naturel du mont Royal, Direction des sports, des parcs et des espaces verts, Division de la gestion des grands parcs, Ville de Montréal, mars 2005

3.4.4. Inventaire des amphibiens et des reptiles sur le mont Royal au cours de l'année 2004, Ouellet, M., P. Galois et R. Pétel, 2004

3.4.5. Distribution des amphibiens et des reptiles sur le Mont-Royal, Martin Ouellet et al., décembre 2004

3.5. Documentation sur le patrimoine bâti

3.5.1. Synthèse des études réalisées en 2006 sur les propriétés des prêtres de Saint-Sulpice, présentée au Groupe de travail ad hoc : Prêtres de Saint-Sulpice, Morin Metcalfe avocats, Groupe Cardinal Hardy, GVA Devencore, Ville de Montréal, Ministère de la Culture et des Communications, par Beaupré et Michaud, architectes, février 2007

3.5.2. Le quartier général des incendies à Montréal (QGI) – Étude patrimoniale, Convertcité, Ville de Montréal, Chaire du Canada en patrimoine bâti, Université de Montréal, septembre 2006

3.5.3. Visite guidée : Arrondissement historique et naturel du Mont-Royal
http://patrimoine.ville.montreal.qc.ca/inventaire/tour_cadre.php?id=14

3.6. Documents sur l'accessibilité et les usages

3.6.1. Parc du Mont-Royal, Interfaces entre le parc du Mont Royal et le centre-ville, Ville de Montréal, Claude Cormier, mars 2006

3.6.2. L'accessibilité au parc du Mont-Royal et aux espaces verts de la montagne. Étude à l'intention de la Table de concertation du Mont-Royal dans le cadre de la consultation publique de la Commission sur l'environnement, le transport et les infrastructures du Conseil d'agglomération sur le Plan de transport, Conseil régional de l'environnement de Montréal, 2007

3.6.3. Clientèle du parc du Mont-Royal et du parc Jeanne-Mance, Rapport quatre saisons – 2006, par Maxime Duchesne, Impact Recherche, pour le Bureau du Mont-Royal, 7 décembre 2007

3.6.4. Le chemin de ceinture du Mont-Royal – Faciliter la découverte des patrimoines de la montagne, Daniel Chartier, Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, mars 2008

3.7. Documentation sur les paysages

3.7.1. Analyse paysagère et propositions d'aménagement, Parc du Mont-Royal, secteur Remembrance : Accès et sentiers du pôle d'accueil du Lac-aux-Castors, Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, Direction des sports, des parcs et des espaces verts, Vlan paysages, 18 avril 2007

3.7.2. Exercice de définition du paysage du mont Royal, rapport final, MBRODEUR CONSULTANT INC., 20 mars 2007

3.7.4 État des lieux et plan d'action pour la conservation et la mise en valeur des composantes patrimoniales des cimetières du mont Royal, MBRODEUR CONSULTANT INC., avril 2006

3.7.5 Évolution historique des paysages du Mont-Royal : étude complémentaire. Rapport final déposé au Bureau du Mont-Royal du Service de développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, Nicole Valois, BMR, juin 2006

3.7.6 Plan vert du cimetière Notre-Dame-des-Neiges – Volet biodiversité du projet de conservation au mont Royal, Hauts-Monts Inc., 2007

3.8. Cartes

3.8.1. Mount Royal Design Map – 1877 (Plan de Frederick Law Olmsted)

3.8.2. Le mont Royal et son réseau écologique, Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, Direction des grands parcs et de la nature en ville, 15 mai 2007

3.8.3. Évolution des bois sur le mont Royal, Ville de Montréal, 2005

3.8.4. Carte des engagements des institutions en matière de protection des patrimoines, Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, Direction des grands parcs et de la nature en ville, 7 février 2008

3.8.5. Inventaire de la végétation, Arrondissement historique et naturel du Mont-Royal, Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, Direction des grands parcs et de la nature en ville, 2006

3.8.6. Le Parc du Mont-Royal et ses limites, Ville de Montréal [sans date]

3.8.7. Carte de l'arrondissement historique et naturel du Mont-Royal, Ministère de la Culture et des Communications, [sans date]

4 Documents déposés par le Bureau du Mont-Royal, et de la Table de concertation du Mont-Royal

4.1. Texte de la recommandation de la Table de concertation concernant le « Plan de protection et de mise en valeur du Mont-Royal », Proposition du 15 mai 2007

4.2. Registre des consensus, 30 novembre 2007

4.3. Le mont Royal, L'Approche de protection. Présentation à la Table de concertation du Mont-Royal, 15 mai 2007

4.4. Mémoire de la Table de concertation du Mont-Royal à la Commission sur l'environnement, le transport et les infrastructures du conseil d'agglomération, 30 août 2007

- 4.5. Allocution de M. Claude Corbo : Notes pour la présentation du président de la Table de concertation du Mont-Royal, 18 mars 2008
- 4.6. **Ateliers thématiques**
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 - 4.6.3.1. Illustrations des vues intérieures – Points d’observation localisés dans le parc du Mont-Royal
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 - 4.6.4.2. Sécurité – Service de la police de la Ville de Montréal, 1er avril 2008
 - 4.6.4.3. L’accès et le chemin de ceinture, Ville de Montréal, 1er avril 2008
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- 4.8. Groupe de travail 2 – Tableau-synthèse - Enjeux et préoccupations, objectifs de conservation et de mise en valeur, Février 2006
- 5 **Hyperliens** (peuvent être consultés sur le site Internet de l’OCPM)
 - 5.1. **Documents de référence**
 - 5.1.1. Plan d’urbanisme de 1992
<http://www2.ville.montreal.qc.ca/ldvdm/jsp/ocpm/ocpm.jsp?laPage=references.jsp#orientations>
 - 5.1.2. Plan d’urbanisme de 2004
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 - 5.1.3. Plan préliminaire de mise en valeur du mont Royal, ville de Montréal, 1990
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 - 5.2.4. Politique de protection et mise en valeur des milieux naturels
http://ville.montreal.qc.ca/portal/page?_dad=portal&_pageid=4837,12379636&_schema=PORTAL
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 - 5.3.1. Loi sur les biens culturels
http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/B_4/B4.HTM
 - 5.3.2. Le cimetière patrimonial : un cadre de référence, Commissions sur les biens culturels
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 - 5.3.3. Abrégé de l’étude de caractérisation de l’Arrondissement historique et naturel du Mont-Royal, Commission des biens culturels, 2005
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- 5.3.5. Rapport sur l'avenir sur Mont-Royal, Commission des biens culturels, 2002 http://www.cbcq.gouv.qc.ca/grand_dossiers/mont_royal/index.html
- 5.3.6. Entente sur le développement culturel de Montréal www.mcc.gouv.qc.ca/index.php?id=1471
- 5.3.7. Contrat de ville entre la Ville de Montréal et le gouvernement du Québec 2003-2007 <http://www2.ville.montreal.qc.ca/ocpm/pdf/P24/5c7.pdf>
 - 5.3.7.1.1. Convention supplémentaire sur les modalités de transfert de la gestion de l'arrondissement historique et naturel du mont Royal et sur sa mise en valeur (avenant), 17 février 2003

5.4. Documentation complémentaire spécifique au mont Royal

- 5.4.1. Étude sur les espaces verts et sur les potentiels de verdissement des espaces gris de l'AHNMR, C. Paradis, 2006
- 5.4.2. Les valeurs et les patrimoines du mont Royal - Objectifs de conservation et de mise en valeur et principes d'intervention (document de travail), Ministère de la Culture et des Communications, Division du patrimoine, mars 2005
- 5.4.3. Aménagement des espaces publics de Montréal, Réservoir du Mont-Royal, Extrait du rapport d'inventaires archéologiques, 2004
- 5.4.4. Sommet du mont Royal, 14 mars 2002 <http://www.lemontroyal.qc.ca/anniversaire/10.html>
- 5.4.5. Étude prospective du parc du Mont-Royal en comparaison avec quatre grands parcs canadiens et américains, DBSF, 2006 http://ville.montreal.qc.ca/pls/portal/docs/page/bureau_mtroyal_fr/media/documents/etude_prospective_parc_montroyal.pdf
- 5.4.6. Chronologie des événements reliés à l'évolution du mont Royal et de son parc y compris ceux reliés à sa couronne basilaire, le tout accompagné des commentaires de l'auteur, Gilles Gagnon, ing.-arch.-urb., octobre 2002
- 5.4.7. Petite histoire du mont Royal, Bureau du Mont-Royal (Recueil iconographique historique)
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- 5.4.9. Vues de Montréal depuis le mont Royal, Bureau du Mont-Royal (Recueil iconographique historique)
- 5.4.10. Vues du mont Royal (de loin), Bureau du Mont-Royal (Recueil iconographique historique)
- 5.4.11. Plan d'action en art public, Ville de Montréal
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- 5.4.13. Le parc du Mont-Royal et ses abords, Bilan qualitatif et quantitatif des investissements réalisés dans la poursuite du Plan de mise en valeur du mont Royal, Daniel Chartier, Direction des sports, des parcs et des espaces verts - Service du développement culturel, de la qualité du milieu de vie et de la diversité ethnoculturelle, juin 2005
- 5.4.15. Cartes (1992) : Plan de mise en valeur du mont Royal / Le concept des trois sommets – Ville de Montréal
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5.4.18 Portrait des actions visant la protection et la mise en valeur du mont Royal du 18 février 2003 au 31 décembre 2007 - Évaluation externe, Proposition pour commentaires, présentée au Bureau du Mont-Royal, avril 2008, MBRODEUR CONSULTANT INC.

5.4.19 Inventaire de la végétation terrestre du mont Royal (2006-07), Kim Marineau, biologiste, M.Sc. Environnement, [sans date]

5.5. Documentation complémentaire générale

Charte de Venise

Charte de Burra

Convention européenne du paysage, Florence, 2000

5.6. Liens utiles

Ministère de la Culture, des Communications et de la Condition féminine

Bureau du Mont-Royal

Table de concertation du Mont-Royal

Réseau des grands parcs, Ville de Montréal

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7 Documentation déposée par la commission

7.1. Compte rendu de la rencontre préparatoire, 5 mars 2008

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- 8.1. Monsieur Michael Schafter (porte-parole pour : Cedar Crescent Roslyn-Circle Road Residential, Sun Youth et Infini Theatre for Performing Arts)
- 8.2. École Polytechnique
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9.8 Fédération des sociétés d'histoire du Québec

9.9 Arrondissement du Plateau Mont-Royal

Note : On peut trouver les annexes jointes au mémoire du Plateau-Mont-Royal sur le site de l'arrondissement :

http://ville.montreal.qc.ca/portal/page?_dad=portal&_pageid=98,9055927&_schema=PORTAL

9.9.1 Liste de la revue de presse

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9.11 Association pour le développement des sentiers de vélo de montagne au Québec

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9.15 Madame Ginette Cloutier

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11 Présentations sans mémoire

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Appendix 3

Collège Jean-de-Brébeuf
Report on the public consultation session
held on April 9, 2008



PROJET DE RÈGLEMENT P-04-047-60
Dispositions encadrant la réalisation d'un complexe sportif
sur la propriété du Collège Jean-de-Brébeuf

RAPPORT SUR LA SÉANCE DE
CONSULTATION PUBLIQUE TENUE LE 9 AVRIL 2008

Le 20 mai 2008



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Montréal, le 20 mai 2008

Monsieur Gérard Tremblay, maire
Monsieur Frank Zampino, président du comité exécutif
Ville de Montréal
275, rue Notre-Dame Est
Montréal (Québec) H2Y 1C6

Objet : Rapport de consultation publique sur le projet de règlement P-04-047-60 modifiant le Plan d'urbanisme de Montréal visant à introduire dans son document complémentaire de nouvelles mesures de protection et de mise en valeur du Mont-Royal – Tiré à part concernant le projet de complexe sportif du Collège Jean-de-Brébeuf

Monsieur le Maire,
Monsieur le Président du comité exécutif,

En février 2008, le Conseil municipal adoptait un projet de règlement visant à intégrer au processus de mise en place des mesures de protection et de mise en valeur du Mont-Royal, les paramètres d'un projet de développement de la propriété du Collège Jean-de-Brébeuf, un nouveau complexe sportif qui venait de recevoir l'accord de principe de l'arrondissement Côte-des-Neiges-Notre-Dame-de-Grâce. (Sommaire décisionnel du 28-02-01).

Je vous remets, à la demande de l'arrondissement Côte-des-Neiges/Notre-Dame-de-Grâce, un tiré à part du rapport de l'Office de consultation publique portant sur ce projet. Ce document fait suite à une rencontre de consultation tenue le 9 avril 2008 sur les dispositions encadrant la réalisation de ce projet et qui sont contenues au projet de règlement cité en rubrique. Il présente le portrait des opinions exprimées et l'analyse élaborée par les commissaires.

Le 20 mai 2008
Monsieur Gérald Tremblay
Monsieur Frank Zampino

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La commission constate que la volumétrie et l'emplacement proposés pour le projet de complexe sportif n'ont pas soulevé de préoccupations particulières de la part des participants. L'inclusion du bois de Brébeuf (Bois des Pères) à la carte des milieux naturels protégés de toute construction a été accueillie très favorablement. Les participants ont formulé plusieurs suggestions concernant les engagements proposés dans le cadre du Pacte patrimonial qui méritent considération :

- l'inclusion du bois de Brébeuf au réseau écologique de la montagne, et la prise en compte des aspects liés à la gestion des eaux de surface et des eaux souterraines dans le suivi de ce réseau;
- la réalisation d'une étude de l'historique des aménagements, dans le cadre de l'évaluation de la valeur paysagère de la propriété;
- la mise en place de mesures de protection des intérieurs pour la mise en valeur des bâtiments.

Ils ont également souhaité qu'un examen à caractère public, incluant les membres de la Table de concertation, soit favorisé pour permettre la bonification du projet au chapitre de l'architecture et des aménagements paysagers.

Dans ce contexte et puisque les modifications proposées au projet de règlement cité en rubrique concernant le complexe sportif du Collège Jean-de-Brébeuf apparaissent appropriées, il est recommandé d'aller de l'avant pour permettre au Collège Jean-de-Brébeuf de poursuivre les démarches nécessaires à l'octroi de subventions gouvernementales pour son projet.

L'Office rendra ce rapport public le 3 juin 2008, à moins que vous ne souhaitiez qu'il le fasse à une date plus rapprochée. De plus, si vous le jugez opportun, je pourrais me rendre disponible pour présenter le rapport aux élus concernés.

Veuillez agréer, Monsieur le Maire, Monsieur le Président du comité exécutif, l'expression de mes sentiments les meilleurs.

La présidente,

Louise Roy

.../3

Le 20 mai 2008
Monsieur Gérald Tremblay
Monsieur Frank Zampino

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c.c Madame Helen Fotopulos
 Membre du comité exécutif
 Mairesse de l'arrondissement Le Plateau-Mont-Royal

 Monsieur André Lavallée
 Membre du comité exécutif
 Responsable de l'urbanisme et de l'aménagement du territoire

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Annexe 1 – Les renseignements relatifs à la séance du 9 avril 2008

Annexe 2 – La documentation

Introduction

En janvier 2008, le conseil municipal a mandaté l'Office de consultation publique de Montréal pour qu'il tienne une consultation publique sur le Plan de protection et de mise en valeur du Mont-Royal, ainsi que sur un projet de règlement modifiant le Document complémentaire au Plan d'urbanisme. Lors de sa rencontre de février 2008, le conseil municipal adoptait un nouveau projet de règlement remplaçant celui de janvier et qui incorporait les dispositions relatives au Collège Jean-de-Brébeuf.

L'approche proposée vise un ensemble de mesures de protection concernant les milieux naturels, les milieux construits et aménagés ainsi que les paysages. Ces mesures sont traduites par de nouvelles dispositions modifiant le plan et les règlements d'urbanisme. Le Plan de protection et de mise en valeur prévoit également la conclusion d'ententes avec les institutions, pour l'encadrement des aspects qui ne sont pas normatifs, comme la gestion, l'entretien et l'accessibilité à leur propriété.

Dans le cadre des travaux de la commission portant sur le projet de Plan de protection et de mise en valeur du Mont-Royal, les citoyens ont été invités à participer, le 9 avril 2008, à une séance d'information sur le projet de construction d'un complexe sportif sur la propriété du Collège Jean-de-Brébeuf, ainsi que sur les dispositions réglementaires qui en permettent la réalisation.

Cette séance a été tenue car le Collège Jean-de-Brébeuf est la seule propriété pour laquelle le projet de règlement P-04-047-60 modifiant le Document complémentaire permet spécifiquement une nouvelle construction. En effet, en ce qui a trait aux institutions, le projet de règlement limite les interventions possibles à celles déjà convenues dans le cadre d'un règlement particulier, ou encore à celles requises pour assurer la mise aux normes des bâtiments.

Cette séance a aussi été tenue en faveur de l'arrondissement Côte-des-Neiges–Notre-Dame-de-Grâce, qui s'est engagé auprès de la Table de concertation du Mont-Royal à tenir une consultation publique sur tout projet institutionnel, à l'intérieur de l'arrondissement historique et naturel, qui déroge à la réglementation d'urbanisme.

Des représentants des Amis de la montagne, d'Héritage Montréal et de la Société d'histoire de la Côte-des-Neiges, de même qu'un citoyen et un professeur du Collège, sont intervenus au cours de la séance du 9 avril. Les Amis de la montagne, le CRE-Montréal et Héritage Montréal ont aussi présenté des commentaires sur le projet du Collège Jean-de-Brébeuf dans leur mémoire portant sur le Plan de protection et de mise en valeur du Mont-Royal, les 23 et 28 avril.

Ce document comprend deux chapitres. Le premier présente les principales composantes du projet de complexe sportif et son cadre réglementaire. Le second propose une synthèse des interventions des participants. Les constats et recommandations qui en découlent sont formulés en conclusion.

Ce document fait partie intégrante du rapport de la commission portant sur le projet de Plan de protection et de mise en valeur du Mont-Royal et sur le projet de règlement P-04-047-60 modifiant le Document complémentaire au Plan d'urbanisme. Il est présenté pour rendre compte des opinions recueillies dans le cadre de ses travaux et portant spécifiquement sur le projet du Collège Jean-de-Brébeuf.

1. Le projet du Collège Jean-de-Brébeuf

Au printemps 2007, le Collège Jean-de-Brébeuf a présenté à l'arrondissement Côte-des-Neiges–Notre-Dame-de-Grâce un projet de construction d'un nouveau complexe sportif. Ce projet vise à répondre aux exigences du ministère de l'Éducation, du Loisir et du Sport concernant les types d'activités offertes aux étudiants, dans le cadre des cours d'éducation physique.

Le Collège présente en effet un déficit en plateaux sportifs intérieurs, depuis plusieurs années. Les cours d'escalade, par exemple, sont présentement dispensés au CEGEP André-Laurendeau.

Ce projet a été évalué dans le cadre de la procédure de révision architecturale de l'arrondissement. Le Comité consultatif d'urbanisme, le Conseil du patrimoine de Montréal et le ministère de la Culture, des Communications et la Condition féminine ont présenté une recommandation défavorable au conseil d'arrondissement, notamment parce que l'emplacement proposé, entre le bâtiment principal et l'aréna, ne permettait pas de mettre en valeur l'alignement dominant de la façade de la propriété.

À l'automne 2007, le Collège a proposé de construire le complexe sportif à l'arrière du bâtiment principal, dans une cour intérieure asphaltée, entre le pavillon Lalemant (pavillon des Sciences), le gymnase et la salle Brébeuf. Les nouvelles installations permettent de presque doubler la superficie des plateaux sportifs intérieurs et comprennent un gymnase double, une salle multifonctionnelle, une salle d'entraînement, un mur d'escalade, des vestiaires ainsi que des locaux techniques et administratifs.

Le nouveau bâtiment serait accolé à la salle Brébeuf, et l'entrée extérieure donnant sur la rue Decelles serait commune au complexe sportif et à la salle de spectacles. L'accès au complexe sportif se ferait aussi de l'intérieur du collège, depuis le bloc gymnase existant. Une cour plantée d'arbres serait aménagée entre le complexe sportif et le pavillon des Sciences.

Le projet présenté à l'automne 2007 a reçu un accord de principe de l'arrondissement Côte-des-Neiges–Notre-Dame-de-Grâce ainsi qu'un avis favorable du Conseil du Patrimoine. Il a également reçu l'autorisation du ministère de la Culture, en février 2008.

Le Collège Jean-de-Brébeuf a par ailleurs convenu des engagements suivants, proposés dans le cadre du Pacte patrimonial entériné par la Ville et les 14 institutions de l'arrondissement historique et naturel :

- la réactualisation de l'entente de protection du bois de Brébeuf avec la Ville ;
- la conservation et la mise en valeur des bâtiments significatifs et d'intérêt ;
- l'évaluation de la valeur paysagère du bois de Brébeuf ;
- l'évaluation de la valeur paysagère des espaces verts du collège.

Cette démarche de planification concertée étant conforme aux orientations du Plan de protection et de mise en valeur du Mont-Royal, des dispositions réglementaires spécifiques au projet du Collège ont été ajoutées au projet de règlement P-04-047-60 modifiant le Document complémentaire du Plan d'urbanisme.

Ces dispositions comprennent :

- des hauteurs minimale et maximale pour le bâtiment projeté, exprimées sous la forme de cotes altimétriques (123 m et 129,5 m). Afin d'assurer une volumétrie uniforme pour l'ensemble des bâtiments, la hauteur maximale a été établie par rapport à la façade du pavillon Lalemant, en avant-plan, et la hauteur minimale par rapport à celle de la salle Brébeuf, en arrière-plan ;
- un taux d'implantation maximal de 20% sur l'ensemble de la propriété ;
- l'inclusion du Bois des Pères (environ 2,25 ha) à la carte des milieux naturels et espaces verts protégés de toute construction.

En ce qui a trait à la hauteur d'un nouveau bâtiment, la réglementation d'arrondissement prévoit présentement pour le site du Collège une hauteur maximale de 2 étages (9 mètres), tandis que le Plan d'urbanisme permet une hauteur de 3 à 12 étages (44 mètres). Le projet amène la construction d'un bâtiment de deux étages, constitué d'une palestre et d'un gymnase, avec une hauteur hors sol d'environ 14 mètres. La hauteur maximale hors sol prescrite serait 14 mètres à la membrane de la toiture, et 16 mètres aux dépassements au toit comme les parapets, les cheminées et les événements.

Les dispositions réglementaires concernant les hauteurs, le taux d'implantation et le Bois des Pères devront être traduites dans la réglementation de l'arrondissement, dans les 90 jours suivants l'adoption du projet de règlement P-04-047-60. Par la suite, une demande de permis de la part du Collège devra faire l'objet d'une révision architecturale. Le Comité consultatif d'urbanisme, le Conseil du Patrimoine et le ministère de la Culture évalueront les aspects liés par exemple à l'architecture et aux aménagements paysagers, dans le cadre du règlement sur les Plans d'implantation et d'intégration architecturales (PIIA) de l'arrondissement.

Le budget a été établi à près de 10,5 millions de dollars. Le Collège a obtenu une subvention du ministère de l'Éducation, du Loisir et du Sport, de l'ordre de 15% du coût des travaux. Cette subvention prévoit une entente de partage d'utilisation des locaux avec la municipalité.

Le Collège a récemment entrepris des discussions à cet égard avec la Direction de la culture, des sports, des loisirs et du développement social de l'arrondissement. La conclusion d'une entente permettra au Collège d'offrir à la communauté l'utilisation des nouveaux plateaux sportifs intérieurs, sous forme de gratuité.

2. Les préoccupations et les opinions des participants

Ce chapitre rend compte des informations fournies par les représentants de la ville et par ceux du Collège Jean-de-Brébeuf, lors de la séance tenue le 9 avril 2008, ainsi que des préoccupations et des opinions formulées par les participants.

Les milieux naturels

Les participants ont soulevé plusieurs questions concernant la protection du Bois des Pères, le remplacement de la biomasse, ainsi que la gestion des eaux de surface et des eaux souterraines.

Le Bois des Pères

En 1996, le Collège s'est engagé auprès de la Ville de Montréal à protéger le Bois des Pères pour une période de vingt ans. En contrepartie, la Ville fournit une expertise arboricole pour les travaux d'entretien, qui constituent les seules interventions autorisées. De plus, depuis 2006, la réglementation de l'arrondissement prévoit que toute intervention à l'intérieur d'une bande de protection de 30 mètres, au pourtour du bois, doit faire l'objet d'un permis.

Le Collège utilise le bois à des fins éducatives, et sensibilise ses étudiants et son personnel à l'importance de le protéger. Des barrières physiques ont été installées, et il est interdit d'y circuler pour accéder par exemple à la station de métro. Le Centre de la petite enfance de l'École des Hautes études commerciales utilise par ailleurs la clairière comme aire de récréation.

La tempête de pluie verglaçante de janvier 1998 a eu un impact significatif sur l'état de santé du bois. Les travaux d'entretien réalisés depuis ont permis d'en améliorer la condition générale.

L'inclusion du Bois des Pères à la carte des milieux naturels et espaces verts protégés, dans le document complémentaire, permettra de pérenniser les mesures de protection du bois. Les modalités de prolongation de l'entente de conservation, au-delà de 2016, font l'objet de discussions entre le Bureau du Mont-Royal et le Collège depuis 2008.

Les participants ont félicité le Collège pour son engagement à protéger le Bois des Pères et à le maintenir à l'état naturel. Ils ont demandé que des efforts particuliers soient déployés, notamment auprès de la clientèle étudiante, pour dissuader les activités pouvant causer des dommages et pour faire connaître les mesures de protection.

Les mesures de remplacement de la biomasse

Les Amis de la montagne ont posé plusieurs questions sur la nature et la portée des mesures de remplacement de la biomasse, prévues dans le Plan de protection et de mise en valeur, et sur leur application dans le cas du projet du Collège Jean-de-Brébeuf.

La Ville prévoit d'abord développer un outil de référence pour qualifier la biomasse, dans l'ensemble de l'arrondissement historique et naturel. Par la suite, les institutions seront invitées à accroître la biomasse, sur un horizon de 15 ans, par de nouvelles plantations à même leur propriété.

En ce qui a trait au projet de complexe sportif du Collège, un ratio de 2,5 est prévu pour le remplacement de chaque arbre coupé. Les aménagements paysagers seront évalués dans le cadre du PIIA.

La gestion des eaux de surface et des eaux souterraines

Un citoyen a demandé si la proposition de développer une stratégie de gestion des eaux de surface, présentée dans le Plan de conservation et de mise en valeur, permettrait de récupérer les eaux de ruissellement sur la montagne. Par ailleurs, Héritage Montréal a souligné que la gestion des eaux souterraines devrait être ajoutée à l'ensemble des problématiques identifiées, notamment pour mieux documenter l'impact des travaux d'excavation et de drainage sur les niveaux d'eau dans le sol.

La Ville encourage l'adoption de mesures visant à limiter les débits de pointe dans les réseaux d'égouts, par exemple à l'aide de bassins de rétention des fortes pluies. Les eaux captées sont cependant rarement réutilisées, principalement à cause des impacts potentiels sur la santé publique. Certaines institutions ont toutefois mis sur pied des projets expérimentaux, qui comprennent des mesures exhaustives de gestion et de contrôle de la qualité des eaux de pluie récupérées.

L'aménagement de bassins de captage et la réutilisation des eaux de pluie pour fins d'arrosage, sur la montagne, pourrait comporter certains avantages mais également plusieurs inconvénients, comme la modification des conditions écologiques et le lessivage des sols. La Ville ne disposerait pas, par ailleurs, d'informations ou d'études spécifiques portant sur la nature et la qualité des eaux souterraines, dans l'arrondissement historique et naturel.

Les milieux construits et aménagés

Les participants n'ont pas soulevé de préoccupation particulière quant à l'implantation et la volumétrie proposées pour le projet de complexe sportif du Collège. Ils ont toutefois demandé des précisions sur les mesures prévues pour la protection de l'intérieur des bâtiments, pour l'aménagement des aires libres ainsi que pour la construction de toits verts.

L'intérieur des bâtiments

Héritage Montréal a souligné les efforts consentis par le Collège pour la rénovation de l'intérieur des bâtiments existants, comme la chapelle, et a demandé si des mesures particulières étaient prévues dans le Plan de protection et de mise en valeur.

Le projet de règlement modifiant le Document complémentaire ne prévoit pas de disposition normative à l'égard de la protection des intérieurs, car ces travaux doivent être autorisés par la Régie du Bâtiment.

En ce qui a trait à l'entretien d'établissements institutionnels, la ville offre de l'expertise sur l'application du Code du bâtiment, pour l'adoption de mesures de remplacement permettant de préserver le caractère des éléments d'origine.

Le Collège a confirmé sa volonté de protéger tous les éléments à valeur patrimoniale de sa propriété, incluant l'intérieur des bâtiments visés par le plan de mise aux normes des installations. Ce serait le cas par exemple de l'entrée du bâtiment principal du Collège.

L'aménagement des aires libres

Les Amis de la montagne ont demandé si des mesures étaient prévues pour la protection des aires libres sur les propriétés institutionnelles, comme les parterres et les cours avant. Héritage Montréal a demandé si l'installation de gazon synthétique, sur les plateaux sportifs extérieurs, contrevenait à l'objectif de réduire la minéralisation des cours.

Le Plan d'urbanisme adopté en 2004 prévoit des mesures de protection des aires libres dans l'arrondissement historique et naturel. Tout projet fait l'objet d'une révision architecturale, incluant la plantation ou l'abattage d'arbres, et le déplacement ou la création de voies d'accès. Les critères de PIIA visent une protection de la végétation existante et du caractère d'ensemble du paysage.

L'objectif de réduire la minéralisation des cours, dans le projet de document complémentaire, vise surtout les propriétés résidentielles. Aucune mesure n'est prévue pour limiter l'utilisation de gazon synthétique, sur les plateaux sportifs extérieurs des institutions et dans les parcs municipaux. Le Plan de protection et de mise en valeur privilégie plutôt un programme d'accroissement de la biomasse, sur un horizon de 15 ans.

Le projet du Collège ne comprend pas l'installation de surfaces synthétiques, et prévoit une diminution des espaces asphaltés. La construction du complexe sportif entraînerait la perte d'une vingtaine de cases de stationnement, qui ne seront pas remplacées. De plus, le Collège prévoit réaménager le stationnement situé à l'avant de la propriété et en diminuer la superficie.

Le Collège favorise par ailleurs l'utilisation du transport en commun, et contribue aux travaux du centre de gestion des déplacements dans l'arrondissement. Le Collège devrait aussi récupérer au cours des prochaines années une quarantaine de cases de stationnement, actuellement louées aux employés de l'Hôpital Sainte-Justine.

L'aménagement de toits verts

Un citoyen a félicité l'arrondissement pour l'aménagement d'un toit vert sur la Maison de la Culture Côte-des-Neiges. Il a demandé si le Document complémentaire encourageait les institutions à s'équiper de toits verts pour les nouveaux bâtiments, ou encore lors de la réfection de toitures existantes.

Le Plan d'urbanisme comprend un engagement à aménager des toits verts sur les bâtiments municipaux, tandis que le Plan de conservation et de mise en valeur identifie l'aménagement de toits verts comme une mesure compensatoire pour la biomasse.

Le Document complémentaire ne prévoit pas de mesure réglementaire concernant les toits verts, car ces aménagements n'ont pas encore été intégrés au Code de construction et au Code national du bâtiment. De plus, les toits verts ne seraient pas toujours reconnus par les assureurs, car les possibilités d'infiltration d'eau et de propagation d'incendies, par les toitures, sont susceptibles d'entraîner des dommages aux bâtiments.

Le Collège n'a pas considéré l'aménagement d'un toit vert sur le nouveau complexe sportif. En effet, le bâtiment présente une structure assez légère, avec de grandes portées, et ne pourrait pas

supporter de surcharge sans modifications importantes au niveau de la structure. Sur le plan de l'environnement, l'institution a préféré concentré ses efforts sur l'efficacité énergétique, en privilégiant l'utilisation de la géothermie pour fins de chauffage et de climatisation du nouveau bâtiment.

Les paysages

Les participants ont demandé des précisions sur l'évaluation paysagère de la propriété, et sur les mesures de protection concernant l'éclairage et les équipements au toit.

La valeur paysagère de la propriété

Héritage Montréal a demandé si les archives du Collège pouvaient être utilisées pour étudier l'historique des aménagements sur la propriété du Collège. La Société d'histoire la Côte-des-Neiges a proposé que des panneaux d'interprétation soient installés sur la propriété, à l'intention de la clientèle étudiante et des passants. Les Amis de la montagne ont suggéré que les aménagements paysagers qui seront réalisés, notamment pour augmenter la biomasse, permettent de camoufler le bâtiment de l'aréna, qui présente un caractère étranger à la qualité architecturale de l'ensemble des bâtiments.

Le Collège a indiqué que les Jésuites possèdent une collection imposante d'archives qui pourra être mise à profit pour documenter l'évolution de la valeur paysagère de la propriété. En ce qui a trait à l'évaluation paysagère du bois et des espaces verts du Collège, elle sera réalisée conjointement avec le Bureau du Mont-Royal dans le cadre de l'étude prévue pour l'ensemble de l'arrondissement historique et naturel.

Ces évaluations paysagères permettront d'identifier les mesures particulières pour l'entretien et le suivi de l'état de santé du bois, de même que pour la mise en valeur des espaces verts du Collège. Toutes les interventions qui seront réalisées feront l'objet d'une révision architecturale par le Comité consultatif d'urbanisme, le Conseil du Patrimoine et le ministère de la Culture.

Les mesures de protection

Héritage Montréal a noté que les esquisses du projet présentent un bâtiment recouvert d'une « peau de verre », et a demandé si l'impact de l'éclairage intérieur des bâtiments sur le voisinage serait pris en compte.

Le Document complémentaire ne prévoit que des dispositions relatives à l'éclairage extérieur. Toutefois, la réglementation de l'arrondissement historique et naturel ne permettrait pas la construction d'un bâtiment complètement vitré.

Par ailleurs, l'emplacement retenu fait en sorte que l'entrée de lumière naturelle pourrait nuire aux activités physiques. La fenestration devra donc être pourvue de mécanismes permettant de limiter la luminosité intérieure, en particulier à certaines heures de la journée.

Les participants ont noté que le Collège ne fait pas partie des secteurs visés par le Document complémentaire, localisés sur le flanc sud de la montagne, et requérant l'intégration soignée des équipements hors toit. À cet égard, le projet de complexe sportif prévoit l'aménagement d'une salle mécanique au sous-sol du bâtiment, ce qui permettra de réduire l'impact visuel des équipements et d'en faciliter l'entretien.

Le projet de complexe sportif

Les mémoires des Amis de la montagne, du CRE-Montréal et d'Héritage Montréal, déposés dans le cadre de la consultation portant sur le Plan de protection et mise en valeur du mont Royal, comprennent plusieurs commentaires concernant le projet du Collège Jean-de-Brébeuf.

Les Amis de la montagne ont été étonnés qu'une consultation publique sur un projet de développement institutionnel se tienne à l'intérieur même de la consultation portant sur le Plan de protection et de mise en valeur du Mont-Royal. Bien que l'implantation et la volumétrie proposées pour le complexe sportif paraissent acceptables, les informations présentées en séance publique se situent bien en amont d'une proposition finale, ce qui ne permettrait pas une réelle participation citoyenne en vue de la bonification du projet. Dans ce contexte, l'organisme souhaite que les membres de la Table de concertation participent aux discussions soulevées par l'application concrète des mesures de protection dans l'arrondissement historique et naturel afin de proposer des réajustements, le cas échéant.

Le CRE-Montréal est d'avis que tous les milieux naturels et les bois sur la montagne, incluant le bois de Brébeuf, doivent être intégralement conservés et intégrés dans le réseau écologique. Selon eux, de tels milieux sont rares et irremplaçables en zone urbaine, indépendamment de leur qualité intrinsèque évaluée sur le plan écologique.

Selon Héritage Montréal, le projet présenté en séance publique porte une attention particulière à la qualité de son intégration dans le secteur et offre l'occasion de vérifier concrètement plusieurs bonnes intentions énoncées dans le projet de Plan de protection et de mise en valeur, le Pacte patrimonial et le Document complémentaire. Le projet révèle toutefois plusieurs manques dans la prise en compte des préoccupations patrimoniales, notamment en ce qui a trait à l'historique des aménagements sur la propriété, à la protection de l'intérieur des bâtiments, et au suivi de l'état de santé du Bois des Pères.

Conclusion

La consultation publique sur le Plan de protection et de mise en valeur du Mont-Royal a permis de présenter les mesures de protection prévues pour la propriété du Collège Jean-de-Brébeuf, incluses au projet de règlement modifiant le Document complémentaire du Plan d'urbanisme, ainsi que les engagements convenus par le Collège dans le cadre du Pacte patrimonial.

La commission constate que la volumétrie et l'emplacement proposés pour le projet de complexe sportif ont fait l'objet d'une analyse soignée, dans le cadre de la procédure de révision architecturale de l'arrondissement. Ces éléments n'ont pas soulevé de préoccupations particulières de la part des participants à la consultation publique.

L'inclusion du bois de Brébeuf (Bois des Pères) à la carte des milieux naturels protégés de toute construction a été accueillie très favorablement. Une bande de protection de 30 mètres, au pourtour du bois, est par ailleurs prescrite par la réglementation de l'arrondissement, depuis 2006.

En ce qui a trait aux engagements proposés dans le cadre du Pacte patrimonial, les participants ont formulé plusieurs suggestions qui méritent une attention particulière :

- l'inclusion du bois de Brébeuf au réseau écologique de la montagne, et la prise en compte des aspects liés à la gestion des eaux de surface et des eaux souterraines dans le suivi de ce réseau ;
- la réalisation d'une étude de l'historique des aménagements, dans le cadre de l'évaluation de la valeur paysagère de la propriété ;
- la mise en place de mesures de protection des intérieurs, pour la mise en valeur des bâtiments.

Les participants souhaitent participer à la bonification des éléments du projet concernant l'architecture et les aménagements paysagers, qui seront évalués dans le cadre de la procédure de révision architecturale de l'arrondissement. À cet égard, un examen à caractère public, incluant la participation des membres de la Table de concertation du Mont-Royal, devrait être favorisé.

Dans ce contexte et puisque les modifications proposées au projet de règlement P-04-047-60 concernant le complexe sportif du Collège Jean-de-Brébeuf apparaissent appropriées, il est recommandé d'aller de l'avant pour permettre au Collège Jean-de-Brébeuf de poursuivre les démarches nécessaires à l'octroi de subventions gouvernementales pour son projet.

Fait à Montréal, le 20 mai 2008

Catherine Chauvin, présidente de séance

Louis Dériger, commissaire

Annexe 1 – Les renseignements relatifs à la séance du 9 avril

Le mandat

L'Office de consultation publique de Montréal a reçu du conseil municipal de la Ville de Montréal le mandat de consulter les citoyens, conformément à la résolution CM08 0114 du 25 février 2008, sur le Plan de protection et de mise en valeur du Mont-Royal et sur le projet de règlement P-04-047-060 modifiant le Document complémentaire au Plan d'urbanisme.

La séance d'information

Une séance d'information portant sur les dispositions encadrant la réalisation d'un complexe sportif sur la propriété du Collège Jean-de-Brébeuf a été tenue le 9 avril 2008, au sous-sol l'église St-Kevin, au 5590 chemin de la Côte-des-Neiges. Le 2 avril, un avis annonçant la consultation a paru dans le quotidien Actualités Côte-des-Neiges.

L'équipe de l'OCPM

Mme Catherine Chauvin, présidente de séance
M. Louis Dériger, commissaire
M^{me} Marie-France Le Blanc, analyste
M. Luc Doray, secrétaire général
M. Éric Major, attaché de recherche et de documentation
M^{me} Anik Pouliot, coordonatrice logistique
M. Lazar Aguiar, responsable de l'accueil

Les porte-parole et les personnes ressources

Pour l'arrondissement Côte-des-Neiges–Notre-Dame-de-Grâce

Louis Brunet, Chef de division

Pour le Bureau du patrimoine, de la toponymie et de l'expertise, Ville de Montréal

M. Gilles Dufort, Chef de division

M^{me} Céline Topp, Directrice

Pour le Collège Jean-de-Brébeuf

M. Michel April, directeur général

M^{me} Isabelle Roy, architecte, Menkès Shonner Dagenais Letourneux Architectes

Les participants (par ordre d'intervention)

M. Dinu Bumbaru, Héritage Montréal

M. Jean-Pierre Monet

M. Jean-François Hallé, Les Amis de la montagne

M. Pierre Ramet, La Société d'histoire de la Côte-des-Neiges

M. Pierre Charrette, membre du conseil d'administration du Collège Jean-de-Brébeuf et professeur d'éducation physique

Annexe 2 – La documentation

1. Projet

- 1.1. Sommaire décisionnel, février 2008
- 1.2. Règlement modifiant le plan d'urbanisme
- 1.3. Avis du Conseil du patrimoine de Montréal (A08-CDNNDG-07), 7 avril 2008
- 1.4. Projet de modification du Document complémentaire au Plan d'urbanisme - Dispositions encadrant la réalisation d'un complexe sportif sur la propriété du Collège Jean-de-Brébeuf, 9 avril 2008

2. Démarche de consultation

- 2.1. Avis public
- 2.2. Document sur le projet du complexe sportif du Collège Jean-de-Brébeuf
- 2.3. Formulaire de dépôt des mémoires

3. Documentation déposée par la Commission

- 3.1. Nouveau complexe sportif, Collège Jean-de-Brébeuf, Menkès Shonner Dagenais Letourneux Architectes
- 3.2. Pourquoi un complexe sportif ?, Collège Jean-de-Brébeuf
- 3.3. Communiqué Gouvernement du Québec, cabinet du ministre de l'Éducation, du Loisir et du Sport et ministre de la Famille – Nouveau complexe sportif au Collège Jean-de-Brébeuf – Québec annonce une aide de près de 2 M\$
- 3.4. Communiqué du Collège Jean-de-Brébeuf – Construction du complexe sportif : 1ère pelletée de terre – Juin 2008
- 3.5. Autorisation – Ministère de la Culture, des communications et de la Condition féminine, 15 février 2008

4. Transcriptions

- 4.1. Séance d'information tenue le 9 avril 2008

Le mandat de l'Office de consultation publique de Montréal

L'Office de consultation publique de Montréal a été créé par l'article 75 de la Charte de la Ville de Montréal. Il réalise des mandats de consultation publique relatifs aux différentes compétences de la Ville, notamment sur les projets d'urbanisme et d'aménagement du territoire, ou sur tout projet désigné par le conseil municipal ou le comité exécutif.

Remerciements

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