

The *Communauté Métropolitaine de Montréal* ten years after: The Ups and Downs of Metropolitan Governance

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Outline

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 - Metropolitanization
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 - Montréal
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- ◉ Communauté métropolitaine de Montréal
- ◉ Discussion
 - The Ups and Downs of Metropolitan Governance
 - Land-Use Planning
 - Tax-Base Sharing
- ◉ Conclusion

Context - Metropolitanization

- ❑ Half of world's population is urban (UN, 2007)
 - ❑ Concentration of people and activities in the largest cities
 - ❑ Remodelling of territories
 - ❑ Transformation of the State following the rescaling of territories
 - ❑ New configuration of actors (or urban regimes) on the metropolitan scene
 - ❑ New issues
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- ❑ Advocate for a restructuring of politics



Context – Metropolitan Governance

- ⦿ Old debate
 - Idea of “One island, one city” in Montréal: 1910
 - Metropolitan reform movement VS Public choice theory
- ⦿ New Regionalism
 - Arguments based on:
 - Urban and economic interdependence between the core city and its surrounding suburbs;
 - Economic competitiveness which, in a context of globalization, is played out between the city-regions;
 - Social and environmental sustainability of metropolitan development.
 - Not only one good way to govern metropolitan areas
 - Participate in the debate on the transformation of the state from government to governance

Context – Montréal : an animated metropolitan debate in the 1990s and early 2000s

- A series of task-forces and propositions for a reform of the

Montréal City-Region

- 2000-2001... 2006 : An era of reforms
 - 2000 Communauté métropolitaine de Montréal
 - Large amalgamations –Ontario's style
 - A borough system for the new City of Montréal
- Metropolitan governance in the Montréal metropolitan area has undergone one of the most radical institutional reforms in OECD countries in recent years. (OECD Territorial review of Montreal, 2004).

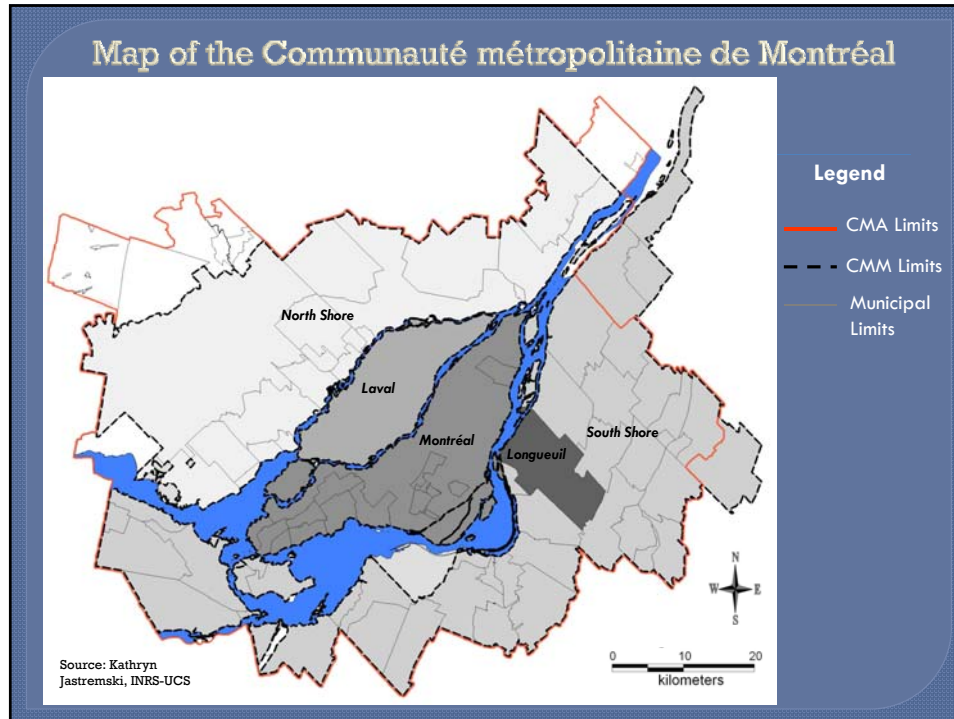
Thesis

- The Communauté métropolitaine de Montréal did not introduce any innovative shift from government to governance
 - Enhancement of the power of local institutional structures on territorial public policies
- Analyses
 - Land use planning
 - Tax base sharing program

Communauté métropolitaine de Montréal (CMM)

- Created in 2001 (municipal reorganization)
- Planning, coordinating, and financing agency
- 3.7 million residents, 82 municipalities, 4,360 km², approximately the Census Metropolitan Area (CMA) of Montréal
- Fields of intervention:
 - land use planning, economic development, artistic or cultural development, social housing, facilities, infrastructures, services and activities of metropolitan matters, public transit and the metropolitan road network, waste management, and water and air pollution control





Communauté métropolitaine de Montréal (CMM)

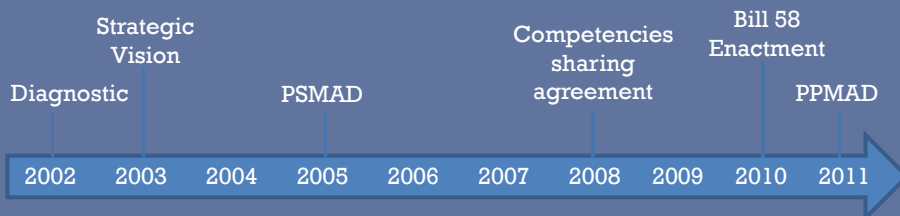
- Managed by a 28-member Council composed of local elected officials
- Light body
 - No taxing power. Funding:
 - Mostly from contributions by member municipalities according to their respective tax bases
 - Also from conditional governmental grants
 - Small budget (100 M\$ in 2011)

Discussion Ups and Downs of metropolitan governance

- Designed to be a low-interference agency, at the very beginning
- "Municipalization" of an institution that was meant to be innovative
 - Turn towards municipal solution, after a desire to include civil society at the time of the Commission de développement de la métropole (CDM)
 - No real involvement by civil society

Discussion Land-Use Planning

- Mandate
 - To adopt a metropolitan land use and development framework (SMAD)
- Achievements



Discussion Land-Use Planning

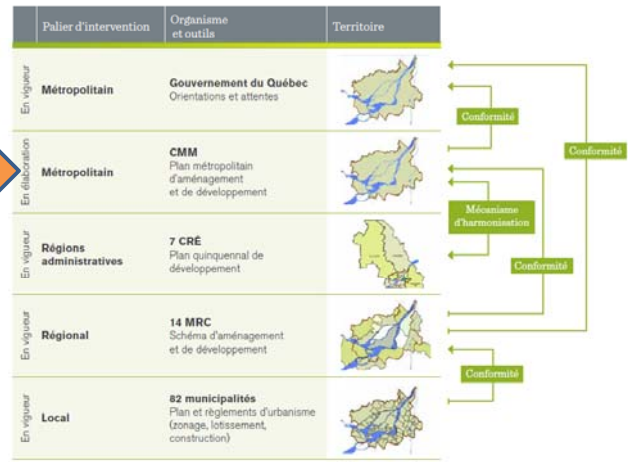
- No collaborative behaviour
 - Municipalities have never accepted the replacement of MRC's frameworks
 - Municipal elected officials wanted a less restrictive metropolitan plan
- Leadership played by UMQ
 - Proposal for a new competencies sharing agreement elaborated by UMQ (adopted by CMM's Council in 2008)
 - Enactment of Bill 58, according to the competencies sharing agreement
 - Change in the Act: reduction of metropolitan power

Discussion Land-Use Planning



Discussion Land-Use Planning

Figure 1 - Les paliers de planification sur le territoire de la CMM



Discussion Land-Use Planning

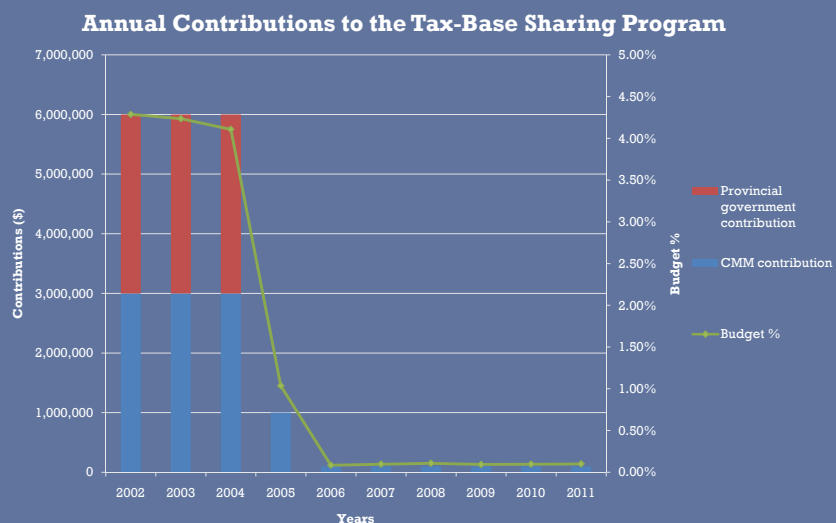
- First Analyses of PPMAD* 2011
 - Linking metro land-use policies, massive public transit investments by higher level of governments and landscape actions under the initiatives of municipal authorities (green and blue Montréal + heritage)
 - « One innovation » = delimitation of TOD areas
 - (Essentially) Perpetuating the status quo
 - With 40% of coming residential development concentrated within the 156 TOD areas –their actual share of the household
 - Plus a very tiny and slowly progressive rising of residential density

* Metropolitan Land-use and Development Project Plan

Discussion Tax-Base Sharing

- **Mandate**
 - A strategic innovation
 - To establish a tax base sharing program
 - To create a metropolitan development fund
- **Achievements**
 - Creation of a metropolitan development fund
 - Annual contribution limited to 100 000\$ since 2006
 - Only used to finance the Fonds Vert et Bleu
 - No redistributive effect for the tax base sharing program

Discussion Tax-Base Sharing



Discussion Tax-Base Sharing

- Municipal elected officials decided to eliminate any redistributive character of the program even before the founding of the CMM (comité des élus)
- No minimum amount set by the Act (VS example of Minneapolis/St-Paul)
- Municipalities decided to decrease their contribution the development fund to only 100 000\$
- Municipalities continued to contribute to the metropolitan development fund only because it is mandatory

Conclusion

- In spite of the new regionalist approach, institutional solutions have been favoured
- Municipal solutions rather than governance
- No involvement of civil society
- No metropolitan action capacity
- “City-region without a core” in addition to “suburbs within a city”

The « CMM in photos »

Vues aériennes (Montréal –rapides de Lachine and Longueuil)	2
Downtown Montréal	0
City of «Montréal (golf municipal et Jardin botanique)	2
Scenes of suburban life	60
Winter time in Montréal	1
TOTAL	65

Thank you! Questions?



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