



Communauté métropolitaine
de Montréal



CONFÉRENCE THÉMATIQUE DE MONTRÉAL SUR LES AIRES MÉTROPOLITAINES

DISCUSSION PAPER THE ISSUE OF METROPOLITAN AREAS AT HABITAT III



www.cmm.qc.ca



#HabitatMtl

6-7
OCTOBRE
2015

OACI

ORGANISATION DE L'AVIATION
CIVILE INTERNATIONALE
999 boulevard Robert-Bourassa,
Montréal, Québec H3C 5H7



STATION
SQUARE-VICTORIA-OACI

TABLE OF CONTENTS

Table of Contents	2
Toward Adopting the New Urban Agenda	3
Habitat III	3
A rigorous, inclusive process	4
A historic first: thematic and regional meetings in preparation for Habitat III	4
The Montréal Thematic Meeting: making sure the New Urban Agenda reflects the need for action in metropolitan areas	5
Urbanization and Metropolitan Areas	6
A world ever more urban	6
An urbanization increasingly expressed as growth in metropolitan	8
The Key Challenges of Urbanization and Growth in Metropolitan Areas	9
Sustainable Development Goals (SDGs)	10
Mechanisms and Tools for Cooperation at the Metropolitan Level	11
Cooperative Mechanisms for Sustainable Spatial Planning: The Model of Greater Montréal	14
The Metropolitan Québec-Montréal Table on Land Use and Development	15
The PMAD compliance mechanism	15
The Metropolitan Agora	15
The PMAD monitoring report	16
The Greater Montréal Observatory	17
A new network for metropolitan areas in the Americas	17

Version of July 7, 2015

TOWARD ADOPTING THE NEW URBAN AGENDA

Habitat III

The Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) will be held in Quito, Ecuador, in October 2016. Habitat III will be an opportunity to gather member States, local elected officials and civil society so that all can contribute to the definition of the New Urban Agenda for the 21st century, an agenda that will inspire international community policies on housing and sustainable urban development over the next two decades.

The conference will also assess progress since the commitments made at the Habitat II conference in Istanbul in 1996, which marked the emergence of local and regional authorities as international stakeholders. Note that Habitat I was held in Vancouver in 1976.

Habitat III will also be an opportunity to debate the challenges of urban development to implementing and achieving Sustainable Development Goals (SDGs), which are slated for adoption by late September 2015. Adoption of these key international objectives for sustainable development is among the recommendations stemming from the RIO+20 Conference in 2012.

GLOBAL DEVELOPMENT FRAMEWORKS

Growing recognition of urbanization reflected in global frameworks for sustainable global development

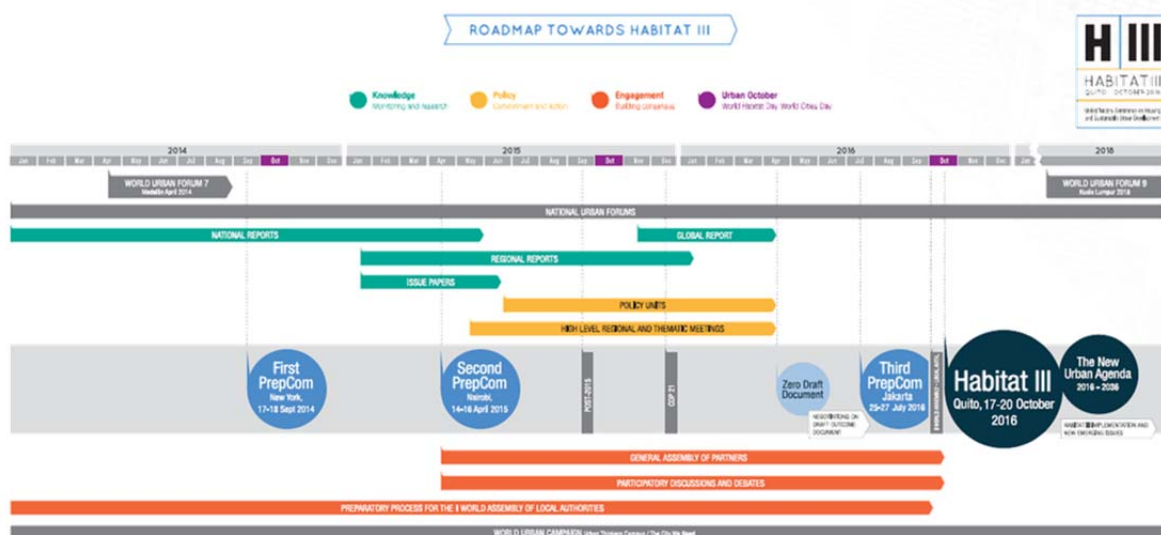


Source: UN-Habitat.

A rigorous, inclusive process

With an eye to Habitat III, the United Nations (UN) has introduced a rigorous, inclusive preparatory process. It involves three intergovernmental preparatory meetings, called PrepComs, where Member States will adopt the key orientations and terms that will guide the preparatory process and the final draft of the New Urban Agenda, as well as eleven thematic and regional meetings for articulating involvement and issues for the various levels of intervention within the New Urban Agenda.

The process leading to the adoption of the New Urban Agenda



Source: UN-Habitat.

A historic first: thematic and regional meetings in preparation for Habitat III

Because citizens are at the heart of sustainable development concerns, for the first time ever the UN has invited member States, local organizations and civil society to organize thematic and regional meetings on the challenges they face as local stakeholders.

These meetings give local authorities and civil society groups a unique chance to express their concerns, their observations and their vision for sustainable urban development. This process ensures they have a hand in defining the new model for sustainable urban development that will come into play in the 21st century.

In addition to the Montréal Thematic Meeting, six other thematic meetings will be held before Habitat III: in Tel Aviv (on civic engagement), Cuenca (on urban renewal), Barcelona (on smart cities), Mexico (on funding), Abu Dhabi (on renewable energy), and Johannesburg (on informal settlements). There will also be four regional meetings: in Jakarta for Asia-Pacific, in Mexico for Latin America and the Caribbean, in Prague for Europe, and in Nigeria for Africa.

The Montréal Thematic Meeting: making sure the New Urban Agenda reflects the need for action in metropolitan areas

It is within the context previously described that the *Communauté métropolitaine de Montréal* (Montréal Metropolitan Community) in partnership with the Habitat III Secretariat is organizing the Montréal Thematic Meeting on Metropolitan Areas. This is the only thematic meeting that specifically addresses the role of metropolitan areas in the New Urban Agenda. It will be the first major international meeting to be held in Québec and Canada on the subject of cities since Habitat I in Vancouver close to 40 years ago.

While the data shows that metropolization is growing worldwide, the Montréal Thematic Meeting will focus on the importance of mobilizing all levels of government on the challenges of metropolitan areas as well as the leading role these areas can play in achieving global objectives for sustainable development.

As a gathering of national, regional and local government representatives, as well as civil society representatives, the Montréal Thematic Meeting is an opportunity to speak as one through a declaration that clearly asserts the importance of metropolitan areas, which can accelerate public action through cooperation and planning mechanisms that are more consistent, effective and sustainable for close to 60% of the world's urban population.

This declaration will be submitted to UN decision-making bodies for inclusion in the New Urban Agenda to be adopted at Habitat III.

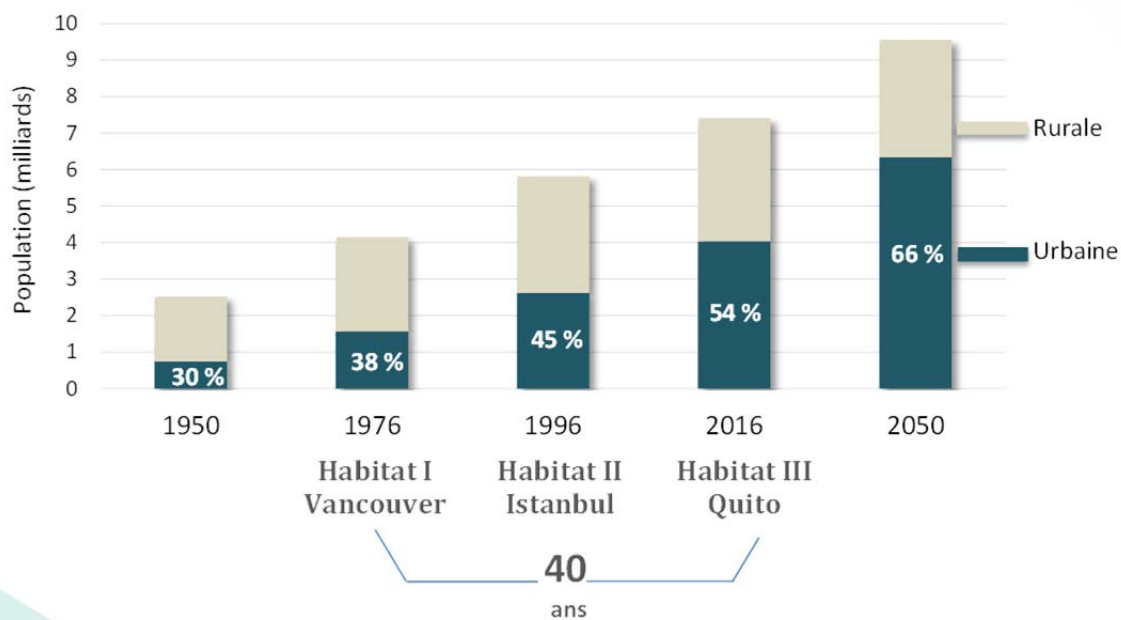
URBANIZATION AND METROPOLITAN AREAS

A world ever more urban

The first true wave of urban migration began in the late 18th century with the Industrial Revolution, which created unprecedented demand for factory workers. Cities with hundreds of thousands of inhabitants began to emerge in Europe and North America. Starting in the mid-20th century, rapid urbanization spread from developed countries to developing countries. During this second major wave, which continues today, the urbanization process has accelerated to reach unprecedented levels.

At the time of Habitat I, about 1.57 billion people were living in urban areas, representing 38% of the world population. Twenty years later, when Habitat II was held in Istanbul, 2.62 billion people were living in cities, or 45% of the world population. And now, as the international community readies for Habitat III in Quito, it is estimated that 4 billion people now live in cities, accounting for 55% of the world population.

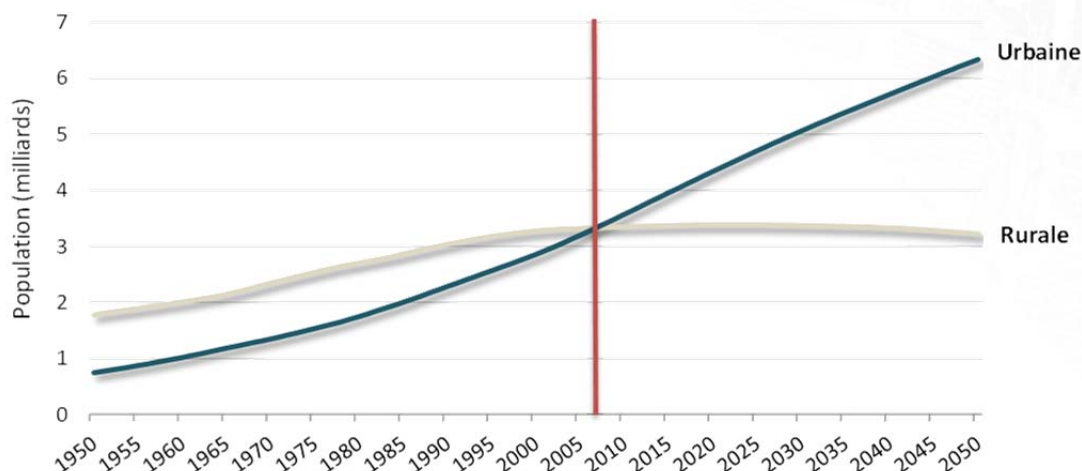
Proportion of urban dwellers in the world, 1950-2050



Source: UN, *World Urbanization Prospects: The 2014 Revision*. Analysis: CMM, 2015.

In only a few decades, we have undergone a transformation from a mainly rural society to a primarily urban one. According to UN population estimates, 2007 was the first year in history when more people lived in cities than in rural areas. According to estimates by the Organisation for Economic Co-operation and Development (OECD), the urbanization process may run its course by 2100, when the global urban population may reach 9 billion, or 85% of the estimated world population.

Urban and rural population of the world, 1950-2050

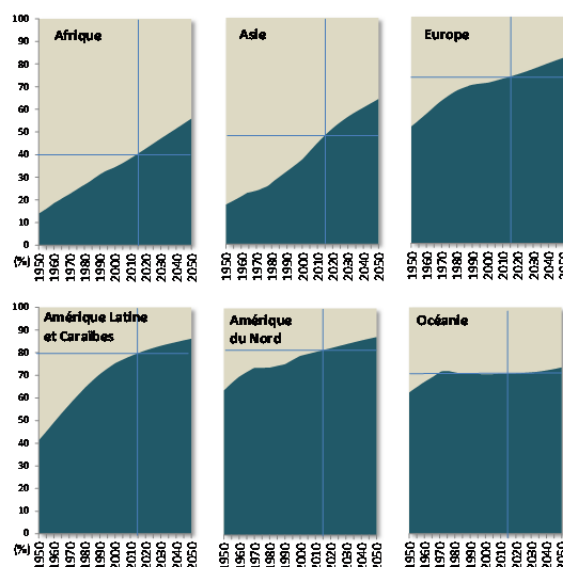


Source: UN, *World Urbanization Prospects: The 2014 Revision*. Analysis: CMM, 2015.

While the phenomenon of urbanization is planetary in scale, the actual transition to urban areas takes different paths around the world. The world's most urbanized areas are currently in North America (the United States and Canada), with 82% of the population settled in urban areas, Latin America and the Caribbean, at 80%, Europe, at 73%, and Oceania, at 71%. In these areas of the world, urbanization is close to being a fait accompli, although the urbanization rate continues to rise.

On the opposite end of the spectrum, Africa and Asia remain mostly rural, with 40% to 48% of their population, respectively, living in urban areas. Both continents are nevertheless experiencing rapid urbanization, which is expected to continue into the next decades, and close to 90% of urban growth from now until 2050 will be concentrated there.

Urban and rural population as proportion of total population, by major areas, 1950-2050



Source: UN, *World Urbanization Prospects: The 2014 Revision*. Analysis: CMM, 2015.

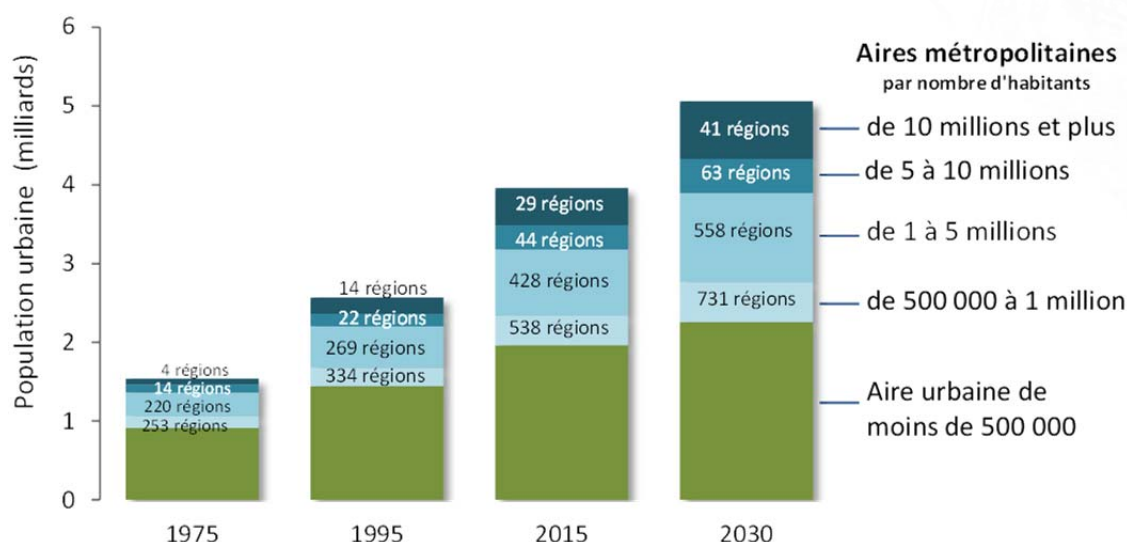
An urbanization increasingly expressed as growth in metropolitan areas

With the acceleration of urbanization as well as suburbanization, today major cities are at the heart of so-called “metropolitan” areas with high populations, where the development of transportation infrastructure has led to intensification of trade and longer commuting distances for workers.



In just 30 years, from 1975 to 2015, the number of metropolitan areas with over 500,000 inhabitants has more than doubled, jumping from 491 to 1,039.

Urban population by size of urban area, 1975-2030



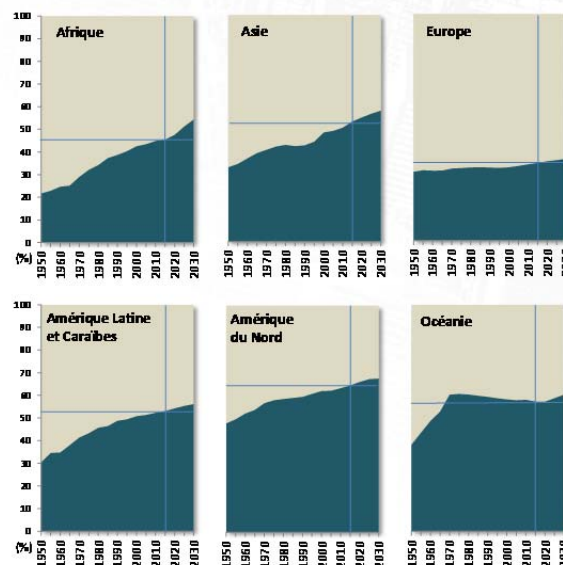
Source: UN, *World Urbanization Prospects: The 2014 Revision*. Analysis: CMM, 2015.

At the time of Habitat I, roughly 650 million people, or 41% of the world urban population, lived in metropolitan areas with a population of 500,000 or more, whereas today, that is true of just over 2 billion people, or more than half the world urban population. By 2030, 2.7 billion people, or 55% of the urban population, are expected to be concentrated in metropolitan areas with a population of at least 500,000.

Whereas metropolization in developed countries is currently in a consolidation phase, developing countries, particularly in Asia and Africa, are experiencing unprecedented population growth in metropolitan areas.

More than ever, metropolitan areas are driving globalization as well as the social, cultural, environmental and economic development of nations. They are places of exchange and diversity, powerful engines of economic growth and innovation. Although the characteristics of these areas vary significantly around the globe, they generally concentrate much of their country's GDP, attracting qualified or migrant workers seeking better economic opportunities, and many have a high proportion of jobs in cutting-edge economic sectors, especially in developed countries.

Proportion of the urban population living in metropolitan areas with a population of 500,000 or more, 1950-2030



Source: UN, *World Urbanization Prospects: The 2014 Revision*. Analysis: CMM, 2015.

THE KEY CHALLENGES OF URBANIZATION AND GROWTH IN METROPOLITAN AREAS

Throughout modern history, urbanization has led to development and poverty reduction. Populations migrate to cities looking for better living conditions than they had in the country. The phenomenon of urbanization holds many opportunities, but also its share of challenges.

Although there is abundant literature on the positive effects of urbanization on economic development and poverty reduction, the accelerated urban growth we are seeing today, particularly in developing countries, often results in stark problems with a lack of basic services and commodities, environmental degradation, growth in precarious living conditions, and increased inequality.

As part of the current international initiative to establish key global Sustainable Development Goals (SDGs), one of the proposed goals specifically addresses urban development and highlights the key issues of urbanization. These issues include access to adequate, affordable and safe housing for everyone, especially at a time when ever more people are living in informal settlements; access to a sustainable, safe and affordable transportation system, which depends on the development of public transit; access to public green spaces; and reduction of the environmental impacts of urbanization, with particular emphasis on air quality and waste management.

Sustainable Development Goals (SDGs)

In January 2013, after the final document of the UN Conference on Sustainable Development (Rio+20) entitled "The Future We Want" was tabled, the UN General Assembly (UNGA) created the Intergovernmental Open Working Group (OWG); it was mandated to propose a series of Sustainable Development Goals (SDGs) that would meet the criteria of the UN development programme for the post-2015 period.

In July 2014, the Open Working Group (OWG) on Sustainable Development Goals (SDGs) met at UN headquarters for one last session and adopted the document *Proposal of the Open Working Group for Sustainable Development Goals*. This proposal presents 18 key objectives. Goal 11 concerns the sustainable development of cities.

This goal stresses the key challenges that cities face in the 21st century.



11.1 By 2030, ensure access for all to adequate, safe and affordable housing and basic services, and upgrade slums

11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons

11.3 By 2030, enhance inclusive and sustainable urbanization and capacities for participatory, integrated and sustainable human settlement planning and management in all countries

11.4 Strengthen efforts to protect and safeguard the world's cultural and natural heritage

11.5 By 2030, significantly reduce the number of deaths as well as the number of people affected by disasters, including water-related disasters and decrease by y% the economic losses relative to GDP caused by disasters, with the focus on protecting the poor and people in vulnerable situations

11.6 By 2030, reduce the adverse per capita environmental impact of cities, by paying special attention to air quality and waste management, notably at the municipal level,

11.7 By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, particularly for women and children, older persons and persons with disabilities

11.a Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning

11.b By 2020, increase by x% the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, develop and implement in line with the forthcoming Hyogo Framework holistic disaster risk management at all levels

11.c Support least developed countries, notably through financial and technical assistance, for sustainable and resilient buildings utilizing local materials

As metropolization intensifies and metropolitan areas become ever more populated, urban issues grow broader in scope and often call for policies and initiatives that extend beyond local boundaries and must be addressed instead at the metropolitan level, i.e., by the functional region defined by land use and economic activity.

Both in developed and in developing countries, concerted metropolitan action is the main solution to sustainable development challenges, at the heart of which lie issues of reconciliation between urban development and the protection of farm land and natural environments, issues of urban mobility, increasingly constrained by traffic congestion, and the issue of greenhouse gas reduction.

These challenges require solutions that encompass the entire metropolitan area, underscoring the importance of metropolitan governance and the introduction of mechanisms to coordinate local, regional and national actions from a metropolitan perspective on sustainable development.

MECHANISMS AND TOOLS FOR COOPERATION AT THE METROPOLITAN LEVEL

It is critical that a multi-level approach to cooperation be used to involve the various levels of government (local, metropolitan, national) in order to overcome the many challenges of urbanization and metropolization. This approach allows for coordinated actions and effective public policy and programs, among other benefits.

The OECD Metropolitan Governance Survey draws attention to the costs of fragmented local governance in a metropolitan context where metropolitan issues are addressed separately by the region's municipalities, and emphasizes the advantages of improved coordination of action at the metropolitan level.

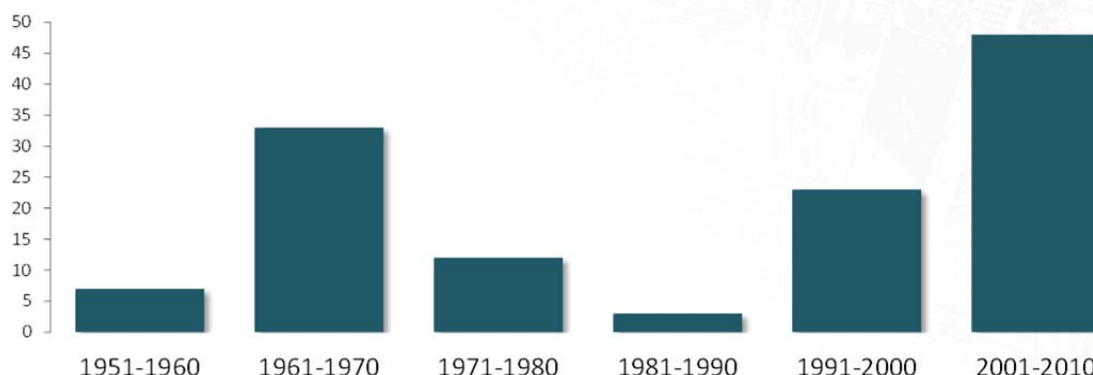
As the OECD points out (2014):

Policy geographies matter: in identifying and promoting connections between economic, environmental and social goals, policy-makers need to look beyond administrative boundaries to consider actual geographies of the challenges that they wish to address-as, for example, when public transport issues need to be addressed for a whole metropolitan area, rather than being tackled separately by individual municipalities. [...] However, the number levels of government cannot be endlessly multiplied, hence the need for data, tools and institutions capable of facilitating vertical and horizontal co-ordination at different scales.

In this regard, a significant number of States and Cities have indeed understood the need to implement metropolitan-wide cooperative mechanisms so that metropolitan areas are better positioned to face their challenges. Around the world, metropolitan planning agencies in various forms have been created to ensure the efficiency of that coordination.

In OECD countries, about two-thirds of the 275 metropolitan areas with a population of 500,000 or more have such agencies, and their number has grown considerably in recent years. Forty-nine of them were created in the 2000s and at least 15 others were formed in the first three years of this decade, based on data presented in a recent OECD study.

Number of metropolitan governance agencies created or reformed in OECD countries by decade



Source: Kim, S.-J., A. Schumann and R. Ahrend, (forthcoming), "What governance for metropolitan areas?" OECD Regional Development Working Papers, OECD Publishing, Paris. Figure excerpted from *OECD Regional Outlook Regions and Cities: Where Policies and People Meet* (2014).

Numerous developing countries have also created metropolitan agencies and coordination mechanisms in various forms. This is true of many countries in Latin America and Asia as well as certain African countries.

Four major metropolitan governance models

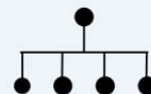
Informal/soft co-ordination. Often found in metropolitan areas with multiple urban centres, lightly institutionalised platforms for information sharing and consultation are relatively easy both to implement and to undo. They typically lack enforcement tools, and their relationship with other levels of government tends to remain minimal.



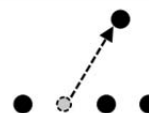
Inter-municipal authorities. When established for a *single purpose*, such authorities aim at sharing costs and responsibilities across member municipalities – sometimes with the participation of other levels of government and sectorial organisations. *Multi-purpose* authorities embrace a defined range of key policies for urban development such as land use, transport and infrastructure.



Supra-municipal authorities. An additional layer above municipalities can be introduced either by creating a directly elected metropolitan government, or with the upper governments setting down a non-elected metropolitan structure. The extent of municipal involvement and financial capacity often determine the effectiveness of a supra-municipal authority.



Special status of "metropolitan cities". Cities that exceed a legally defined population threshold can be upgraded into a special status as "metropolitan cities", which puts them on the same footing as the next tier of government and gives them broader competences.

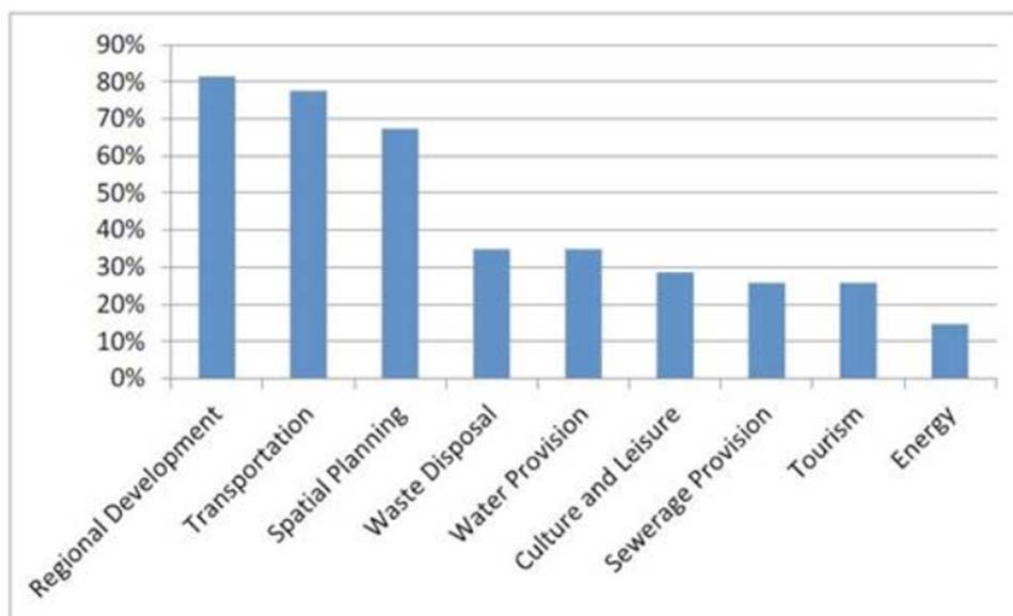


Source: Kim, S.-J., A. Schumann and R. Ahrend, (forthcoming), "What governance for metropolitan areas?" OECD Regional Development Working Papers, OECD Publishing, Paris. Figure excerpted from *OECD Regional Outlook Regions and Cities: Where Policies and People Meet* (2014).

Regional development, transportation and spatial planning are among the main jurisdictions assigned to metropolitan planning agencies. Among the agencies inventoried in OECD countries, over 80% oversee regional development, over 70% hold transportation-related jurisdictions, and over 60% have authority in spatial planning for their territory. Finally, over half of all metropolitan planning agencies are active in all three of these strategic metropolitan planning sectors.

Share of governance bodies active in certain areas

Figure 4. Share of Governance Bodies Active in Selected Fields



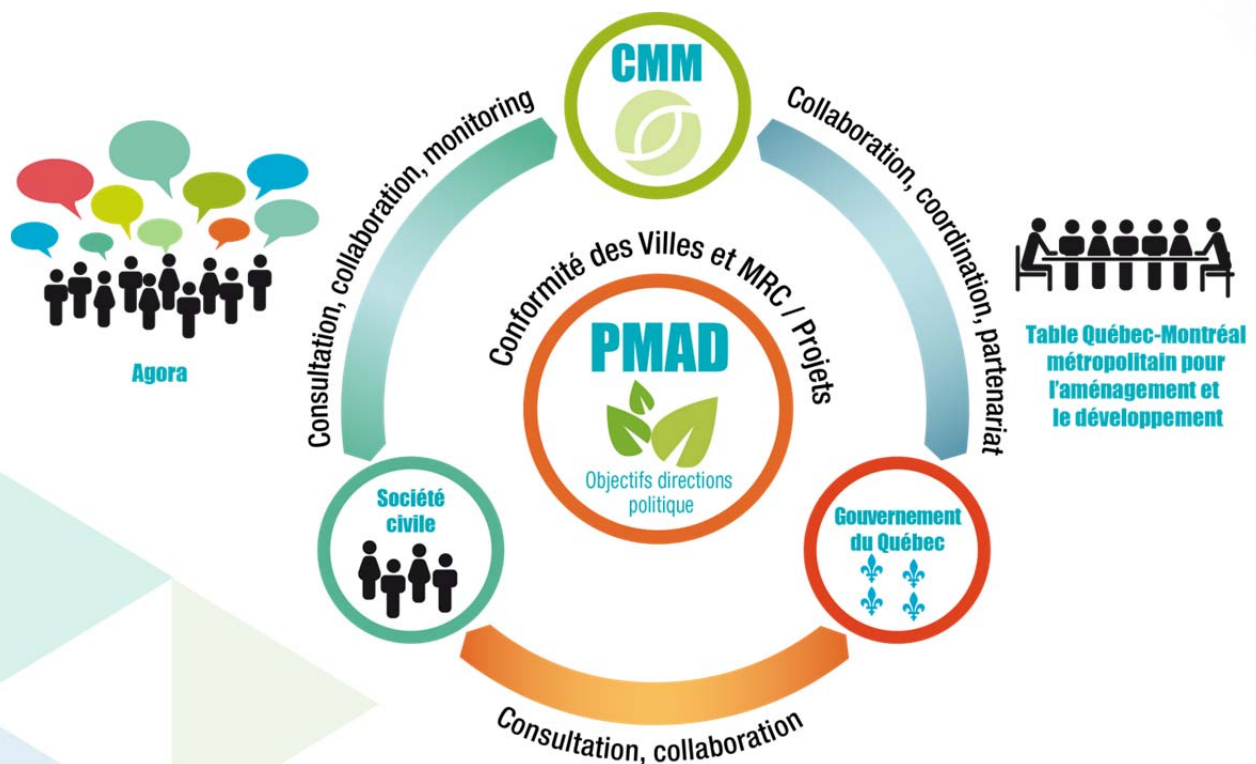
Source: Ahrend, R., C. Gamper and A. Schumann (2014), "The OECD Metropolitan Governance Survey: A quantitative description of governance structures in large urban agglomerations", OECD Regional Development Working Papers, No. 2014/04, OECD Publishing, Paris.

COOPERATIVE MECHANISMS FOR SUSTAINABLE SPATIAL PLANNING: THE MODEL OF GREATER MONTRÉAL

Adopted on December 8, 2011, by the council of the *Communauté métropolitaine de Montréal* (CMM), the first Metropolitan Land Use and Development Plan (PMAD) for Greater Montréal came into force on March 12, 2012, after approval by the Québec provincial government. It was adopted after a major public consultation process in fall 2011 that gave a say to citizens, community groups, organizations, local municipalities and regional county municipalities (RCMs) in the Greater Montréal area.

The PMAD focuses on elements that structure the metropolitan area's urbanization process to ensure the competitiveness and attractiveness of Greater Montréal from a sustainable development viewpoint. In particular, it asserts the importance of sound urbanization management, based on integrated spatial planning [land use] and transportation planning, and focuses on protecting and adding value to natural environments in order to make the region both attractive and competitive. The PMAD sets forth three key orientations for spatial planning, transportation and the environment, which are supported by 15 objectives and 33 criteria.

In order to implement this first Metropolitan Land Use and Development Plan, the CMM introduced a cooperative mechanism to foster interactions among the CMM, civil society and the Government of Québec.



The Metropolitan Québec-Montréal Table on Land Use and Development

Implementation of the PMAD is in part due to the close cooperation with the Government of Québec. In response to a request by the CMM, following the adoption of the PMAD, the government announced the creation of the Metropolitan Québec-Montréal Table on Land Use and Development. The objective is to ensure coherence of government action in implementing the PMAD by bringing together key ministers and elected officials of the CMM. It is supported by an interdepartmental committee of administrators from the main provincial government departments and agencies involved in the territorial development of the metropolis.

The PMAD compliance mechanism

To foster vertical consistency among the metropolitan, regional and local planning levels, the province of Québec enacted legislation that provides for mechanisms to standardize planning tools and ensure their compliance with the PMAD.

As with nesting dolls, the *Act Respecting Land Use Planning and Development* stipulates that the local municipality is responsible for ensuring that its planning tools (land use plans and by-laws) conform to those of the regional county municipality (land use and development plans), which in turn is required to ensure that its planning tool conforms to PMAD orientations, objectives and criteria.

The Metropolitan Agora

The Biennial Metropolitan Agora for Elected Representatives/Citizens is among the mechanisms set forth in the PMAD to monitor the plan's implementation. The Metropolitan Agora gives stakeholders an opportunity to learn, exchange, debate and propose ideas on the PMAD's implementation.

The mechanism has a number of goals, including:

- Explaining the PMAD to the general public in order to unite elected representatives, civil society and all partners with regard to this community project.
- Developing pride in belonging to the CMM by helping to build the future.
- Highlighting examples of success and identifying winning conditions (or potential pitfalls) in order to facilitate projects that contribute to the PMAD's implementation.
- Taking an inventory of the events organized in 2012-2013 by various organizations whose orientations echo certain aspects of the PMAD and identifying the main conclusions.
- Showing the added value of the PMAD in social, economic, environmental and urban terms.
- Giving special attention to fair representation and involvement for the five geographic sectors of the CMM and the interest groups concerned by the PMAD.

The first Metropolitan Agora was held on February 28th and March 1st, 2013. It brought together close to 700 elected representatives, citizens and other key stakeholders to discuss various topics covered by the PMAD: spatial planning, transportation, and the environment.

The next Metropolitan Agora will be held in October 2015. This second edition will again be a major meeting of elected representatives and citizens, a forum for exchange and discussion concerning the progress in implementing the plan.

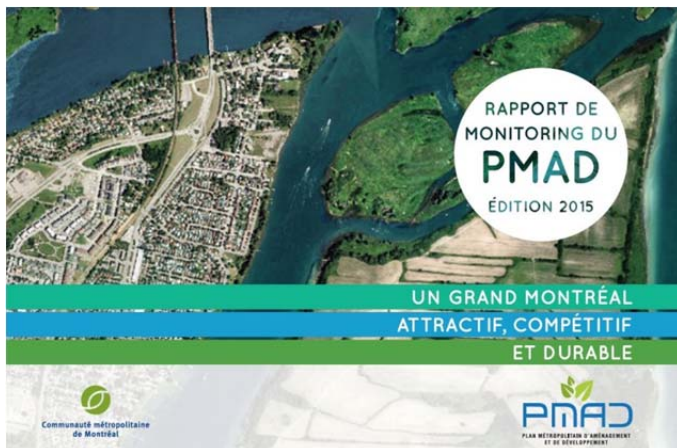


AMÉNAGER ENSEMBLE
L'AVENIR DU GRAND MONTRÉAL
MONTRÉAL

5
OCTOBRE
2015



The PMAD monitoring report



http://cmm.qc.ca/fileadmin/user_upload/documents/20150618_rapport-du-monitoring-pmad-2015.pdf

In order to track implementation and the progress in achieving the plan's goals, the CMM publishes a PMAD monitoring report every two years, as prescribed under the Act Respecting Land Use Planning and Development.

The report is a monitoring document intended to provide information on:

- The progress of the 14 regional county municipalities (RCMs) and the agglomerations of Greater Montréal in complying with the PMAD.
- The progress of the CMM in its actions to implement the PMAD.
- The progress toward reaching PMAD targets and goals.

These three monitoring elements are interdependent, as the plan's implementation through concrete actions and agreement between regional plans and the PMAD are two levers critical to achieving PMAD targets and goals.

The Greater Montréal Observatory

The CMM has acquired a great deal of expertise in recent years in developing monitoring tools thanks to the Greater Montréal Observatory (Observatoire Grand Montréal), an information-and data-sharing platform for the Greater Montréal area, its five sectors and 82 municipalities.

The Observatory publishes comprehensive data to facilitate understanding of Greater Montréal's general environment and to help position the region vis-à-vis other major metropolitan areas in North America. The platform presents data on a range of topics set forth in the PMAD. The Observatory also provides citizens and CMM institutional partners with dashboards, periodicals and various cartographic products.

<http://observatoire.cmm.qc.ca>

A new network for metropolitan areas in the Americas



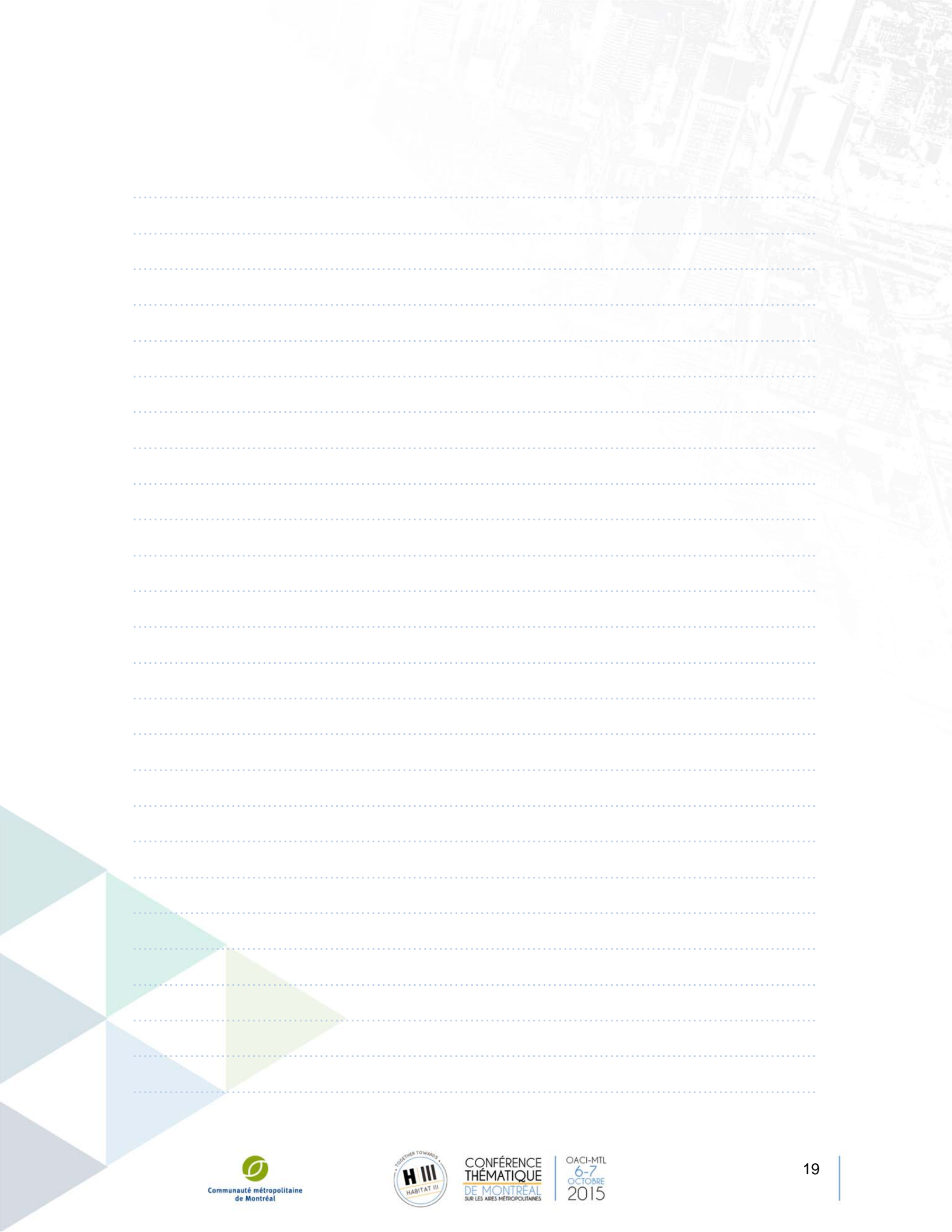
In November 2014, the Pan American Network of Metropolitan Areas (RAMA in French) was established in Montréal, Canada, in the presence of representatives from some ten metropolitan planning agencies in North, South, and Central America.

RAMA, whose members are metropolitan planning agencies, aims to promote the importance of the metropolitan level in territorial planning on the international scene and to encourage political dialogue, technical cooperation and exchange of best practices in metropolitan planning and management across the Americas.

Despite their differences, metropolitan areas in the Americas share enough issues and challenges to warrant the network's creation. Exchange and cooperation among metropolitan areas will result in sharing areas of expertise needed to overcome common issues and challenges in view of strengthening technical capacity and metropolitan governance, as well as interaction with other government authorities nationally and internationally.

The project to create RAMA was first suggested in August 2013 in Cali at a UN-Habitat working meeting to which the CMM had been invited. Given the interest expressed in the project, it was agreed that the discussion would continue at the seventh session of the World Urban Forum (WUF), held in Medellin in April 2014. Representatives from the CMM and the Metropolitan Area of the Aburrá Valley (MAAV), the metropolitan body for the Medellin region, volunteered to push ahead with the project.

RAMA will play an active role at Habitat III. At a February 2015 meeting in São Paulo, Brazil, the network mandated the CMM to organize a thematic meeting in preparation for Habitat III.







CONFÉRENCE
THÉMATIQUE
DE MONTRÉAL
SUR LES AIRES MÉTROPOLITAINES

OACI-MTL
6-7
OCTOBRE
2015



**Communauté métropolitaine
de Montréal**

1002, rue Sherbrooke Ouest, bureau 2400
Montréal (Québec) H3A 3L6

T 514 350-2550 | F 514 350-2599
www.cmm.qc.ca | habitatmtl@cmm.qc.ca

 #HabitatMtl