

VILLE DE LAVAL



# ORCHESTRATING CHANGE

**A Dynamic, Structured  
Approach to Support Major  
Transformation, the ENAP—  
City of Laval Partnership**





## THE CONTEXT

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Until 2012, the City of Laval had a fine reputation in the municipal world. However subsequent to investigations conducted in 2012 by the Permanent Anti-Corruption Unit (PACU), the former mayor of Laval was arrested on May 9, 2013, along with 36 others. The charges against the suspects included fraud, fraud against the government, conspiracy, breach of trust, municipal corruption, money laundering, and gangsterism.

On June 3, 2013, by order-in-council, the Government placed the City of Laval under the trusteeship of the Commission municipale du Québec (CMQ). This sequence of events was a great shock to the municipal administration. However, the year 2013 concluded on a note of renewal, when the newly elected officials expressed their determination to introduce real change into the administration and management of the City.

Thus, in December 2014, the City of Laval launched an in-depth reform of its administration.

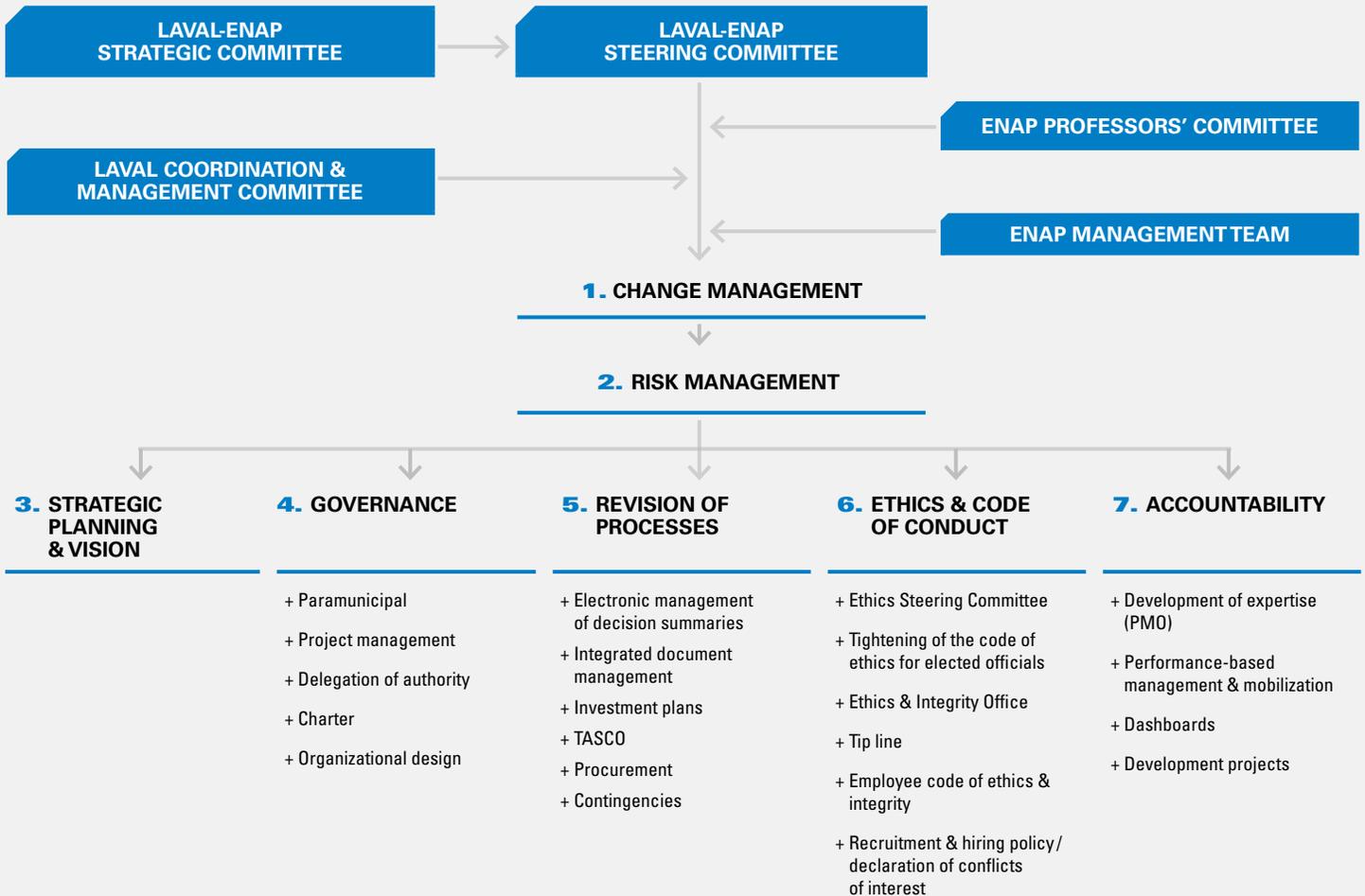
## THE APPROACH

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To successfully complete its transformation, Laval developed a unique, dynamic, and structured approach to support its managers in an innovative organizational transformation, and did so in collaboration with researchers from the École nationale d'administration publique (ENAP).

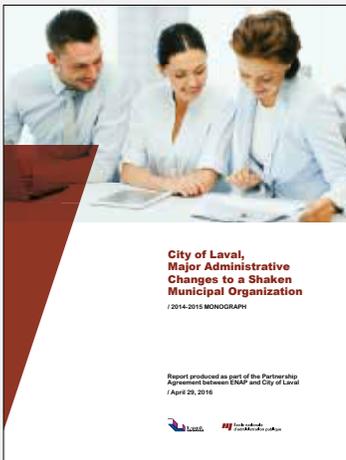
# 24 AREAS OF REFORM

This endeavour involved 24 areas of reform in several activity sectors, including risk management, strategic vision and strategic planning, governance, process reviews, ethics, and accountability. A team composed of 10 ENAP professors specialized in administration worked in concert with some 100 managers and employees



## THE METHODOLOGY

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The methodology, implemented over the course of several years, enabled Laval to establish solid foundations for organizational transformation. An excellent mobilization tool, the model – original, effective, efficient, and quick to produce results – also proved to be an approach applicable to any municipality.

Working in partnership with Laval, the researchers from ENAP observed, analyzed, and commented on the work of the municipal managers. The production of quarterly reports and a monograph ensured the transparency of the transformation process. Using an efficient project governance mechanism as a basis, everything was put in place to initiate the transformations with great attention to detail and in a prompt manner.

Three key elements for success complemented this support: assistance from the human resources department in managing the change, the creation of a permanent communications strategy, and the use of a governance model. In the end, the results showed that this methodology is efficient and effective, and could even be described as an “interesting recipe” for organizational transformation and staff mobilization, given that it puts an end to work in silos, promotes participative management, motivates individuals, and modifies behaviour, thus contributing to the organization’s success and to everyone’s well-being.

## TO CREATE THE INNOVATION

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To our knowledge, this support approach is the first of its kind to be developed in Québec, and probably throughout Canada. Through the methodology developed, the managers were able to benefit from the professors’ expertise. Then, the process made it possible to determine management best practices from the perspectives of both public administration and private national and international companies. Laval became a unique experimental laboratory and a preferred information source for any municipality wanting to undertake such a reform.

## THE RESULTS

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The primary benchmarks that the City of Laval set for itself were those of an exemplary municipal organization: the prevalence of a strategic vision ensuring that the collective interest prevails, consistency in the decisions made in various areas, responsiveness to citizen requests, ethical discipline, strict management control, alignment with best practices, organizational agility, and administrative transparency. Ongoing compliance with these benchmarks will enable Laval to operate at a level matching its aspirations.

In concrete terms, the actual and potential advantages of this innovation include:

- Greater mobilization by managers and employees;
- Known and accepted organizational values;
- Enhanced management expertise;
- The elimination of risks associated with corruption and collusion, through the tightening of procedures involving ethics : 7000 hours of training were offered to the employees
- Better teamwork through breaking down silos;
- The adoption of a results-based management and entrepreneurial approach and the introduction and application of performance-based management methods;
- The strengthening of internal expertise and a substantial reduction in outsourcing;
- Better management of public funds through the application of new, modern, professional practices;

- Creation and conservation of ethics data;
- Greater productivity will result along the way.

Since the implementation of the approach, the City of Laval noticed a reduction in the rate of employee turnover, from 7.78% in 2013 to 3.11% in 2016. A general increase in the mobilization rate of employees validated by a survey conducted in September 2016 among 1547 respondents.

## A RECOGNIZED MODEL

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This unique and innovative approach resulted in the obtaining of two prestigious awards:

- Award of excellence in the municipal world category from Québec’s Institut d’administration publique (IAPQ – 2016)
- Municipal merit ovation prize in the human resources and operations management category from the Union des municipalités du Québec (UMQ –2016)

The approach was also presented at the Association des directeurs généraux des municipalités du Québec annual convention (2015) as well as at that of the Fédération wallonne des directeurs généraux communaux in Belgium.

Over the past year, the process has been the topic of articles published in specialized periodicals in the municipal field, and in Québec newspaper articles.



## ABOUT THE CITY OF LAVAL

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Laval is the 3rd largest city in Québec—and it is unique at that: It is an island, a city, a region and a regional county municipality—all at the same time.

Since it was established in 1965, Laval has constantly grown demographically: Over the past 5 years, the number of residents has risen 5.3%, and the Institut de la statistique du Québec predicts that between 2011 and 2036, Laval's population will increase 31%—the highest rate in the province, equal to the rate in the Lanaudière region.

Laval benefits from a prosperous economy: There are over 12,000 businesses on Laval territory and the number of jobs has grown approximately 2% per year since 2001. With its 13 knowledge-generating educational institutions, its three subway stations, its two commuter train lines and over 100 km of public and private shorelines, among other features, it comes as no surprise to note that over 40% of Laval residents live and work in Laval!

In 2015, at the same time as its Reorganization Process, the City adopted its strategic vision for 2035: to become *urban in nature*. For 2020, the City has also adopted a strategic plan stemming from this vision. An office of integrity and ethics (the *Bureau d'intégrité et d'éthique*) has been set up, resources have been internalized, and ethics, governance and accountability have been reviewed and revised.

In this way, Laval aspires to become a city that is urban in nature, while structuring projects take on importance, the downtown area is developing, culture playing an important role from now on and the best governance practices are at the heart of all decision-making.