

# 2009-2013

## Strategic Plan

Ministère  
des Affaires municipales,  
des Régions  
et de l'Occupation du territoire

**Notice**

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## SYNTHESIS OF THE 2009-2013 STRATEGIC PLAN of the Ministère des Affaires municipales, des Régions et de l'Occupation du territoire

**Mission :** To support the administration and development of municipalities, regions and the Montréal metropolis by encouraging a sustainable and integrated approach for the benefit of the public

**Vision :** To be the reference point for municipal and regional policies and strategies based on the accountability and autonomy of its partners

STRATEGIC CHOICES	Autonomous municipalities and dynamic regions*	Coordination, cooperation and partnership	Improving the way we do things and adapting our services
ISSUES	Autonomous and accountable municipalities within dynamic regions	Working together to implement interventions	Innovative and efficient organization
ORIENTATIONS	Increase the autonomy and accountability of municipalities and regions	Reinforce coordination and cooperation in interventions affecting municipalities and regions, and create partnerships	Review the way we do things and adapt our services
AXES	Legislative and regulatory framework	Coordination and cooperation	Skills development
OBJECTIVES	Contribute to improving the way municipalities operate and ease their legislative and regulatory framework	Coordinated and structuring interventions for the benefit of municipalities and regions	Have a qualified and committed workforce even as the size of government is reduced
Performance indicators	Review of some elements of the legislative, regulatory and administrative framework of municipalities	Adoption and implementation of a departmental strategy for coordination and cooperation	Implementation of a strategy for succession planning and for retaining and renewing expertise Increase in the annual staff retention rate
AXES	Publication of support documents	Partnership	Services
OBJECTIVES	Encourage knowledge acquisition	Encourage the creation of agreements and partnerships with municipalities and regions	Adapt services to the expectations of municipalities and regions based on available resources
Performance indicators	Number of guides and technical documents published by the Ministère each year Number of visitors who consult the guides and technical documents on the Ministère's Website	Adoption and implementation of a departmental strategy for creating agreements and partnerships	Review of the Ministère's nine main business processes** in consultation with interested partners Number of new projects initiated to improve the way we do things Progress in online delivery of services to municipal and regional users through a new government portal

\* "Municipalities" are local municipalities, regional county municipalities, boroughs, agglomerations and metropolitan communities. "Regions" include administrative regions and the regional conferences of elected officers.

\*\* These business processes cover land use planning, property tax assessment, financial information and audit, borrowing regulations, access to outsourced administrative services, infrastructure programs, compensation in lieu of taxes, handling complaints, first-stop information.



## INTRODUCTION

The Ministère des Affaires municipales, des Régions et de l'Occupation du territoire, as part of its responsibility for municipal organization and regional and metropolitan development, is tasked with advising the Gouvernement du Québec and coordinating interdepartmental activities in these areas.

The Ministère's actions specifically target municipal and regional institutions. It partners with leading local and regional stakeholders and provides guidance and support to its partners in the public and private sectors. In particular, it maintains ongoing relationships with the government departments and agencies that work with municipalities and regions.

Under its enabling legislation the Ministère has special responsibility for the Montréal metropolitan region. This is reflected both in its mission and in its special responsibilities for that region. However, with respect to the Capitale-Nationale region, some responsibilities that would ordinarily devolve on the Ministère are assumed by the Bureau de la Capitale-Nationale.<sup>1</sup>

The Ministère has to provide a wide array of products and services in many fields in order to fulfill its mission and meet the needs and expectations of users. Its main tasks include: drawing up policies; drafting bills and regulations; creating information documents; providing guidance as well as technical and financial support for municipal finances and taxation, infrastructure, administration, and land use planning and development.

The Ministère intends to pursue a sustainable and integrated approach toward local and regional development. The approach is based on a vision of a prosperous Québec vitalized by attractive, dynamic and innovative local and regional municipalities that can make choices and act to ensure the harmonious use and development of their territories and the quality of life of their current and future residents.

The 2009-2013 Strategic Plan of the Ministère des Affaires municipales, des Régions et de l'Occupation du territoire will therefore contribute to the implementation of a variety of priorities of the Gouvernement du Québec as set out in various strategies, policies, orientations and programs. These include the Government Sustainable Development Strategy 2008-2013,<sup>2</sup> the Entente sur un nouveau partenariat fiscal et financier avec les municipalités pour les années 2007-2013<sup>3</sup> (*New Fiscal and Financial Partnership with the Municipalities, 2007-2013*), the Politique nationale de la ruralité 2007-2014 (*National Policy on Rurality 2007-2014*)<sup>4</sup> the Plan d'action gouvernemental à l'intention des municipalités dévitalisées - Pour une plus grande prospérité et vitalité de nos municipalités (*Government action plan for devitalized municipalities - Toward greater prosperity and vitality for our municipalities*), the Québec Infrastructures Plan, the Entente pour une reconnaissance du statut particulier de Montréal (*Agreement on recognition of Montréal's special status*) and the Plan d'action gouvernemental pour l'entrepreneuriat collectif – Économie sociale : Pour des communautés plus solidaires (*Government Action Plan for Collective Entrepreneurship - Social economy for more supportive communities*) as well as objectives related to modernization of the State.

The Ministère des Affaires municipales, des Régions et de l'Occupation du territoire will spend the next few years developing and implementing its sustainable and integrated approach to the administration and development of municipalities and regions in order to become the reference point for municipal and regional policies and strategies based on the accountability and autonomy of its partners.

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1. The Bureau de la Capitale-Nationale is an administrative body that reports to the Minister responsible for the Capitale-Nationale region; its mission is to contribute to the region's socioeconomic development and encourage partners involved in the region's development to work together.

2. [http://www.mddep.gouv.qc.ca/developpement/strategie\\_gouvernementale/index\\_en.htm](http://www.mddep.gouv.qc.ca/developpement/strategie_gouvernementale/index_en.htm)

3. [www.mamrot.gouv.qc.ca/publications/finances/fina\\_fisc\\_part\\_ente.pdf](http://www.mamrot.gouv.qc.ca/publications/finances/fina_fisc_part_ente.pdf)

4. [www.mamrot.gouv.qc.ca/publications/regions/en/ruralite\\_politique\\_anglais.pdf](http://www.mamrot.gouv.qc.ca/publications/regions/en/ruralite_politique_anglais.pdf)



## MISSION

The Ministère des Affaires municipales, des Régions et de l'Occupation du territoire supports the administration and development of municipalities,<sup>5</sup> regions<sup>6</sup> and the Montréal metropolis by encouraging a sustainable and integrated approach for the benefit of the public.

## VISION

The Ministère partners and works with municipal, regional and rural stakeholders and provides guidance and support to its service users. Its vision reflects the vital presence and the dominant role that the Ministère plays in policy and strategy, with a view to making its partners more autonomous and more accountable. To achieve this goal, the Ministère's vision is:

*To be the reference point for municipal and regional policies and strategies based on the accountability and autonomy of its partners.*

## SERVICE USERS AND PARTNERS<sup>7</sup>

Local municipalities, regional county municipalities, the metropolitan communities of Montréal and Québec, the Kativik Regional Government and the various intermunicipal governing bodies are the main users of the services of the Ministère des Affaires municipales, des Régions et de l'Occupation du territoire. They all use the Ministère's services regularly for different aspects of municipal activities and regional development.

In certain circumstances, these bodies work closely with the Ministère to carry out joint projects, some of which are reflected in specific agreements with the Gouvernement du Québec. Partnerships are created directly with the particular municipal or regional body – such as the Ville de Montréal – or through municipal associations like the Fédération québécoise des municipalités and the Union des municipalités du Québec or the regional conferences of elected officers. The Ministère also works regularly with various organizations directly involved in regional development such as local development centres, Solidarité rurale du Québec, the Chantier de l'économie sociale and the Cree Regional Authority, particularly for drawing up and implementing policies and programs to revitalize and promote the different regions of Québec.

This kind of partnership also involves the participation of many related organizations, various public, municipal, parapublic and private bodies as well as government departments and agencies.

5. "Municipalities" are local municipalities, regional county municipalities, boroughs, agglomerations and metropolitan communities.

6. "Regions" include administrative regions and regional conferences of elected officers.

7. "Service users" are defined as all users of the services of a government organization, for example, to get a borrowing bylaw approved, obtain technical documents or consult a professional. "Partners" are individuals or groups with whom the Ministère associates in order to carry out projects, such as projects under specific agreements.



## CONTEXT

### Factors external to the Ministère

- Requests from municipalities and regions for greater autonomy and less stringent regulation
- Municipalities that now do more than provide property services
- Citizens who demand greater transparency and efficiency from public administrations
- Globalization of the economy and international competition
- Aging of the population, declining birthrates and migration of young people to the big cities
- Increasing urbanization
- Rising costs of municipal and regional services
- Lack of maintenance of municipal infrastructure and equipment, which leads to a significant increase in the number of requests from municipalities for financial assistance
- Reduced staff levels in the municipal public service following retirements and the need to adapt services, particularly by providing online services
- Coordination of government interventions related to municipalities and organizations
- Requests from users of the Ministère's services for ever more information on municipal operations and administration
- Requests from municipalities and regions for the Ministère to get more involved in cooperation, coordination and creating partnerships

### Factors internal to the Ministère

- Diversity of the users of its services
- Need to make sure the municipal system is well run
- Ability to continue providing certain products and services over the coming years in the face of a large number of retirements and resulting major loss of expertise
- Need for succession planning
- Difficulty that all departments are having in attracting and retaining experienced candidates and young people, especially in specialized fields
- Increased activity in the coming years, particularly in the area of infrastructure
- Need to introduce less stringent business processes
- Ever-increasing expectations of users regarding the services provided by the Ministère





## STRATEGIC CHOICES

### 1. AUTONOMOUS MUNICIPALITIES AND DYNAMIC REGIONS

The Ministère des Affaires municipales, des Régions et de l'Occupation du territoire favours an integrated approach to administration and social and economic development so that local and regional authorities can be more autonomous and work together better. The Ministère is convinced that services to the public will be improved as it brings decision-making closer to the needs of the people, provides guidance and support for municipal and regional initiatives and reinforces coordination and partnership in departmental and government action. It believes that existing local and regional authorities should be fully accountable for their actions and decisions.

The Ministère therefore intends to continue its efforts to ease the legislative and regulatory framework so that municipal and regional organizations can operate better and with greater autonomy and capability, which will lead to dynamic and sustainable land use throughout Québec. Similarly, the Ministère also intends to step up its efforts with the various municipal and regional stakeholders and provide more guidance and support and encourage the acquisition of technical expertise.

#### ISSUE

Autonomous and accountable municipalities within dynamic regions

#### ORIENTATION

Increase the autonomy and accountability of municipalities and regions

AXES	OBJECTIVES	PERFORMANCE INDICATORS
<ul style="list-style-type: none"> <li>Legislative and regulatory framework</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to improving the way municipalities work and ease their legislative and regulatory framework</li> </ul>	<ul style="list-style-type: none"> <li>Review of some elements of the legislative, regulatory and administrative framework of municipalities</li> </ul>
<ul style="list-style-type: none"> <li>Publication of support documents</li> </ul>	<ul style="list-style-type: none"> <li>Encourage knowledge acquisition</li> </ul>	<ul style="list-style-type: none"> <li>Number of guides and technical documents published by the Ministère each year</li> <li>Number of visitors who consult the guides and technical documents on the Ministère's website</li> </ul>



## 2. COORDINATION, COOPERATION AND PARTNERSHIP

It is essential to coordinate actions and get the various stakeholders to work together to build cohesive relationships between the Gouvernement du Québec and municipal, local and regional organizations. The Ministère des Affaires municipales, des Régions et de l'Occupation du territoire is therefore planning coordinated and structuring interventions with the different government departments and agencies and everyone involved at the local and regional levels. In this way its aim is to provide better support and tailor its interventions to the needs of users of its services and the public. It likewise intends to promote the creation of local and regional agreements and partnerships.

### ISSUE

Working together to implement interventions

### ORIENTATION

Reinforce coordination and cooperation in interventions affecting municipalities and regions, and create partnerships

AXES	OBJECTIVES	PERFORMANCE INDICATORS
■ Coordination and cooperation	■ Coordinated and structuring interventions for the benefit of municipalities and regions	■ Adoption and implementation of a departmental strategy for coordination and cooperation
■ Partnership	■ Encourage the creation of agreements and partnerships with municipalities and regions	■ Adoption and implementation of a departmental strategy for creating agreements and partnerships



### 3. IMPROVING THE WAY WE DO THINGS AND ADAPTING OUR SERVICES

Like all departments, the Ministère des Affaires municipales, des Régions et de l'Occupation du territoire is facing a significant loss of resources and expertise in the coming years, mainly due to retirements and the government's plan to reduce the size of government. There is also the difficulty of attracting and retaining candidates with experience in specialized fields such as engineering and municipal finance/taxation; this is partly due to the current labour market with its upward pressure on salaries.

To maintain a qualified and committed workforce, the Ministère intends to implement a plan for succession and knowledge transfer. Among other things it plans to review the relevance of the services it provides – without compromising good administration of the municipal system – in the interest of users of its services and the public. It will also review the business processes underlying the services it provides and substantially change the way it does things. Lastly, it will promote online delivery of services for all municipal and regional users of its services through a new government portal.

#### ISSUE

Innovative and efficient organization

#### ORIENTATION

Review the way we do things and adapt our services

AXES	OBJECTIVES	PERFORMANCE INDICATORS
<ul style="list-style-type: none"> <li>■ Skills development</li> </ul>	<ul style="list-style-type: none"> <li>■ Have a qualified and committed workforce even as the size of government is reduced</li> </ul>	<ul style="list-style-type: none"> <li>■ Implementation of a strategy for succession planning and for retaining and renewing expertise</li> <li>■ Increase in the annual staff retention rate</li> </ul>
<ul style="list-style-type: none"> <li>■ Services</li> </ul>	<ul style="list-style-type: none"> <li>■ Adapt services to the expectations of municipalities and regions based on available resources</li> </ul>	<ul style="list-style-type: none"> <li>■ Review of the Ministère's nine main business processes* in consultation with interested partners</li> <li>■ Number of new projects initiated to improve the way we do things</li> <li>■ Progress in online delivery of services to municipal and regional users through a new government portal</li> </ul>

\* These business processes cover land use planning, property tax assessment, financial information and audit, borrowing regulations, access to outsourced administrative services, infrastructure programs, compensation in lieu of taxes, handling complaints, first-stop information.



## DECISIVE ACTION

The Ministère des Affaires municipales, des Régions et de l'Occupation du territoire has identified six decisive actions it intends to take in the period from 2009 to 2013 in order to fulfill its mission, based on its vision.

### 1. Québec Infrastructures Plan

Under the municipal infrastructures section of the 2008-2013 Québec Infrastructures Plan, \$8.35 billion will be invested to maintain assets, eliminate the maintenance deficit and upgrade municipal infrastructure for drinking water and wastewater to standard, as well as local and regional development infrastructure.

### 2. 2007-2014 National Policy on Rurality

Make available to regional county municipalities and local communities an instrument for assessing their vitality. The rural partners will be involved in designing this instrument.

### 3. Plan d'action gouvernemental à l'intention des municipalités dévitalisées (*Government action plan for devitalized municipalities*)

Support territories in their attempts at diversification and development and make it easier for devitalized municipalities to access government assistance measures.

### 4. Fiscal and financial agreement

Oversee the fulfilment of government commitments under the Partenariat fiscal et financier avec les municipalités pour les années 2007-2013, (*New Fiscal and Financial Partnership with the Municipalities, 2007-2013*)

### 5. Agreements concerning Montréal

Under the Entente pour améliorer le fonctionnement de l'agglomération de Montréal (*Agreement on improving the operations of the Montréal agglomeration*) and the Entente pour une reconnaissance du statut particulier de Montréal (*Agreement on recognition of Montréal's special status*), set up task forces to continue building greater autonomy for the metropolis and improving the operations of the Montréal agglomeration.

### 6. Technical and financial support for municipal organizations

Support municipalities by financial compensation and monitoring of finances and debt, in order to maintain good financial health and serve the residents efficiently.

### 7. Plan d'action gouvernemental pour l'entrepreneuriat collectif – Économie sociale : Pour des communautés plus solidaires (*Government Action Plan for Collective Entrepreneurship - Social economy for more supportive communities*)

Support the regional conferences of elected officers and regional centres of the social economy, and help implement tools and interventions to support the development of the social economy in Québec's regions.



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**Québec** 