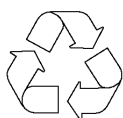


Preparing the Ground: Guidelines for the Progress from Strategy Groups to County/City Development Boards.

Interdepartmental Task Force on the
Integration of Local Government
and Local Development Systems

April 1999



*Printed on
Recycled Paper*



Contents

<i>Preface</i>	1
<i>Abbreviations and Definitions</i>	3
<i>List of Task Force and Working Group members and Bodies involved in the Consultative Meetings</i>	4
<i>Part 1: Preparing the Ground: Guidelines for the Progress from Strategy Groups to County/City Development Boards.</i>	5
1. <i>Local Players Coming Together: The Context of the Current Integration Process</i>	7
2. <i>Introducing the Members of the County / City Development Board</i>	11
3. <i>Making the Voices Heard: Structures Supporting the CDBs</i>	15
4. <i>Supporting the Process, Facilitating Change: The Role of the Directors of Community and Enterprise, and of the Community Liaison Officers</i>	17
5. <i>Involving the Community and Voluntary Sector at County / City and at Area Levels</i>	19
6. <i>Local Plans, Local People, Local Areas - The Structures at Electoral Area Level</i>	21
7. <i>Setting the Train in Motion: A Timetable for 1999-2000</i>	23
<i>Part 2: Report of the Task Force on Integration of Local Government and Local Development Systems, August 1998 (Reprint)</i>	25

Preface



I am delighted, as chair of the Task Force on Integration of Local Government and Local Development Systems, to publish these guidelines - *Preparing the Ground: Guidelines for the progress from Strategy groups to County / City Development Boards*. The guidelines expand on the original Task Force Report, spelling out, and giving examples, how the recommendations of the Report could work to the benefit of all concerned. A copy of the Report is reprinted at the back of this document. *Preparing the Ground* is aimed at all those who will be involved in the integration process; those engaged in the preparation of the County / City Development Boards at local level will find it particularly useful.

I would like to thank all those who played a part in drafting this document. This includes not only the Task Force, but also those who met with the Task Force, namely the social partners, and the local government and local development organisations. The frank, open and constructive discussions during those consultative meetings helped to arrive at a guidance document which, I am convinced, offers real opportunities for all involved.

Great care was taken in drawing up the guidelines to ensure that all involved would have the opportunity to play a constructive role in preparing the ground for the new structures in their city and county. I have no doubt that all at local level will make the most of the opportunities which the process will bring for local people and organisations.

A handwritten signature in black ink that reads "Noel Dempsey". The signature is written in a cursive, slightly slanted style.

Noel Dempsey T.D.,
Minister for the Environment and Local Government

Abbreviation and Definitions

ADM	Area Development Management
CDB	County / City Development Board
CEB	County Enterprise Board
CEO	Chief Executive Officer
cities	within the context of this document, "cities" is used to refer to county borough corporations (Dublin Corporation, Cork Corporation, Limerick Corporation, Galway Corporation and Waterford Corporation)
CSG	County / City Strategy Group
D/ELG	Department of the Environment and Local Government
D/SCFA	Department of Social, Community and Family Affairs
OPLURD	Operational Programme for Local Urban and Rural Development
SFADCo	Shannon Free Airport Development Company
SPC	Strategic Policy Committee
Task Force	Task Force on the Integration of Local Government and Local Development Systems, an interdepartmental Task Force chaired by the Minister for the Environment and Local Government, Mr. Noel Dempsey T.D., with the Minister of State at the Department of Tourism, Sport, and Recreation, with responsibility for Local Development, Mr. Chris Flood T.D., a member. ¹
Task Force Report	Task Force on Integration of Local Government and Local Development Systems: Report. August 1998. (see Part 2).
town local authorities	borough corporations, urban district councils, and town commissioners
VEC	Vocational Educational Committee

¹The Task Force was established in June 1998, reported to Government in August 1998, and is continuing its work to oversee the implementation of its Report; contact: Department of the Environment and Local Government, Local Government Policy Section, Tel. 01-888 2700.

Task Force Members (as correct in March 1999)

Mr Noel Dempsey, T.D., Minister for the Environment and Local Government (chair)
Mr. Chris Flood T.D., Minister of State at the Department of Tourism, Sport & Recreation
Mr. Tony Burke, Department of Agriculture & Food
Mr. Eoghan O'Conaill, Department of Arts, Heritage, Gaeltacht & the Islands
Ms. Margaret Kelly, Department of Education & Science
Mr. Séan Murray, Department of Enterprise, Trade & Employment
Mr. Stephen O'Neill, Department of Finance
Mr. Tony Enright, Department of Health and Children
Ms. Sylda Langford, Department of Justice, Equality & Law Reform
Mr. Raphael Kelly, Department of the Marine & Natural Resources
Mr. Deaglán Ó Briáin, Department of Social, Community & Family Affairs
Mr. Dermot McCarthy, Department of the Taoiseach
Ms. Agnes Aylward, Department of Tourism, Sport & Recreation
Mr. John Cullen, Department of the Environment and Local Government

Task Force Secretariat:

Mr. Joe Allen, Ms. Sabine Günther, and Mr. Mark Bohan, Department of the Environment and Local Government

Task Force Working Group Members:

Mr. John Cullen, Department of the Environment and Local Government (chair)
Mr. Tony Burke, Department of Agriculture & Food
Ms. Eileen O'Carroll, Department of Enterprise, Trade and Employment
Ms. Mary Butler, Department of the Taoiseach
Mr. Frank Rochford, Department of Tourism, Sport & Recreation
Mr. John Fitzgerald, Dublin City Manager
Mr. Hubert Kearns, Sligo County Manager
Mr. Tony Crooks, Chief Executive, ADM Ltd.
Mr. Joe Allen, Department of the Environment and Local Government

Working Group Secretariat:

Ms. Sabine Günther and Mr. Mark Bohan, Department of the Environment and Local Government

The Consultation Process:

Since November 1998 the Task Force met with the following organisations:

The social partners, i.e. the four pillars under Partnership 2000 (Farming and Agricultural Organisations, Business and Employers Organisations, Trade Unions, and Community and Voluntary Organisations);

The three local government members organisations (Association of Municipal Authorities of Ireland, the General Council of County Councils, and the Local Authorities Members Association);

The County and City Managers Association; and

The national organisations for local development bodies under OPLURD (Partnership Local Area Network, Comhar Leader na hEireann, ADM supported Community Groups, and the Association of Chief Executive Officers of County Enterprise Boards).

Part 1 :

Preparing the Ground:

Guidelines for the Progress
from Strategy Groups to
County/City Development
Boards.

1. *Local players coming together: The context of the current integration process*

1.1 The contribution of local government and the State Agencies and, in this decade, of the local development agencies to local economic and social development cannot be overstated. These three systems are, however, to a certain extent operating in parallel, which reduces their effectiveness. Further co-ordination will address this situation. This was highlighted by the Task Force on the Integration of Local Government and Local Development Systems, in its Report (August 1998). In order to maximise the benefit of local development initiatives, and of public expenditure, for the local area, the Task Force Report recommended that the work of those bodies and agencies be pulled together at county / city level (building on the work of the existing County / City Strategy Groups), bringing the State Agencies into the process, and involving the social partners also.

1.2 Central to this integration process will be County / City Development Boards (CDBs), replacing the County / City Strategy Groups (CSGs). CDBs will be established in each of the 29 county councils, and in each of the 5 county borough corporations (i.e. cities)², to operate from 1 January 2000 at the latest. The primary functions of the CDBs will be to draw up a comprehensive Strategy for Economic, Social and Cultural Development within the county / city, and to oversee the implementation of this Strategy. Each CDB will be serviced by a Director of Community and Enterprise, who will be an employee of the county/city council.

1.3 This document gives guidance on the composition and structure of the CDBs, on the mechanisms through which organisations, agencies, and groups who are not represented directly on the CDBs could be linked to the process, on the role of the Director of Community and Enterprise, and on local authority Area Committees of the city/county councils, which will be expanded for the purposes of community development and for CDB-related

issues only. It also outlines a rough timetable, and lists underlying principles for the operation of CDBs, Area Committees (as expanded), etc. The document was prepared under the direction of the Task Force by a working group on which local government and local development interests were represented, and attempts to provide concrete guidance, based on the experience of the participants.

1.4 One of the main functions of the Directors of Community and Enterprise will be to prepare the ground for the establishment of the CDBs, in co-operation with the CSGs. The Directors will make a report on their progress in regard to the CDB to the CSGs. They will also lead, reinforce, promote, and guide local authority activity related to community development in its broader sense. The Directors will be required to report also, as necessary, to their county / city councils on the progress they have made; to the implementation task force, or its successor; and to the CDBs, following their establishment. [See section 4.] The Directors will also have the responsibility to ensure that all relevant bodies and organisations are fully informed at all stages of the process.

1.5 Some local authorities have already prepared themselves for an expanded role in community development, and for a general shift in emphasis towards tackling social exclusion. Other local authorities yet have to do so. The Task Force Report envisaged local government expanding their existing community development role and developing greater involvement in measures to tackle social exclusion. Some local authorities have already made significant strides in this direction and have a corps of community workers for this purpose. Other local authorities will need to gear themselves up for this new role. This process will be led by the Directors of Community and Enterprise. In this, they will be supported by a corps of community officers, requiring some additional recruitment.

²The five county borough corporations are Dublin Corporation, Cork Corporation, Limerick Corporation, Galway Corporation, and Waterford Corporation.

1.6 There will be a need to achieve a balance between local discretion, and concrete support and guidance at national level, both in the process which is leading to the establishment of CDBs, and in the first few years of their operation. The Task Force is aware of this, and will be actively monitoring the process. The local consultation process is of critical importance in this context, as recognised in the Task Force Report (8.16).

Underlying Principles

1.7 The Task Force Report, in its section 3, sets out principles which should govern the integration process. These principles will involve change in the attitudes and working methods of those involved in the process, if maximum synergy is to be achieved. The following principles will have to be borne in mind as the process proceeds.

1.8 **Involvement of Local Communities:** All local communities should be fully involved in the process. Special interventions and arrangements will be necessary in communities with a high level of disadvantage.

1.9 **Social Inclusion:** There should be a clear focus on social inclusion. This focus needs to be stated explicitly.

1.10 **Participation:** The CSG and the Director of Community and Enterprise should ensure that all CSG members, and the future members of the CDB (or any other organisations or groups involved in the process), will have the opportunity for meaningful involvement in the process leading to the establishment of the CDB.

1.11 **Feedback:** Members of the CDB, or of any other related structures, should regularly report back to the organisations they represent.

1.12 **Democratic Legitimacy:** The democratic mandate of the local elected members on the CDB, or on any other related structures, deserves to be recognised and respected by all involved.

1.13 **Voluntary Effort:** The work (including arrangements for meetings etc.) will need to be designed in such a way as to retain and harness the voluntary effort in community and local development. This effort deserves to be recognised and appreciated by all involved.

1.14 **Simplicity:** All structures must be as simple and clear-cut as possible. Any committees and sub-structures should have very clear remits and tasks, in order to avoid duplication of effort, too much administration, and frustration through meeting fatigue.

1.15 **Value for Money:** The CDB and any other related structures will continually need to assess their projects and procedures in order to ensure that the existing resources are used in the most effective way. Accountability must be an underlying principle, and must clearly be seen to be so.

1.16 **Openness and Commitment to Change:** The success of the new model hinges on the ability and willingness of all four "CDB sectors" (local government, local development, the State Agencies, and the social partners) to learn and adapt. Local Government will need to be the engine for an encompassing and enabling process. It must continue to open up and build on the best practice which is emerging in a number of local authorities. This would include the encouragement of community participation, training for staff and elected members on relevant topics, and the prioritisation of the CDB in the county / city council's work. Local Government will also have to wholeheartedly embrace the participative democratic model. Local Development bodies, the State Agencies and the Social Partners would also need to assess their approaches. They should give the necessary time and resources to the integration process, and contribute openly and constructively to it. All four sectors should evaluate what their training needs would be, and should take steps to meet them.

1.17 **Commitment by Central Government:** The onus will be on central Government to ensure that its

agencies operating locally participate proactively in the process. The participation by State Agencies is, of course, mandatory. Their local agencies / branches will also have to be given the latitude to tailor policies to local circumstances, and to participate fully on the CDBs.

1.18 Process as part of the solution: The very process of participating in shaping local initiatives and visions is in itself important and should be open to the widest possible range of interests and perspectives.

1.19 Flexibility: Those involved in the process need to realise that it will be essential to encourage innovation, and to adapt the structures and procedures locally to changes in the future. Also, there is merit in accommodating different approaches even within relatively small areas, as long as these are effective, and there is no duplication of effort.

2. *Introducing the Members of the County/City Development Board*

2.1 The County / City Development Board (CDB) will have the critical function of designing a city / county wide Strategy for Economic, Social and Cultural Development. This work can only be done on the basis of constructive co-operation between all of the members of the CDB, and active participation based on a partnership approach. The CDB should, therefore, arrive at its decisions, as far as possible, by consensus. Votes should be avoided. In the process, all members will have equal weight. Care has been taken in devising the CDB structure (set out below) to ensure that no one sector would, on its own, have a majority on the CDB.

2.2 The CDB members will be drawn from four sectors. These "CDB sectors" are:

- local government,
- local development,
- State Agencies, and
- the social partners.

2.3 The representation for each sector, and the method of appointment, are set out in the paragraphs which follow.

2.4 The members would be expected to bring their communities' and organisations' expertise, insights and visions to the CDB. The CDB as a group would thus focus on the shared interest of all member organisations in the future of the county or city and its community.

2.5 The CDB would typically consist of 25 members. This will vary depending upon features such as the existence or otherwise of town local authorities, the number of Strategic Policy Committees (SPCs) in a particular city or county, the number of relevant State Agencies active in the county or city, etc.

2.6 For the CDB sectors to co-operate constructively, and for overall balance between the four sectors, it is important that there be no overlaps in representation. For instance, the CDB members for the local development or the State Agency sectors should not include members of a local authority.

Local Government Sector

2.7 The Local Government sector will be represented by the chairs of the SPCs, the cathaoirleach or mayor of the county or city, the city or county manager, and a councillor representing the town local authorities (if any) in the county. Typically, this will give the local government sector seven CDB members.³

2.8 Apart from the urban representative (who should be selected by agreement among the councillors of the town local authorities in the county), local government representation will be ex officio.

2.9 The county and city councillors will have a dual role on the CDB. As the elected members of their county / city, they would bring their experiences and insights gained in their close contact with the local communities to the CDB. And in their capacity of SPC chairs, they will be expected to bring to the CDB the perspectives of their committees - including the non-council representatives on the SPCs.

Local Development Sector

2.10 This section assumes that, generally speaking, the present structures of County Enterprise Boards, LEADER II companies, Partnerships and ADM-supported Community Groups will continue post-1999.⁴ If a radically different

³As regards the number of CDB members from the Local Government sector, the number of Strategic Policy Committees (and thus of SPC chairpersons on the CDB) varies between 3 and 7. (15 out of the 29 county councils have 4 SPCs each, and would thus have 7 local government CDB members. 10 county councils have 5 SPCs each, resulting in 8 local government CDB members. Two county councils have 6 SPCs, one has 3 SPCs. Cork County Council, the county which covers the largest area, has 7 SPCs, three of which cover the whole county, and four of which are directly related with one of the three geographical sub-units of County Cork [there are two SPCs in South Cork]. See also section 2.24 on possible variations, e.g. for Cork County.) The 29 County Development Boards would thus have between 6 and 10 Local Government members (including SPC chairs, Cathaoirleach, county manager, and urban representative); the most typical number would be 7. - The five cities, i.e. the county borough corporations, have between 4 (Waterford, Galway) and 6 (Dublin) SPCs. The five City Development Boards would thus have between 6 and 8 local government members (the SPC chairs, the mayor, and the city manager).

approach emerges, this may result in the need to restructure the local development representation on the CDB. Should this be the case, further guidance will issue from the Task Force.

2.11 The Local Development sector will have six CDB members, drawn from the local development organisations active in the county / city.

2.12 The City / County Enterprise Board will have two representatives, the CEO plus one Board member.⁵

2.13 Two CDB members would represent the ADM-supported Partnership Companies and the ADM-supported Community Groups active in the county / city. In counties where there is only one ADM-supported company, these should be the company's CEO, plus one board member. It would be a matter for the Partnership Companies and Community Groups, with the assistance of ADM, to determine the best way in which to select their CDB members, and how to ensure that the work of their two CDB members on the CDB is properly linked to the Partnership Companies / Community Groups they are representing. One of the two CDB members thus selected by ADM-funded companies should be from the community sector of its or their board(s).

2.14 The LEADER II Group(s) or their successor organisations will also have a total of two CDB members. In counties where there is only one LEADER II company, these should be the company's CEO, plus one board member. Where there is more than one LEADER II company, it would be a matter for those companies to determine the best way in which to select their CDB members, and how to ensure that the work of their two CDB members is properly linked to the groups they are representing. One of the two CDB members selected by

LEADER II group(s) should be from the community sector of its or their board(s).

2.15 In some counties or cities, there may not be both LEADER II groups and ADM-supported companies in existence. For instance, the cities have no LEADER groups. In such circumstances, two extra members should be drawn from the ADM-supported companies, or the LEADER groups, as the case may be, one of whom should be from the community sector of the board(s).

2.16 In cases where there is only a joint LEADER / Partnership Board and no other ADM-supported companies or LEADER groups in a county, the board would nominate four CDB members. It is important that the board should choose representatives who would represent the objectives of both programmes.

State Agencies Sector

2.17 It is important that all State Agencies active in the area are represented on the CDB, and that they are represented at a senior level. The participation on part of the State Agencies is, of course, mandatory. They would include the Health Board, FÁS, Teagasc (except for the City Development Boards), the VEC, Enterprise Ireland, IDA Ireland, Regional Tourism Organisations (by the relevant county officer), and the Department of Social, Community and Family Affairs (by the relevant regional officer). In the relevant counties, SFADCo, and Údarás na Gaeltachta, would also be represented.

2.18 Other State Agencies and State-supported organisations, such as the Western Development Commission, the Regional Fisheries Board, relevant cultural organisations etc., and also organisations such as Universities, should be linked to the CDB by working

⁴ CDB membership drawn from the local development sector may, in some cases, be provisional, i.e. some of the post-1999 local development groups may not yet be operational when the CDB is constituted. Any necessary changes to the CDB membership from the local development sector should be arranged by the relevant nominating bodies themselves.

⁵ See below, 2.24, for Cork County Council, which has 3 CEBS.

groups / sub-committees [see below, section 3]. The commercial State bodies, and indeed any major commercial players, should be encouraged to become involved in the consultation process leading up to the strategy, as deemed appropriate locally.

2.19 State sector representation would typically number seven.

The Social Partners Sector

2.20 There will be five CDB members representing the social partners. Three of these would be nominated by the organisations represented on the Business and Employers Organisations Pillar, the Agricultural and Farming Organisations Pillar, and the Trade Union Pillar as recognised under Partnership 2000, or its successor agreement, respectively. The exact mechanism will be left to the national pillars; however, the selected members should be representative of local organisations active in the respective county / city, because it is the local perspective of the respective pillar that the members would be expected to bring to the CDB.

2.21 There will be two CDB members representing the community and voluntary organisations active in the county / city. [The procedure for the selection of these members is outlined in more detail in section 5 below.]

2.22 In the five cities, where there would not be a CDB member representing the Farming and Agricultural Organisations Pillar, there will be an additional Community and Voluntary Sector representative.

Composition of the CDB

2.23 On the above basis, the composition of the typical CDB should be as outlined in Table 1.

<i>TABLE 1: County/City Development Board</i>		
Sector	Members	Number
Local Government	<ul style="list-style-type: none"> • SPC Chairs • Cathaoirleach/Mayor • County/City Manager • Urban Representative 	Typically 7 ⁶
Local Development	two representatives for each of the following three types of local development bodies: <ul style="list-style-type: none"> • County / City Enterprise Board • LEADER II Group(s) • ADM-supported Partnership Companies and ADM-supported Community Groups 	6
State Agencies	As appropriate: <ul style="list-style-type: none"> • Health Board • FÁS • Teagasc • VEC • Enterprise Ireland • IDA Ireland • Regional Tourism Organisations • D/CSFA regional officer • SFADCo / Údarás 	Typically 7
Social Partners	<ul style="list-style-type: none"> • Employers and Business Organisations (one member) • Trade Unions (one member) • Agricultural and Farming Organisations (one member)⁷ • Community and Voluntary Organisations (two members) 	5
TOTAL		Typically 25

⁶This depends on the number of SPCs in the county or city.

⁷In the five cities, where there will be no Agricultural and Farming Organisations member on the CDBs, there will be an additional Community and Voluntary Organisations member.

2.24 The larger local authorities, for instance Dublin Corporation and Cork County Council, may need to deviate from the typical model. Where this is necessary, for instance in order to accommodate a larger number of organisations active and/or the large geographical spread, it should be done in consultation with the Implementation Task Force or its successor body.⁸

Nomination of CDB Members - Principles

2.25 Apart from the nomination guidelines specific to the sectors, which are set out above, a number of general principles should apply with regard to the nomination of CDB members. These principles should also apply to any other related structures.

2.26 The Directors of Community and Enterprise, as the main officials supporting the CDBs, would have overall responsibility for ensuring that member organisations are invited, in good time, to nominate representatives for the CDB. They should pursue this in close co-operation with the CSGs.

2.27 As a matter of principle, in the cases where membership is not *ex officio*, members should be selected by the organisation(s) or group(s) they are representing.

2.28 At least 40 % of the CDB members should be women, in keeping with the Government policy of achieving a 40% gender balance in the making of appointments. However, given the amount of *ex officio* members, this may be difficult to achieve in an individual county or city. Still, all groups which are selecting members for the CDB should be encouraged to nominate women. At the same time, organisations nominating CDB members to more than one CDB (which is the case for some of the social partners, who will nominate on a national basis) should target at least a 40:60 ratio for the sum of their nominees.

2.29 In order to ensure continuity in the work of the CDB, members should remain on the CDB for a minimum of 2 years, ideally longer. The nominating bodies should be free to deselect their representatives if circumstances

necessitate this. After a maximum of three years, the nominating bodies should be asked to confirm their mandate for their CDB members, or select new members if they feel this is necessary. The minimum of 2 years does not, of course, apply in the case of *ex officio* members who cease being in the position through which they come to be a CDB member. The CDBs would re-constitute themselves after each local election, and would thus have a life span of normally 5 years.

Support of CDB Members; Procedures; Chair

2.30 In order to achieve maximum participation by all groups, all meetings of the CDB and any sub-committees or working groups should be arranged at convenient times and in locations which are readily accessible, including for people with special needs.

2.31 The county / city councillors who are members on the CDB, namely the local authority's SPC Chairs, and its Cathaoirleach, will select the CDB chair, who will be from among their number.

2.32 Further guidance on best practice for the rules and procedures of CDB meetings, and on related matters, will be issued closer to their being set up. The principles outlined in section 1 would also apply to the work of the CDB. As well as preparing the City / County Strategy, the CDB should, as a priority, from the very beginning, put a strong emphasis on identifying possible areas for co-operation between its member organisations. All member organisations should also regularly inform the other members on their current and future projects.

2.33 In general, any expenses arising for a CDB member would be met by the organisations the CDB member is representing. However, those CDB members (particularly from the Community and Voluntary Sector) whose expenses could not be met in that manner, would be entitled to travel expenses for attendance at CDB meetings. The expenses will initially be met by the local authority, until arrangements have been made re funding for CDBs.

⁸The regional spread has, in the case of Cork County Council, resulted in a regionalised approach for the local authority's SPCs, and the CEBs. This could be mirrored in the CDB structure, which could perhaps consist of three regional CDBs and one umbrella CDB.

3. *Making the Voices Heard: Structures Supporting the CDBs*

3.1 As mentioned in section 1, the primary functions of the CDB will be two-fold - preparing the County / City Strategy for Economic, Social and Cultural Development ("the Strategy"), and ensuring its implementation. The preparation of the Strategy will involve the widest possible consultation - extending well beyond the constituent membership of the CDB itself. For this phase of its activities, the CDB will devise mechanisms appropriate to its area and circumstances for ensuring the necessary consultation and participation.

3.2 The needs for supporting structures will differ considerably from one CDB to the other. The overall aim will be to set a meaningful, focused, and inclusive process into motion. The more organisations which can be meaningfully involved, the better for the process - but the danger of meeting fatigue and consultation overload must also be borne in mind. The principles set out in section 1 apply.

Local Discretion

3.3 It is neither possible nor desirable at this remove to specify in detail what mechanisms should be put in place locally. However, the paragraphs which follow set out some broad principles which should guide implementation.

Thematic Approach

3.4 The Strategy is intended to cover the full spectrum of policies relating to the economic, social, and cultural development of the county or city. It will be necessary therefore to devise structures to develop particular themes such as early school leaving, tourism promotion, promotion of the Irish language, youth affairs, traffic / rural transport, and so on. An examination of best practice in the work of CSGs may suggest useful ideas.

3.5 In setting up these structures, it is important that the members of the CDB with a particular interest in, or responsibility for, those themes should be actively involved. Broader representation from sectoral and from community and voluntary groups (see section 5) should also be involved in the structures. For the most part, these structures should be ad-hoc - that is, they should be assigned a particular task

in relation to the development of the Strategy, or in relation to a clearly defined project, and should be wound up once this is completed.

Area-based Approach

3.6 The Strategy will also have to have regard to the fact that there are considerable differences within each county and city, i.e. that not every city or county is homogeneous. Thus, different policy responses will have to be developed for different areas. This may require specific action plans for specific areas, or the incorporation of area-based strategies within the overall Strategy. In developing these approaches, it is important that the areas affected have a real say in the plans or strategies relevant to their areas.

3.7 Appropriate area-based structures already exist, or will be put in place as part of the Government's programme for renewing the local government system. These structures should be used by the CDB as a consultative mechanism, and as a sounding board, in developing area-based strategies and plans. The Area Committees of the county and city local authorities (as expanded for community development and for CDB-related issues to include representatives of the community and voluntary sector) will be in a particularly strong position to contribute. Similarly, town local authorities (i.e. borough corporations, urban district councils, and town commissioners) have an obvious role in relation to the overall development of their towns and would thus be in a good position to make valuable contributions to the County Strategy, not only through urban representation on the CDB, but also for instance through working with the County Council's Area Committees (see section 6).

3.8 CDBs of counties with Gaeltacht areas should find some mechanism for Gaeltacht-specific input into the Strategy, for recognition, and for appropriate policy responses to the particular ethos of these areas. Údarás na Gaeltachta should be closely involved in any such mechanism. The Údarás could also use its expertise and resources to set up a support structure for Údarás members on CDBs, and for Area Committees in the Gaeltacht Areas. Thus, there

would be a platform where CDB / community development issues could be discussed in Irish.

Organisations to be Involved

3.9 As outlined above, the CDB would typically consist of 25 members, drawn from the four CDB sectors (local government, local development, the State Agencies, and the social partners). Any supporting structures would provide a direct link between the CDB and those bodies, agencies, and groups who are not directly represented on the CDB, but have been involved in nominating CDB members. These include town local Authorities within the county area (borough corporations, urban district councils, town commissioners), and local development groups (e.g. ADM-supported community groups not directly represented on the CDB).

3.10 Organisations involved in community and voluntary activities in the broader meaning of those words will be represented on Community Fora (see section 5); this will provide them with an opportunity to contribute to the process.

3.11 The following list, which is by no means exhaustive, suggests some relevant groups or organisations which might be involved in structures supporting the CDB.

- Community Development Programme bodies (as supported by D/SCFA)
- Cross-Border funds, e.g. Peace and Reconciliation organisations
- Regional Fishery Boards
- Arts / cultural organisations
- The Education sector (school boards, principals)
- Voluntary Housing groups
- Environmental groups
- Heritage organisations
- Local Drugs Task Forces
- [others to be added as locally appropriate]

3.12 The arrangements suggested above relate to the phase of the CDB's work involved in preparing the Strategy

on Economic, Social, and Cultural Development, and will apply once more when reviewing it. The CDB itself will be monitoring the implementation of the Strategy by its member organisations. It may also prove useful, from time to time, to afford an opportunity through the mechanisms described above, or perhaps through plenary sessions of all interests, for review of implementation of the Strategy, or for specific projects. These arrangements are best left to local discretion.

4. *Supporting the Process, Facilitating Change: The Role of the Directors of Community and Enterprise, and of the Community Liaison Officers*

4.1 The Director of Community and Enterprise will play a pivotal role in the integration process between local government and local development organisations. In order to ensure this, the position of the Director of Community and Enterprise will be a senior position at Director of Service level in each county council and county borough corporation. The Director will have the support and backing of the elected members and of the management of the authority. The post is currently (Spring 1999) being filled by open competition, on a five-year contract basis.

4.2 One of the main functions of the Director initially will be to support and strengthen the County or City Strategy Group (CSG), and to promote closer working relationships between the various bodies on the CSG. The Director and the CSG should also seek the input of a wider range of bodies (particularly of those who will be represented on the CDB, such as the State Agencies and social partners).

4.3 The Director of Community and Enterprise will also lead, reinforce, promote, and guide local authority activity related to community development in its broader sense.

4.4 The Director will also work closely with the County / City Strategy Group in preparing the ground for the establishment of the County / City Development Board, and will subsequently work with the CDB in drawing up and implementing the Strategy for Economic, Social and Cultural Development.

4.5 The facilitation of a consultative and participative process will be central to the work of the Director of Community and Enterprise from the beginning. This process will require particular skills, and special efforts should be made to facilitate the input of marginalised and disadvantaged groups. The Director should take on board the experience

and expertise of all bodies represented on the CSG, and particularly that of the Secretary to the CSG.

4.6 The Director of Community and Enterprise will be a member of the local authority's senior management, and will be under the general control and supervision of the Manager. In relation to the discharge of his or her duties to the CDB, the Director will report as required to the CDB. In addition, the Director will keep the Implementation Task Force informed of progress made, as required.

4.7 A priority in the Director's preparations for the establishment of the CDB will be to develop proposals for the structures supporting the CDB (to have ready for discussion by the CDB, when established), and in particular to facilitate the involvement of the Community and Voluntary Organisations Sector both in the CDB itself and in its future supporting structures. Section 5 offers suggestions on how this might be done.

4.8 As this process is likely to take some time, it is essential that the Director should activate it immediately.

4.9 There will be central training for all Directors of Community and Enterprise, shortly after their appointment. Consultants will be engaged centrally to advise and support the Task Force in its work on guidelines on the methodology etc. in preparing the County / City Strategy. These guidelines are scheduled to be published in October 1999. The consultants' brief will also include the preparation and the delivery of a training programme for the incoming Directors on this methodology, and other aspects of their role; and putting together a resource pack for use at e.g. local level (transparencies for overhead projectors, master copies for brochures, web pages etc.). The consultants will operate under tightly drawn-up terms of reference, and their work will be steered by a committee of the Task Force.

4.10 The training for the Directors of Community and Enterprise could include induction modules on local government reform, on local development, on practical experiences of models which have already been developed (e.g. in Cork County), and on the new structures envisaged by the Task Force Report.

Community Liaison Officers

4.11 Many local authorities currently employ community/social workers for a variety of tasks, such as housing management, travellers and other community work. The Task Force Report envisages a role for local authorities through their Area Committees (as expanded for this, and for CDB-related issues) in wider community development, and also in tackling disadvantage (for which overlaps are to be avoided). This will, for many local authorities, mean a significant expansion of their role. The Task Force Report particularly focuses on the need to ensure continuing dialogue with local communities. For this purpose, it recommended the recruitment of community liaison officers.

4.12 It will probably be necessary, therefore, for local authorities to supplement their corps of community / social workers so that they would have normally at least one community liaison officer available for liaising with the communities in the area of each Area Committee. Where recruitment is necessary, this should be by open competition, as stated in the Task Force Report.

5. *Involving the Community and Voluntary Sector at County / City and at Area Levels*

5.1 The Community and Voluntary Organisations Sector is recognised at national level as an important sector, particularly in the context of the development of social and economic policy; it is one of the four social partner pillars. It is, however, at local level that the public sector policies impact most on the community and voluntary sector, and the wider community. It is important that its voice is adequately and effectively represented at CDB level, in relevant structures linked to the CDB, and on the Area Committees (as expanded for community development and for CDB-related issues only - see Section 6), so that the local strategies being adopted are responsive to the needs of the communities.

5.2 As stated in section 2 of this document, the recommendation is that the National Pillars should nominate CDB representatives insofar as the Business and Employers Organisations Sector, the Trade Union Sector, and the Farming and Agricultural Organisations Sector are concerned. Given the broad nature of the Community and Voluntary Organisations Sector (including the wider community), it is considered that special, localised nomination arrangements should apply in its case. Essentially, community and voluntary groups active in an area should be free to nominate members from among their members to sit on the CDB and on Area Committees (as expanded to fulfil community development / CDB role), and on other relevant structures. The challenge is to develop a fair and inclusive method for their representation.

5.3 The Director of Community and Enterprise should, immediately after the initial training (organised at central level), undertake a consultative process leading to the establishment of a Community and Voluntary Organisations Forum for each area covered by an Area Committee of the city/county council. All community and voluntary groups active in the area would be invited to the Community Forum. The Community Forum should be briefed on the background and philosophy underpinning the integration process, the CDBs, etc. Building on this, it would be encouraged to act as a platform for nominating representatives to the CDB, its

supporting groups, and Area Committees (as expanded for community development and for CDB-related issues only), as outlined in the following paragraphs. The representatives would be expected to report back regularly to the Community Forum.

5.4 The local consultation process would lead to the most appropriate way in which the Community Fora of a county / city should organise themselves. That said, there would be merit in clustering the various organisations and groups for the purpose of nominating representatives to the CDB or Area Committees as expanded. If two clusters were chosen, each Forum could be asked to nominate one representative for each cluster, thus nominating two Community and Voluntary Organisations Sector representatives for the Area Committee (as expanded; see section 6). Such clusters could be:

- I. focus on economic / social development / anti-disadvantage,
- II. focus on cultural / sporting / recreational / residence-association type work.

5.5 It would be a matter for the fora, working together, to agree on county/city-wide nominations. For instance, for the selection of the two CDB members for the Community and Voluntary Organisations Sector, all the Community and Voluntary Organisations Sector representatives on the Area Committees (as expanded) could be asked to agree on two CDB members from among themselves, one for each of the two clusters.

5.6 In the five cities, where there will be no CDB members for the Agricultural and Farming Organisations Sector, there will be an additional community and voluntary sector representative (see 2.22). The details will have to be worked out locally; drawing a second CDB member from the first cluster (groups and organisations with a focus on economic / social development ; anti-disadvantage) would be one option.

6. Local Plans, Local People, Local Areas - The Structures at Electoral Area Level

Local Electoral Areas

6.1 For the purposes of local elections, each county and city is divided into Electoral Areas, each electing 3 to 7 members to the city / county council. These Local Electoral Areas are in general formed by grouping adjoining District Electoral Divisions (DEDs, the smallest published census unit). The Local Electoral Areas were reviewed in 1998, to reflect changes in population.

6.2 While each of the Local Electoral Areas stands on its own for electoral purposes, it is envisaged in particular circumstances that two or more such areas would be combined, for instance for the purposes of service delivery by the local authority⁹. Typically, there are between 4 and 6 Local Electoral Areas in a county, or city.¹⁰

6.3 The Minister for the Environment and Local Government envisages the larger local authorities decentralising their services to local electoral area level. This is a major plank of the Programme for the Renewal of Local Government. The intention is that decisions about matters which are relevant to a specific area would as far as possible be made at area level. Local authority services will increasingly be available through local offices. The prospect of widening these services to encompass other public services is being pursued through a pilot scheme of one-stop shops.

6.4 The Task Force Report identified the Local Electoral Area (or a combination of these in some cases) as the appropriate unit at sub-county and at sub-city level for the purposes of local development, and particularly of community development.

Area Committees, as expanded for community development and CDB-related issues

6.5 The Area Committees of the local authorities are playing an increasingly important role in the context of decentralising local-authority service delivery. They are made up of the county / city councillors elected for an individual local electoral area, or for a combination of two local electoral areas.¹¹ Area Committees mainly deal with matters related to roads, physical planning, and similar issues. Many of them also meet with local interests. They would continue this work as before.¹²

6.6 In addition, the enhanced role for local authorities in community development, as recommended by the Task Force, will be based at the area level. Area Committees will continue to work as they do at present when dealing with local-authority matters, such as roads, housing, etc. However, their membership will be expanded for the purpose of community development, and for the purpose of the area's contribution to the City / County Strategy on Economic, Social and Cultural Development.

6.7 Ideally, the Area Committee, as expanded, should become the vehicle for expressing the views of all strands locally – county/city councillors, both as community representatives and as policy makers; urban councillors, representing the urban dimension; groups active locally in the Community / Voluntary Sector (including the wider community); and the local development agencies. This would point to Area Committees (as expanded for community development and for CDB-related issues only) representing all these sectors.

⁹*Electoral Area Boundary Committee: Report, 1998, and: Dublin Electoral Area Boundary Committee: Report, 1998.* To be purchased at £10 each from the Government Publications Sale Office, Sun Alliance House, Molesworth Street, Dublin 2, or by mail order from Government Publications, Postal Trade Section, Tel. 01-6613111 ext. 4040/4045.

¹⁰Cork County Council is subdivided into three divisions of 2, 3 and 5 Local Electoral Areas each. Mayo is the county with the most local electoral areas (7). Among the cities, Dublin Corporation has the most local electoral areas (13).

¹¹Currently, some Area Committees are made up of more than two Local Electoral Areas.

¹²By January 1999, at least 22 county / city councils either already had Area Committees, or intended to put Area Committees in place in the near future. The remaining few will be encouraged to follow suit, so that after the next local elections, all county and city councils will have Area Committees.

6.8 Section 5 gives an example as to how the Community and Voluntary Organisations Sector representation on Area Committees (as expanded) might be approached. The Director of Community and Enterprise, when appointed, should arrange discussions with the various interests [outlined in paragraph 6.7] on how the Area Committees might be expanded to encompass all interests when dealing with community development and CDB-related issues. The Task Force does not envisage these new arrangements coming into operation before mid-June 1999; however, they should commence as soon as possible thereafter.

6.9 Each Area Committee (as expanded) will have to devise methods of conducting business which best suit local circumstances. Community development / CDB business will be conducted in a separate meeting, rather than as additional items on a normal council services agenda of the traditional Area Committee. This would ensure the correct focus on community development business, and on CDB-related issues.

6.10 National networks of Gaeltacht Area Committees could be developed by an tÚdarás, to ensure that the Gaeltacht perspective is properly articulated in the relevant City / County Strategies, and at Area level. These networks would be using Irish as their working language, thus ensuring that there was a platform for CDB-related and community development issues to be debated in Irish.

6.11 It may well be that, for a variety of reasons, it may not be possible to accommodate all interests on the expanded Area Committees. If so, the CDB should keep an open line of communication to those groups which it is not possible to accommodate at Area Committee level.

7. *Setting the Train in Motion: A Timetable for 1999-2000.*

First half of 1999	<p>Collection of Material by County / City Managers and CSGs, in preparation for the Directors of Community and Enterprise taking up their positions.</p> <p>Representation of councillors on local development boards and additional seat for the Cathaoirleach / Mayor on the CSG.</p>
February to June 1999	Recruitment of Directors of Community and Enterprise.
Early Autumn 1999	<p>Induction Training for Directors of Community and Enterprise: Module One, focusing on:</p> <p>(a) induction to local government / local development / public sector / social partners;</p> <p>(b) consultation, facilitation, and related skills.</p>
Autumn 1999	<p>Preparing the ground for the CDB: Director in co-operation with the CSG - local information and consultation process, based on centrally prepared resource pack (transparencies for overhead projectors, master copies for brochures, web site etc).</p> <p>Move towards common areas, based on local electoral area(s).</p>
Autumn 1999	<p>Directors of Community and Enterprise to facilitate the establishment of Community and Voluntary Fora, in co-operation with the CSG, assisted by the local authorities and others as appropriate.</p> <p>Area Committees to be expanded, for community development and CDB-related issues only, as soon as feasible but not before July 1999.</p>
October 1999	Task Force to issue Guidance re methodology to be used for County / City Strategy on Social, Economic, and Cultural Development.
By or before end October 1999	Directors to report to CSG on progress in preparation for the CDB. Directors will keep county / city council up-to-date on their progress.
By or before mid-November 1999	Directors to make reports to Task Force (by way of a one-day seminar including Task Force, Directors, and Partners / Local Government / Local Development).
November/ December 1999	Training for Directors Module Two: Focus on Strategy.
By or before early December 1999	Director / local authority, assisted by CSG, to formally invite nominations for CDB members and to call first meeting.
Post-1999	All local development boards set up under EU programmes to have councillors as members.
Early January 2000	Inaugural CDB meetings.
March 2000	First Convention of CDB Chairs, Directors of Community and Enterprise, and Task Force.
	<i>Outlook: 2000-...</i>
2000-2001	<i>CDBs to work in a series of steps towards the production of the County / City Strategy on Economic, Social, and Cultural Development, to be agreed by 1 January, 2002.</i>
2002-...	<i>CDBs to monitor implementation of the Strategies, and revise targets and Strategies in regular intervals.</i>

Part 2 :

Report of the Task Force on the Integration of Local Government and Local Development Systems

August 1998 (Reprint)

Please note that in some cases *Preparing the Ground* advances ideas and structures of the Task Force Report. In these cases, the passages in *Preparing the Ground* should be followed.