
A Shared Vision for County/City Development Boards:

Guidelines on the CDB Strategies for Economic, Social and Cultural Development

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

May, 2000



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Contents

Part 1: A Shared Vision for County/City Development Boards:
Guidelines on the CDB Strategies for Economic, Social
and Cultural Development
Interdepartmental Task Force on the Integration of Local
Government and Local Development Systems

Preface	(i)
Réamhrá	(ii)
Abbreviations and Definitions (in alphabetical order)	(iii)
Task Force on the Integration of Local Government and Local Development Systems	(iv)
Acknowledgements	(v)
Why CDB Strategies?	(vi)
Chapter 1 Introduction and Background	1
Chapter 2 Approach and Requirements	4
Chapter 3 Preparation of the CDB Strategy	8
Chapter 4 The CDB Strategy Documents	20
Chapter 5 Implementation	27
Appendix 1 Eight-Step Preparation Process (See Chapter 3)	31
Appendix 2 Data Analysis Requirements (See Chapter 4)	36
Appendix 3 SWOT Analysis (See Chapter 3)	44
Appendix 4 Mechanisms for Consultation (See Chapter 3)	45
Appendix 5 Directors of Community & Enterprise	49
Part 2: Reprint of 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	53

Part 1:

A Shared Vision for
County/City Development
Boards:

Guidelines on the CDB
Strategies for Economic,
Social and Cultural
Development

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

Preface



I am delighted as chair of the Task Force on the Integration of Local Government and Local Development Systems to publish the third Task Force document – *A Shared Vision for County / City Development Boards: Guidelines on the CDB Strategies for Economic, Social and Cultural Development*.

The public sector is large and complex, delivering many essential and varied services. Most public sector organisations have local arrangements for delivering their services. But there is no coherent framework within which these and local development services are delivered. The County / City Development Boards (CDBs) are the mechanism for local government, local development, the State agencies, and the social partners, to work out an agreed vision for their county or city. The Strategy for Economic, Social and Cultural Development will provide the framework within which all public and local development services will be implemented at local level.

This present publication provides essential guidance to the CDBs and their Directors of Community and Enterprise in drawing up and overseeing implementation of their Strategies. The Guidelines were drawn up by Fitzpatrick Associates and the Institute of Public Administration, in consultation with my Department. The Task Force and I are pleased that its authors have managed to match the appropriate level of direction to ensure the necessary degree of comparability and consistency in the Strategies, and the flexibility to cater for the particular situation of each county and city.

I have no doubt that these Guidelines will be an invaluable help to all concerned in assisting the CDBs to achieve their full potential and to arrive at "A Shared Vision".

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

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

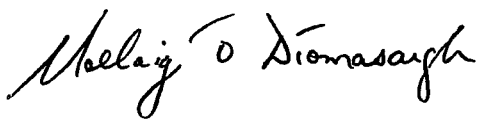
Réamhrá

Is mór an pléisiúr dom, mar chathaoirleach ar an Tascfhórsa um Lánpháirtíocht Córas Rialtais Áitiúil agus Forbartha Áitiúla, an tríú cáipéis de chuid an Tascfhórsa a fhoilsiú, is í sin *Dearcadh i gComhroinn do na Boird Forbartha Contae/Cathrach: Treoirlinnte faoi na Straitéisí na mBFC le haghaidh Forbartha Geilleagraí, Sóisialta agus Cultúrtha*.

Tá an earnáil phoiblí mór agus coimpléasc agus soláthraíonn sí an iliomad seirbhísí éagsúil. Tá socrúithe áitiúla ag formhór na n-eagras poiblí chun a seirbhísí a sholáthar. Ach níl frámaíocht chomhtháite a gcuirtear na seirbhísí seo agus na seirbhísí forbartha áitiúla ar fáil tríthi. Is iad na Boird Fhorbartha Contae / Cathrach (BFC) an mheicníocht trína socróidh an rialtas áitiúil, an córas forbartha áitiúla, na heagrais Stáit agus na comhpháirtithe sóisialta dearcadh aontaithe dá gcontae nó dá gcathair. Soláthróidh an Straitéis le haghaidh Forbartha Geilleagraí, Sóisialta agus Cultúrtha an fhrámaíocht trína dtabharfar gach seirbhís phoiblí agus gach seirbhís fhorbartha áitiúla ar an leibhéal áitiúil.

Tugann an foilseachán seo treoir riachtanach do na BFC agus dá Stiúrtóirí Pobail agus Fiontair agus iad ag dréachtú a Straitéisí agus á gcur i bhfeidhm. B'iad Fitzpatrick Associates agus an Foras Riaracháin a dhréachtaigh na treoirlinnte agus iad i gcomhairle le mo Roinn. Tá áthas ormsa agus ar an Tascfhórsa gur éirigh leis na húdair an méid cuí treorach a aimsiú chun inchomparáideacht agus comhsheasmhacht idir na Straitéisí a chinntiú, agus é sin a chúpláil leis an solúbthacht is gá chun freastal a dhéanamh ar na cúinsí faoi leith i ngach contae agus cathair.

Níl aon amhras orm ná gur cabhair gan chuntas a bheas sna treoirlinnte seo dá mbeidh ag cuidiú leis na BFC chun a bpoitéinseal iomlán a chomhlíonadh agus "Dearcadh i gComhroinn" a bhaint amach.



Nollaig Ó Díomasaigh TD,
Aire Comhshaoil agus Rialtais Áitiúil.

Abbreviations and Definitions (in alphabetical order)

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
NAPS	National Anti-Poverty Strategy
NDP	National Development Plan 2000-2006
NUTS	Nomenclature of Territorial Units for Statistics
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 with the Minister of State at the Department of Tourism, Sport and Recreation, with responsibility for Local Development, a member. ¹
Task Force Report	Task Force on Integration of Local Government and Local Development Systems: Report, August 1998.
town local authorities	borough corporations, urban district councils, and town commissioners
VEC	Vocational Educational Committee

¹ The Task Force was established in June 1998, reported to Government in August 1998, published its guidance document "Preparing the Ground: Guidelines for the Progress from Strategy Groups to County/City Development Boards" in April 1999, and is continuing its work to oversee the implementation of its recommendations. Contact: Task Force Secretariat, Department of the Environment and Local Government, Local Government Policy Section, Tel. 01-888 2700 / 8882102.

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The Task Force wishes to thank all those who assisted in preparation of these Guidelines.

This includes the members of the Task Force Steering Committee who guided the work, the Task Force Secretariat who directed the project, and the Institute of Public Administration/Fitzpatrick Associates team who prepared these Guidelines and, in December 1999, submitted a final draft to the Task Force.

Thanks are also due to representatives of Government Departments, agencies, local authorities, and the social partners who were consulted by the drafting team, and by the Directors of Community and Enterprise who provided valuable comments on earlier drafts.

Why CDB Strategies?

Co-ordination of services at point of delivery to citizens is a challenge for public services everywhere. In Ireland a large number of separate groups and specialist agencies deal with such matters as industrial development, local development, physical planning, education, health, social services, agriculture, environment, tourism, fisheries and other sectors. These all report more or less directly "vertically" to their parent Departments. Ensuring "horizontally" integrated service delivery across these bodies at local level is therefore not easy. Neither is co-ordination with other interests - business, local development groups, and local communities.

The Government has now decided to address the challenge of local service integration at the county and city level. To this end, it is establishing a County/City Development Board (CDB) in each county and city local authority. The CDBs have representatives of local government, local development, the relevant State Agencies active at local level, and the social partners (including the community and voluntary sector). They are chaired by one of the councillors who are members of the CDB, and serviced by a Director of Community and Enterprise - a senior local authority staff member. The Directors were appointed in the latter part of 1999, and while many CDBs are up and running, all the CDBs are scheduled to be in place by early 2000.

To achieve their integration objective, a primary task of the incoming CDBs is to prepare and oversee implementation of a new County/City Strategy for Economic, Social and Cultural Development. This will be a broadly-based Strategy covering all major services, and will be the result of an intensive research and consultation process in each County/City. When finalised, the CDB Strategy will provide a "shared vision" for development of the area for up to 10 years ahead:

- a "vision" meaning a broad sense of direction, a view of where the county or city is going, what it wants to achieve, what its problems and challenges are, and crucially how they are to be addressed;
- a "shared" vision meaning that this view must be a common one - worked out among the CDB members, the interests they represent, and other stakeholders - so that it becomes an agreed framework within which all parties can work and move forward together.

The CDB Strategy will be delivered by the constituent members of the CDBs - State Agencies, local interests and of course the local authority - each of whom will deliver different elements through their own operational plans and services for the area. This also means that those delivering it will have been involved in drawing it up.

Ultimately, the process will be one which provides:

- a greater sense of ownership and commitment at all levels;
- re-invigorated local governance;
- better local integration of the broad range of public services;
- a better quality of life for citizens.

To date agencies, local government, the social partners and local communities have achieved a lot separately. In future they can achieve even more together.

Chapter 1 Introduction and Background

Introduction

1.1 Ireland's local government system is undergoing a process of major reform and renewal. A key aspect of this is the establishment of County and City Development Boards (CDBs) in each County/City. The CDBs will comprise a partnership of local government, local development bodies (Area-based Partnership Companies, ADM-supported community groups, County/City Enterprise Boards, and LEADER groups), the social partners including the community and voluntary sector, and representatives of relevant State Agencies at local level. Establishment of the CDBs was one of the central recommendations of the Task Force on the Integration of Local Government and Local Development Systems which reported in August 1998 (see Figure 1.1).

Figure 1.1: Task Force Recommendation on County/City Development Boards

8.2 The County/City Development Board will replace the County/City Strategy Group. The primary function of the Board will be to draw up, and work towards the implementation of, the Strategy for Economic, Social and Cultural Development within the County/City. It would work in a series of steps towards the production of the Strategy by 1 January, 2002, promote and encourage co-operation and co-ordination between the various agencies and interests on an ongoing basis, and monitor the delivery of the Strategy. All agencies will need to be advised to participate fully in this process.

8.3 Given the broad remit of its functions, the Board will have wide representation. It will operate autonomously but under the local government umbrella, and will be chaired by a County/City Council nominee. The agencies represented on the Board will build on, extend, and continue the work of the County/City Strategy Group, in particular liaising with each other as to plans/initiatives for the county, fostering joint approaches, where practical, and progressively moving towards more co-ordinated planning.

(...)

8.5 Since the objective is to have the Strategy fully prepared by 1 January 2002, CDBs would be expected to quickly put in place the actions and measures necessary to achieve this target date and to build towards improved co-ordination and co-operation.

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

1.2 One of the central tasks of the CDBs, which are being established in early 2000, is to draw up and work towards the implementation of a Strategy for Economic, Social and Cultural Development within the County/City. The Strategies will be comprehensive, and the preparation process will be correspondingly extensive and in-depth. In their range and breadth, especially across the public service, the Strategies will be unprecedented at local level. Reflecting this, a preparatory period of up to two years is planned, with the Strategies finalised by January 2002 at the latest. The CDBs will be serviced by the Directors of Community and Enterprise appointed to each County/City local authority in the latter part of 1999.

1.3 The CDBs are endorsed in the National Development Plan 2000-2006. This emphasises the role of the CDBs in ensuring co-ordination of local service delivery, and the need for all relevant NDP programmes and projects (and their delivery mechanisms) to accord to the new CDB County/City Strategy framework, see Figure 1.2.

Figure 1.2: The CDBs, in the National Development Plan, 2000-2006

The CDBs will operate on the partnership principle with the Regional Assemblies and under the local government umbrella with membership drawn from local development organisations, social partners, local representation of State agencies and local government itself. The CDBs will:

- work towards and formulate an agreed county/city strategy for economic social and cultural development;
- develop a vision at local level to encompass the various local and sectoral plans;
- provide the focus for co-operation on a continuing basis at county/city level in the work of the various agencies, promote co-ordination and avoid overlap at this level; and
- by bringing together the various interests in this way, seek to maximise the effectiveness of spending on programmes and projects at local level.

All the relevant programmes and projects, and their delivery mechanisms, covered by the NDP will be expected to accord with this framework. Key underlying principles of the framework will be the use of common delivery areas (e.g. county/city and, where appropriate, local electoral areas for community development/social exclusion) and of a single agency designated for delivery of specific components (e.g. micro-enterprise) of local development in any one area so as to avoid overlap, confusion and competition between agencies.

Source: National Development Plan 2000-2006, paras. 10.39-10.40

Purpose of these Guidelines

1.4 These present Guidelines, "A Shared Vision", are designed to help with the new strategic planning task. They are aimed at the CDBs and their individual members, at the Directors of Community and Enterprise, and other interested stakeholders and parties. They arise from the Task Force recommendation that such central guidelines be provided to the process, particularly guidelines on the planning for the new Strategies, and a "template" for the CDB Strategy documents.

1.5 The objective of the present Guidelines is therefore to assist the CDBs and the Directors in the major task of preparing the CDB Strategies. In issuing these Guidelines the Task Force seeks to contribute to the ongoing local governance reform process. In particular, the Task Force aims to promote more integrated service planning and delivery at County/City level by providing a single, shared vision and template for development in each County/City area.

1.6 These Guidelines are the third in the series of publications dealing with the local integration process. The first was the "Report of the Task Force on the Integration of Local Government and Local Development Systems", published in August 1998. The second was the subsequent report of the Task Force Implementation Group, "Preparing the Ground: Guidelines for the Progress from Strategy Groups to County/City Development Boards", published in April 1999² and reprinted as Part 2 of this publication.

Status of these Guidelines

1.7 Guidelines of this nature face two pitfalls. First, there is a danger of being overly prescriptive in a situation where local distinctiveness and flexibility are essential. Second, guidelines prepared in advance of a process may well become outdated as experience is gained on the ground. To address the first pitfall, we have attempted to ensure that "A Shared Vision" strikes a judicious balance between being overly-general on the one hand, and overly-prescriptive on the other. This document is designed to be a framework, but not a straitjacket. The danger of potential outdatedness is met by acknowledging that these

²The first report is available from the Department of the Environment and Local Government (contact: Mr. Paris Beausang, Tel. 01-888 2102) or from Government Publications Sale Office (see inside cover for details).

Guidelines are the third in a series of reports and guidelines (see para. 1.6), which the Task Force intends to continue as the need arises.

1.8 The status of these Guidelines is therefore that they provide a common template for the individual CDB Strategies, ensuring that these follow a recognisable common format and reach a minimum common standard. The specific guidelines, especially those in Chapters 3 (process) and 4 (presentation) are intended to be closely followed. We are aware that there are many other legitimate approaches to strategies and strategic planning than those proposed here. However, as a general principle, it is expected that CDBs would follow the approach set out in these Guidelines so as to ensure a desired level of comparability among the CDBs. This is particularly important because some organisations, e.g. Regional Health Boards, are members of more than one CDB.

Guideline Preparation

1.9 These Guidelines were drafted on behalf of and in conjunction with the Task Force by the consultancy support team which was assisting it. This support team involves a consortium of the Institute of Public Administration and Fitzpatrick Associates, Economic Consultants. The team reviewed and drew on experience of previous practice in Ireland and examples of relevant practice abroad. They also consulted widely at national, regional and local level. This included consultations with Government Departments, State / local development agencies, County/City Managers, the social partners and with other key stakeholders. As well as this, a questionnaire was given to all incoming Directors of Community and Enterprise, and a draft of these Guidelines was discussed with the Directors.

Structure of these Guidelines

1.10 These Guidelines are divided into four sections which follow this Introduction:

- Section 2, "Approach and Requirements", sets out the background, concepts and scope of the CDB Strategies on Economic, Social and Cultural Development;
- Section 3, "Preparation of the CDB Strategy", outlines how the new Strategies should be prepared and the processes involved in this;
- Section 4, "The CDB Strategy Documents", describes what the written Strategies should look like, what they should contain, and pitfalls to be avoided;
- Section 5, "Implementation", outlines how the Strategies should be implemented in practice.

A series of Appendices provide more detailed information on specific topics.

Chapter 2 Approach and Requirements

Task Force Recommendations

2.1 In its August 1998 Report, the Task Force set out a series of key parameters for the new Strategies:

- they are to be integrated Strategies for Economic, Social and Cultural Development in the County/City to which they relate;
- they should set out a "broad framework" including agreed overall objectives, targets and indicators for the area and identify the agencies responsible for (and their role in delivering) these objectives;
- individual responsible agencies will continue to prepare and deliver their own detailed plans, focused on their particular target groups and areas. The CDB Strategy will provide a broad framework within which these agencies operate at county level;
- the Strategies will have a 10 year vision and manageable 3-5 year targets;
- the Strategies will ultimately encompass all public services delivered locally, and will be given democratic endorsement by the County/City Council;
- all relevant agencies should participate in the planning process, and should proof their plans against the Strategies;
- Strategies must take account of key areas in national and public policy relevant to their area;
- the Strategies should be prepared and implemented on a consultative basis;
- special efforts should be made to facilitate the input of marginalised and disadvantaged groups.

A Shared Vision

2.2 At the heart of the Strategies, and of wider underlying local government reform, is the concept of a "shared vision" for development at County/City level. Before we address the issue itself, we need to be clear about the context, and about the level of co-operation which already exists:

- public services have traditionally been delivered on a "vertical" basis, with individual Departments and agencies focused on their own sectoral responsibilities, with often inadequate integration on the ground at county level;
- local development agencies have been engaged in some cross-agency activities, although these were limited to smaller areas of operation when compared to the broad remit of the CDBs;
- local co-operation, albeit frequently of an ad-hoc nature, has been reasonably effective between some components of the public service. Other key ingredients have often operated at a more arm's length basis. This is particularly so in the case of services such as education, health, social welfare and security where regional or county-based structures either did not exist, or did so on a different basis from local authority areas;

- National Government Departments and Agencies play an important role both on a national scale and at local level. On occasion, however, they can appear unresponsive to local considerations, and there can be difficulties in responding in a flexible way to local interests, needs and concerns;
- Local Government has always been the main service provider at local level. In addition to that, particularly over the last few years, it has progressively opened itself up to new fields of activity. In the past, it has sometimes been seen as somewhat remote from its citizens and the public is not always fully aware of local authorities' activities, objectives and policies; however, a renewed proactive engagement process on the part of Local Government by way of the Strategic Policy Committees is evidence of the changing focus of Local Government;
- in recent years the policies followed by the local development agencies have created a structure of service delivery to the citizen which, while effective, will need to be integrated with mainstream agencies, especially local authorities and vice versa in order to avoid the emergence of dualistic structures, and to create a holistic approach;
- many of the most pressing of today's problems straddle traditional service boundaries and require integrated solutions. Examples include enterprise development, where education is seen as vital; transport issues, which necessitate a mix of infrastructural development and behavioural changes; childcare, which straddles areas of infrastructure, education, health and social welfare;
- considering the significant policy response to tackling social exclusion across a range of delivery agencies from the Local Development Programme, to the Local Authorities and the mainstream agencies, there is a growing need to focus on the co-ordination and integration of these delivery mechanisms. The CDB process is the process through which this framework will emerge.

2.3 The purpose of the CDBs is to respond to this need for more integration by providing a new County/City level framework within which the various separate bodies can meet and co-operate, developing and implementing the County/City Strategies on Economic, Social and Cultural Development. The aim is to ensure, insofar as possible, that their combined operations are organised, developed and monitored on an ongoing basis so as to minimise overlaps and duplication, to fill gaps, and to achieve a more coherent and integrated approach at local level, addressing the particular needs of the area.

2.4 This approach will take all stakeholders - central, regional and local government, local development structures, the State Agencies, the social partners and local communities and their representative bodies - into a new and in many ways more complex world. It will be a world where negotiation and persuasion will be vital. In particular, the already frequent question - "whose plan takes precedence?", should become irrelevant. Instead, all stakeholders and legitimate interests should be consulted, most will be represented directly on the new CDBs or feed into the process at working group level, and an eventual consensus should be reached. Thus, individual agencies, bodies, and organisations, and their plans would reinforce each other, instead of competing with each other.

Differences from Previous Initiatives

2.5 Some may comment that "we have heard all this before", and point out that there have already been attempts to co-ordinate aspects of Ireland's public service at local level. This viewpoint is understandable. It is true that the briefs of a number

of existing entities, notably Regional Authorities, Partnership Companies and County Enterprise Boards, also involve the aim of co-ordinating delivery of services at local level.

2.6 However, the new CDB process contains a number of important additions to existing integration attempts:

- wider brief: its brief is much wider than before, and potentially encompasses all services delivered locally such as health and education;
- greater depth: the new Strategies will also involve levels of preparatory research and consultation greater than has been generally the case hitherto. In particular, this will occur in areas and on topics where to date little formal local investigation might have occurred, especially where cross-sectoral and issue relationships and boundaries are involved;
- County/City level: this process has been directly linked to the Local Government structure, and reflects a decision that the County/City level is the geographic level at which local integration can best happen;
- Local Government system: it involves a strong institutional link to local government, allied with recognition of other local interests. These links include a local councillor to be appointed CDB chair, and the Directors of Community and Enterprise who are senior local authority officials;
- socio-economic/physical link: it involves an explicit, structured and evolving effort to bring the socio-economic and physical planning processes closer together at County/City level;
- "proofing" requirement: all public agencies or bodies operating at local level, including Departments and statutory public agencies, must now explicitly "proof" their plans against the CDB Strategies. CDBs must in turn proof their Strategies against the National Anti-Poverty Strategy, the National Sustainable Development Strategy, equality and gender issues;
- central government support: the CDB process represents a major new development in national policy regarding local governance, and has strong central government and inter-departmental support.

Remit of the CDB Strategy

2.7 In principle, all topics which can be legitimately encompassed within the terms "economic, social and cultural development" should be dealt with by the CDB Strategies, i.e. there should in principle be no "no-go areas". This includes such areas as health, education as a life-long learning experience, access for people with disabilities, and gender issues at local level. However, since the CDB Strategy clearly cannot meaningfully deal in the same depth with every subject, there must be some parameters in regard to its scope. These are:

- the CDB Strategy should deal with all matters perceived by the Board as important in its County/City, and for that area's future development and welfare, in whatever sector or field;

- the CDBs' shared vision should be very broadly based. As its membership indicates, it should go well beyond the traditional boundaries of local development or economic strategies into such key areas as health, education, cultural development, housing, transport, and infrastructure;
- it should focus on all relevant matters but in particular on some specific areas where the CDB feels its existence can "add value", where it has some distinct contribution to make, where something new can be made to happen;
- areas of possible overlap between bodies, difficulties with co-ordination, or gaps in service provision are areas where particular potential is likely to exist;
- there should, as emphasised in the NDP, be a very explicit focus on social inclusion.

2.8 Apart from approaching issues from a sectoral point of view (i.e. agriculture/industry/services/housing/education, etc.), there should be a focus on problems or themes, e.g. childcare, environment, drug abuse, rural transport, etc. If the problems of the County/City area and the actions which need to be taken to address them are the points of focus, then what sectors are or are not important become issues of practical requirement rather than of principle. This approach allows traditional sectoral barriers to be sidelined in the Strategy process.

National Context

2.9 One of the Task Force recommendations is that the new Strategies must take account of key national and public policies. These fall into a number of categories:

- key established policies including the National Anti-Poverty Strategy (NAPS) and any successors to it, the National Sustainable Development Policy, National Equality Policy, and Information Age Policy;
- new and emerging policies and programmes including the 2000-2006 National Development Plan (NDP), the relevant Operational Programmes which will be drafted on the basis of the NDP, the subsequent Community Support Framework, the emerging National Spatial Strategy, and the implementation of the Rural Development White Paper (Department of Agriculture, Food and Rural Development);
- policy areas which are continuing to develop over the period of the Strategies including the Programme for Prosperity and Fairness, Spatial Development Policy, and the Planning Bill (Department of the Environment and Local Government).

Strategy Implementation

2.10 A central role of the CDBs is to prepare and oversee a County/City Strategy on Economic, Social and Cultural Development. This Strategy is seen as a set of agreed overall objectives and targets. It is not a highly detailed sector-by-sector plan, but rather a framework into which relevant aspects of the activities and plans of all relevant organisations, groups, and agencies can then fit.

2.11 Responsibility for formulation and delivery of detailed sectoral plans remains with the partners in the process, e.g. local authorities in the case of statutory development plans or sectoral Departments and their agencies in the case of sectoral plans. Delivery will continue to be done by existing organisations, with much of the role of the CDBs being to co-ordinate these organisations in regard to what they do in the CDB's area, and in regard to implementing key agreed actions.

Chapter 3 *Preparation of the CDB Strategy*

Introduction

3.1 Section 2 outlined the purpose, nature and scope of the new CDB Strategies. This Section deals with the steps necessary to prepare the Strategies. Often actual production and publication of a document is wrongly perceived as the key measure of success in strategic planning. A document is indeed important, and is the subject of Section 4 of these Guidelines. However, the strategic planning process (which will lead to that document) is itself equally important. The eventual document or report can record and summarise what has been analysed, debated and agreed. But this analysis, debate, consultation and crucially "buy-in" must occur as part of the preparatory process.

Key Principles

3.2 The process of preparing County/City Strategies should be guided by a series of key overall principles:

- a basis in the distinct features and situation of each County/City;
- an understanding of the individual needs of the constituent bodies on the CDB;
- a recognition of the needs of the socially excluded;
- acceptance of sustainable development principles;
- transparency and accountability with regard to the steps and participants in the process;
- participation and inclusion, ensuring the maximum number of groups are represented and that participation of all is facilitated;
- mutual respect by all the possible participant groups, organisations, and agencies of each other's validity and interests;
- decision-making should be based on consensus;
- responsibility and ownership of the process should be shared;
- work on the CDB Strategy should be team-based;
- an understanding of sub-County/City issues/concerns.

These, and the principles listed in the Task Force Report (para. 3.1) and in Preparing the Ground (para. 1.7 to 1.19) are therefore the nucleus of a set of agreed core values or ground rules which should be examined, discussed, added to as required, and accepted by each CDB at the outset of the process.

Key Questions

3.3 The area of strategic planning lends itself easily to jargon and unnecessary complexity and mystique. This need not be so. However, jargon and over-complex approaches can be avoided. In essence, based on these agreed principles, the work of the CDB towards its Strategy will have to answer four basic questions for its area:

- (a) "Where are we?" i.e. What kind of area is it? What is the broad economic, social and cultural situation of the County/City and its citizens? Where has it evolved from? How does it compare with others? How satisfactory is it? What makes the area "tick" economically, socially and culturally?
- (b) "Where do we want to go?" i.e. What is the CDB's broad agreed ambition for the area? What kind of place should it be in which to live and work by 2010? What kind of living standards would it wish to have? How should the social or cultural position have changed?
- (c) "How should we get there?" Answers to the first two questions will identify the present situation and the desired destination. This question asks how the County/City is to get from (a) to (b), what the options are in terms of broad development paths, which one seems to be most suitable. What actions are required if this path is to be followed? Who should do them?
- (d) "How will we know we are getting there?" When the route from (a) to (b) is chosen, it will be necessary to monitor progress, to ask: How far we have gone? Is progress fast enough? Do we need to change direction or take new actions?

3.4 These four key questions can be broken down into more concrete questions which CDBs and Directors can ask in their individual Counties/Cities. An example of such a list is presented in Figure 3.1. This is only illustrative. Each CDB and Director will have to ask the questions relevant to their own situation. These will inevitably vary depending on the nature of the area: – on its size, its location, on whether it is urban or rural, on the nature of its economy, the nature and extent of social exclusion, on its cultural features and so on.

Figure 3.1: Key Questions and Sub-questions

Key Questions	Sub-questions
(a) Where are we?	<p>What is the area size and its population? Where do people live and work? What drives the economy? How does the area compare with its neighbours, with the region and the country? What are the key social features? What services are available and from whom? What are the area's strengths and weaknesses? What is the nature and extent of social exclusion? How would its cultural position be characterised?</p>
(b) Where do we want to go?	<p>What kind of place would we like the County/City to be in 2010 to live and work in? Is this realistic? What is realistically possible? What is sustainable? How should it differ from now? Will the share of agriculture/industry/services change? What is needed to ensure the social fabric is right, and that social inclusion is no longer a challenge? How should the situation have changed? What cultural objectives can be set?</p>
(c) How should we get there?	<p>Are various development options available? What are they? What strategy is being pursued now? How might a new one differ? Can different economic choices be made, e.g. for inward investment? Small Medium Enterprises (SMEs)? Do the choices differ between areas within the County/City? Are the choices realistic?</p>
(d) How will we know we're getting there?	<p>Can goals be quantified, e.g. increased living standards, reduced exclusion, educational attainment, service quality, indicators of a good social structure, cultural vibrancy? Can key milestones be identified? How should the CDB Strategy be ultimately evaluated?</p>

Eight-Step Approach

3.5 The key questions which the CDB Strategy must address have been outlined above. Genuinely asking these will itself be challenging - relating them to the local situation, identifying existing strategies and future options, thinking "outside the box", taking nothing for granted, querying assumptions hitherto unquestioned. Asking questions is, however, still only the starting point. Answering them is where the real challenges will lie. This will require a thorough, systematic approach.

3.6 The recommended approach is summarised graphically in Figure 3.2. It shows a series of eight steps in the strategic planning process:

- Steps 1, 2, 3, 4 address Question (a) "Where Are We?"
- Step 5 addresses Question (b) "Where Do We Want To Be?"
- Steps 6, 7 address Question (c) "How Should We Get There?"
- Step 8 addresses Question (d) "How Will We Know We're Getting There?"

It should be emphasised that Figure 3.2 shows a conceptual framework; the logical relationship between the steps. While there is a necessary element of sequencing, this does not mean that the analytical steps must necessarily be completed precisely in this order, or that there can be no feedback between steps. A degree of learning by doing, and some revisiting of earlier steps, is inevitable and indeed desirable. In particular, experience on the ground during 2000 and 2001 should feed back into the CDB Strategy. Sustainability issues need to be integrated into these eight steps. Para. 3.18 indicates how this might be done.

3.7 These eight individual steps in the preparatory process are summarised in Figure 3.3. A more lengthy description is given in Appendix 1. Each step should have a clear output as described. These outputs relate directly to the work schedule (see Figure 4.2) and constitute first drafts of the Strategy Document (see Figure 4.1).

Figure 3.2: Process Overview

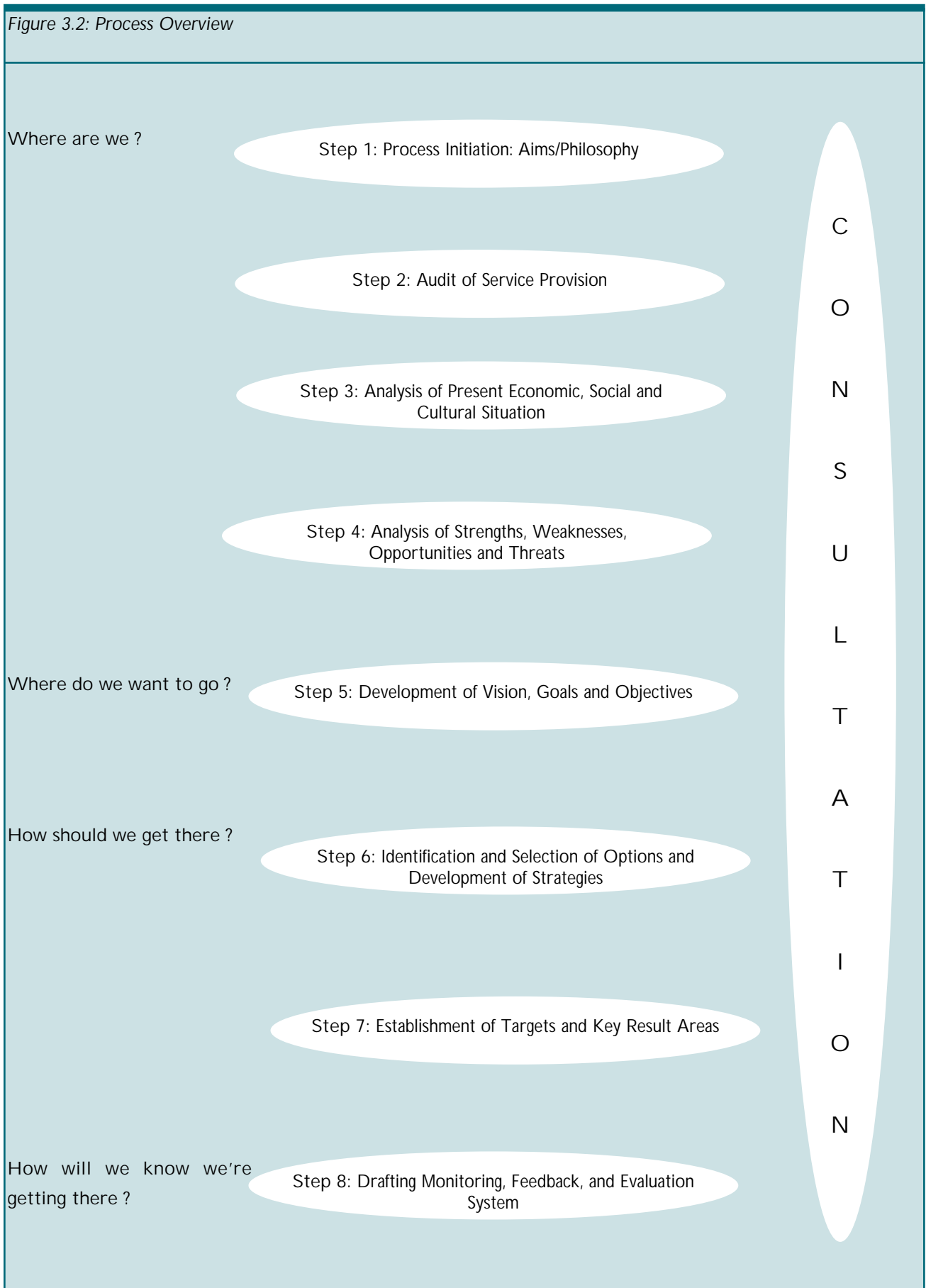


Figure 3.3: Eight Steps in the Preparatory Process

<p>Step1: Process Initiation: Aims/Philosophy</p>	<p>This step is crucial. If it is not completed well, problems will surface later. It involves agreeing at CDB level the aims of the process and the philosophy/values which should be the basis of the subsequent process (see para. 3.2). The format and methods for research, consultation and agreement should also be agreed at this stage. <i>Output: Short agreed workplan and statement of principles.</i></p>
<p>Step 2: Audit of Service Provision</p>	<p>This audit will identify and assess all relevant service provision, public and other, in the County/City area, including the activities of all CDB member organisations. This should be collated and reported on systematically. This step can be co-ordinated with the related work needed in relation to Strategic Policy Committees (SPCs). <i>Output: Detailed report on audit of service provision.</i></p>
<p>Step 3: Analysis of Present Economic, Social and Cultural Situation</p>	<p>This involves analysis of the present situation of the County/City and of trends in its social, cultural and economic dimensions. Step 3 should be strongly data and analysis based, drawing on all available statistical and other information on the area. The precise data to be analysed will depend on the local situation, on data availability, and on the problems on which a CDB may decide to focus. As a guideline, Appendix 2 sets out a list of key data which should at a minimum be examined. However, CDBs must develop their own priorities and also their own sources. <i>Output: Detailed research paper on economic, social and cultural situation.</i></p>
<p>Step 4: Analysis of Strengths, Weaknesses, Opportunities and Threats</p>	<p>Step 4 involves the identification and analysis of the key strengths, weaknesses, opportunities and threats facing the County/City ("SWOT Analysis"). It will draw on Steps 2 and 3, and on an extensive consultation process. (For further description of SWOT analysis see Appendix 3.) <i>Output: Paper on strengths, weaknesses, opportunities and threats.</i></p>
<p>Step 5: Development of Vision, Goals and Objectives</p>	<p>Step 5 is the core of the process. This step involves development by the CDB of the "shared vision" for the County/City, plus the setting of goals and objectives based on the vision. It will draw on previous steps, and on the consultation process. <i>Output: Paper on vision, goals and objectives.</i></p>
<p>Step 6: Identification and Selection of Options and Development of Strategies</p>	<p>Step 6 involves the identification and selection of options, and the setting of operational strategies, i.e. alternative ways of getting to the desired goals and the choice between these. This will build on previous steps, but will again necessitate heavy input by the CDB itself as a Board. It is recommended that this be done through structured brainstorming. Further information on how this can be done is contained in Appendix 4, "Mechanisms for Consultation". <i>Output: Paper on options for development, and on selected strategies.</i></p>
<p>Step 7: Establishment of Targets and Key Result Areas</p>	<p>Step 7 involves establishing quantified targets and other key result areas which reflect and operationalise the objectives and strategies in Steps 5 and 6. <i>Output: Set of quantified targets and other key result areas.</i></p>
<p>Step 8: Drafting of the Section on Monitoring, Feedback and Evaluation System</p>	<p>Step 8 involves the designing of monitoring, feedback and evaluation arrangements. These will allow progress to be tracked against the targets in Step 7, and any requirements for change in direction to be identified. <i>Output: Strategy section on monitoring, feedback and evaluation.</i></p>

Goals, Objectives and Targets

3.8 There is some ambiguity in the use of terms such as vision, goals, objectives, targets etc, and on the relationship between these, and some differing practice across different disciplines. Figure 3.4 presents the position being adopted in these Guidelines.

Figure 3.4: Vision, Goals, Objectives, Targets - Usage and Relationships

"Vision"	A qualitative statement of the broad direction which development of the County/City should take and of the desired destination. Similar to an organisational mission statement (<i>e.g. to attain a living standard equivalent to the EU average, to ensure sustainable development in all areas of the county</i>).
"Goal"	A concrete manifestation of the vision (<i>e.g. to eliminate involuntary out migration, to provide a residence and job for anyone who chooses to live in the county</i>).
"Objective"	A specific activity or action on a thematic or sectoral basis (<i>e.g. creation of a certain level of employment, improvement of employment quality to a certain level, creation of a certain number of types of firms, a reduction in specific types of social exclusion, an increase in cultural facilities or activities</i>).
"Target"	A quantified statement of what is to be achieved under the objectives, and when (<i>e.g. an "X%" increase in employment, "X%" growth in participation in certain cultural activities, an increased % share of high tech industry in employment, a specified reduction in adult illiteracy</i>).
"Key Result Area"	A quantified or qualitative statement of a specific action which will be carried out by a specified date (<i>e.g. opening a new arts centre, starting a new adult literacy programme</i>).

Consultation

3.9 In view of the nature and role of the County/City Development Boards, extensive consultation with relevant sectors and other interests must be a centre-piece of the strategy preparation process. Consequently, "consultation" is not specified as an individual "step" in the presentation. Instead, as depicted in Figure 3.2, it will be an integral aspect of most steps. In other words, no step in the process should be undertaken without the CDB actively seeking to accommodate fully the range of relevant interests.

3.10 In regard to consultation processes, it will be a matter for each CDB to decide on the appropriate consultative arrangements. The arrangements should, however, be subject to these Guidelines and any further guidance which might be issued by the Task Force. They should also take account of the organisational arrangements already set out in relation to the Community Fora in "Preparing the Ground", and to the new Guidelines for establishing Strategic Policy Committees.³ Care should, however, be taken to avoid consultation fatigue.

3.11 The consultative arrangements should have particular regard to the relevant stakeholders not directly represented on the CDBs. This includes, where appropriate, those bodies already identified for membership of working groups or sub-

³ Department of the Environment and Local Government, "Strategic Policy Committees: Guidelines for establishment and operation", August 1999. To be purchased from the Government Publication Sale Office (see inside front cover of this document).

committees to feed into the CDB Strategy, such as:

- Town Local Authorities
- local development organisations
- County Tourism Committees
- the Regional Fisheries Board
- relevant cultural organisations
- Third Level Education institutions.

Commercial State bodies, and other major commercial players, should also be encouraged to become involved in the consultation process leading up to the CDB Strategy, as deemed appropriate locally. Further guidelines on consultation mechanisms are set out in Appendix 4.

Proofing

3.12 "Proofing" will be an important dimension of the new Strategies. It will be a two-way process:

- (a) all public service bodies operating in the County/City will be expected to "proof" their operational plans against the CDB Strategy on Economic, Social and Cultural Development when these become available. These agencies will after all have contributed to the drawing up of the CDB Strategy.
- (b) the CDB Strategy will itself need to be "proofed" against both wider National policies, and against wider National and Regional Strategies and plans. In relation to National policies, key ones will be those relating to poverty and exclusion, rural development, equality; social, economic and cultural policies; and environmental sustainability.

3.13 The process of proofing is itself an evolving one. Key dimensions of it are:

- at a minimum, it involves ensuring that key topics and themes are explicitly taken into account in a Strategy;
- it should involve an element of formality in terms of both process and record of its having occurred;
- proofing should be a process which occurs over the period of preparation. It should avoid being a last-minute token, the all too frequent "few paragraphs" added at the end;
- proofing should not stop when Strategies are published, but should be built into implementation, monitoring and evaluation.

Regional Dimension

3.14 Each County/City Council exists within a region. This refers to the eight Regional Authority areas and more recently also the larger Border, Midland and Western and Southern and Eastern (NUTS II) Regions.⁴ The 1999 Planning Bill introduces a statutory strategic dimension for the first time into the planning system. This means that provision is being made for Regional

⁴ In Eurostat statistical terminology Irish Counties/County Boroughs are NUTS IV level, Regional Authorities are NUTS III, the two new Regions NUTS II, and the State NUTS I.

Planning Guidelines, such as the "Strategic Planning Guidelines for the Greater Dublin Area", to provide a framework within which the Development Plans of the local authorities within a region will be formulated. The Regional Planning Guidelines will be informed by a National Spatial Strategy which the Department of the Environment and Local Government has now been mandated by the Government to prepare. Many statutory agencies also have regional structures which follow the regional authority or other boundaries. The regional structure is an evolving one, and must be taken into account by the County/City Development Boards.

The NUTS III and NUTS II levels, i.e. the Regional Authorities and the Regional Assemblies, are made up of county/city councillors. Through their elected members, the CDBs will thus have formal structural links to the NUTS III and NUTS II levels specifically. The CDBs will be expected to:

- (1) take account (in their Strategies on Economic, Social and Cultural Development) of agreed regional development strategies and programmes, as well as the Strategic Planning Guidelines and the emerging National Spatial Strategy;
- (2) take practical account of the regional Sectoral plans of statutory agencies, including those agencies on the CDBs (i.e. Health Boards, FÁS, Teagasc, Enterprise Ireland, IDA Ireland, Regional Tourism Authorities, the Western Development Commission) and also of the Regional Fisheries Boards, and third level colleges. CDBs will, of course, also be influencing those agencies' plans in the future;
- (3) take account of inter-county and regional projects in which the County/City local authorities are involved, including those on waste-management and other infrastructure, and cross-border networks where appropriate;
- (4) develop appropriate "regional thinking" in their own Strategy including:
 - encouraging regional interaction by the Directors of Community and Enterprise;
 - having a specific regional dimension in their Strategy, especially where there are regional economies of scale to be reaped, e.g. in major regional arts centres or technology parks;
 - avoiding any unnecessary or wasteful inter-county competition in their Strategies, e.g. localised competition for tourists or for mobile indigenous firms.

Relationship with County/City Development Plans

3.15 An important immediate planning relationship at County/City level will be between the CDB Strategy for Economic, Social and Cultural Development and the statutory local authority development plan. Key aspects of this are:

- given the close partnership envisaged between the CDB and the local authority, the relationship between the CDB Strategy and the local authority's statutory development plan should become a model for the wider working of the CDB. For example, there is a need in drawing up any housing-related elements of the CDB Strategy, to have regard to the local authority's Housing Strategy, which local authorities will be obliged to prepare for inclusion in their development plans;
- the CDB Strategy should in future provide the socio-economic context for the statutory local authority development plan;
- the CDB Strategy must in turn take account of the statutory development plan and its goals, needs and statutory status.

Sub-County and Spatial Aspects

3.16 All CDB Strategies should have an explicit sub-county element, generally based on the local electoral areas (i.e. the "councillors' constituencies"), or a combination of local electoral areas. This should involve:

- an area-based element in the preparatory process, including the consultation process;
- an explicit area-based element in the agreed Strategy, including consideration of different development objectives and priorities for different types of area in the county;
- a conscious attempt to have a clear spatial dimension, and an explicit interface with the local authority's physical development plan. This would relate to such issues as settlement patterns, urban and rural structures, infrastructure location, service areas, and traffic and transport, in accordance with the overall policies set out in the local authority Development Plan.

Environment and Sustainability

3.17 Development is only sustainable if answering today's needs does not compromise the ability to answer the needs in the future. The principle of sustainable development must underpin all aspects of the CDB Strategy on Economic, Social and Cultural Development. The aim must be to improve the economic, social and cultural quality of life while ensuring a high quality environment. Sustainable development is more than the sum of its parts; it requires that environmental, economic, social and cultural issues be treated in an integrated fashion. Sustainable development as such, reflecting all four aspects and their interlinkages, should be one of the key principles guiding the County/City Strategies. While the focus of the Strategy is on economic, social and cultural development, the environmental dimension must inform and underpin it. This relates to both the local level i.e. to particular environmental constraints or assets in the County/City, and to the national and international level with reference to the sustainable development agenda nationally and at EU level. Both of these require the integration of environment into the definition and implementation of policies, plans and programmes.

At EU level, the integration agenda is now becoming more focused with the requirement for environmental assessment of Community policy initiatives, regulations and communications. Within the Structural Funds programming process, there is already a requirement for the "ex ante" evaluation of the environmental impacts of regional strategies and plans with reference to sustainable development and environmental concerns within regions. At national level, "Sustainable Development - A Strategy for Ireland (1997)" provides a more immediate benchmark against which to judge the proposed CDB Strategies. Each County/City Council also has a designated Local Agenda 21 officer, who should be centrally involved in the preparation of the CDB Strategy as far as sustainable development is concerned.

3.18 In order to be practical in terms of integrating sustainability issues into the preparatory process, and to avoid a series of general "aspirations", we propose a series of actions which dovetail with the steps for developing the strategies, i.e. tasks that can be carried out as dimensions of the eight-step approach rather than as "bolt-on" extras. These are:

In Step 1: To include sustainability as a core philosophy of all CDBs.

In Step 2: To include environmental bodies in the audit of service provision in the County/City.

In Step 3: In analysing the existing situation and trends in the County/City, it will be necessary to assess the existing environmental situation. This would provide the CDB with relevant information on the current state of the environment in the County/City area. It would also highlight gaps in information and would be the basis for the identification and development of appropriate indicators for tracking/monitoring changes in the state of the environment in the strategy area. There is a sizeable amount of information on development of sustainability indicators at EU and at national level that could be availed of for this latter aspect.

In Step 4: On the basis of Step 2, the information collected on the existing environmental situation could assist in identifying particular environmental weaknesses and strengths in the strategy area.

Steps 5 and 6: A key issue from an environmental/sustainable development viewpoint is to ensure that the CDB objectives and priorities take account of environmental issues. These steps should therefore include an assessment of the consistency of the objectives and priorities with key environmental, sustainable development and physical planning objectives and criteria at national and local levels.

In Step 7: On the basis of an assessment of the current environmental situation, environmental/sustainable development targets should be incorporated into the CDB Strategy. At the very least, the goal of sustainable development must be fully reflected.

Cultural Planning

3.19 The CDB Strategies are to be integrated economic, social and cultural ones. It is likely that many CDB members and Directors will have had experience in economic and/or social planning, but will have less familiarity, or see themselves as having less, in the area of culture. A number of specific guidelines are therefore offered:

- Cultural development should be seen as an integral part of the overall development of the County/City. The culture of a county or city is one of the crucial aspects which distinguishes it from other counties or cities. It includes speech, language, theatre, music, painting, dance, literature, photography, architecture and much more. Knowledge and awareness of the distinct cultural experience of a place or an area is necessary if cultural development is to take place; such knowledge links the past with the present and the future, and helps provide a community with a sense of its cultural identity.
- Any tendency to treat culture as an "area apart" must be consciously countered from the outset.
- In terms of process, strategic planning in the cultural field should be done in exactly the same way as that for the economic and social spheres, so all of the general guidance in the main text and in the Appendices applies equally to culture.
- The cultural sector needs to be specifically included in all steps, especially in the audit and in all consultations.
- The sector can be very useful in wider discussions on visions and options. People in the arts are often good lateral thinkers. They must not be "ring-fenced" in the cultural area only.
- County Arts Officers and County/City Librarians will be major assets to the CDBs in this context.

Social Inclusion

3.20 "Preparing the Ground" already makes clear that social inclusion is to be a major area of focus of the CDB Strategies. This is reinforced in the NDP (see Figure 1.2). The recent success of the economy, at national and county level, in reducing unemployment makes this focus both more possible and yet all the more pressing. It is important that all sections of the community are part of the preparatory process. Special efforts must be made to involve those on the margins of the county's or city's society, recognising that the community is not a homogeneous group, and that all parts of it have something to contribute to the future of the County/City, and a right to do so.

3.21 The input of groups representing the marginalised, disadvantaged and communities of interest needs particular emphasis in the process. There will be a need (in Step 1) to outline clearly how this could be done. Facilitation of the participation of such groups requires particular expertise in relation to social inclusion. There also needs to be an understanding of working with people who experience literacy and other communication difficulties.

The CDB Strategy for Counties with Gaeltacht areas

3.22 For counties with a Gaeltacht area, the CDB Strategy needs to include a section on the particular needs for the Gaeltacht's economic, social, linguistic, and cultural development. In all of those counties, Údarás na Gaeltachta will be on the CDB. The Director would take special care that the relevant section would be based on extensive consultations with the local population.

CDB Members in the Preparatory Process

3.23 A central pre-condition for a successful CDB Strategy on Economic, Social and Cultural Development will be active participation by the CDB members in the process. The Directors of Community and Enterprise who service the CDBs, will have to make sure that the CDB Strategy is "owned" by the CDB as a whole and not just by part of it.

Aspects of active CDB participation will be:

- (1) explicit definition and agreement by members (at Step 1) of their role and responsibilities as CDB members, which must include an active role vis-à-vis the organisation/body/agency they are representing (keeping them informed on the CDB process and their role in it, consulting with them where relevant etc.);
- (2) early identification of key roles which members and their organisations/bodies/agencies can undertake in relation to other preparatory steps, e.g. research, information provision;
- (3) active participation by CDB members in the consultative process, e.g. chairing consultative meetings and workshops, and active participation in working groups.

Chapter 4 The CDB Strategy Documents

Basic Features

4.1 At the end of the preparatory process, the CDB Strategy on Economic, Social and Cultural Development must be produced as a written document. This section of "A Shared Vision" is intended to give a "feel" for what the prepared CDB Strategy should look like.

Basic features are:

- the document should be substantive, and publicly available;
- it should adequately reflect the comprehensive, detailed and extensive analysis and consultation which will underlie it;
- it should be well presented, readable, easily followed but not overly glossy (it is a working strategy, not a brochure);
- its main text should be about 50 A4 page equivalents, with an executive summary of no more than three pages. If it is felt necessary to have further material, this should be appended;
- the document must be accessible and meaningful to disadvantaged and marginalised groups and their representatives;
- it should be published in hard copy, but also electronically (if possible, to be available on the internet);
- it should have a series of chapters, with clearly defined and headed sections and subsections;
- maps and charts should be used where possible. These should illustrate basic features, facts and analysis - in particular where these are central to the choice of subsequently selected development strategy options;
- the CDB Strategy should have clear regional and sub-county elements generally based on local electoral areas or a combination of local electoral areas. This can be dealt with either in individual sections, or in a separate section dealing with individual areas of the County/City.

Structure of CDB Strategy

4.2 A typical Contents Page of a CDB Strategy is shown in Figure 4.1. This dovetails with the eight preparatory steps outlined in Figure 3.1. For the second and subsequent County/City Strategies on Economic, Social and Cultural Development, a review section of the previous Strategy would also be part of the next CDB Strategy.

Figure 4.1: Typical Structure of a CDB Strategy

Executive Summary	
Section 1	<p>Aims and Philosophy</p> <ul style="list-style-type: none"> - membership and functions of the CDB - aims and operating principles of the CDB
Section 2	<p>Audit of Service Provision</p> <ul style="list-style-type: none"> - categories and types of provision - service areas covered - levels of service, numbers of users
Section 3	<p>Analysis of Economic, Social and Cultural Situation</p> <ul style="list-style-type: none"> - basic physical, geographic and locational features - key infrastructure - demography, labour force and human resources - economy, structure and trends - environmental situation and trends - social situation and social inclusion - cultural status and trends
Section 4	<p>SWOT Analysis</p> <ul style="list-style-type: none"> - strengths - weaknesses - opportunities - threats
Section 5	<p>Vision, Goals, Objectives</p> <ul style="list-style-type: none"> - vision - goals - objectives
Section 6	<p>Options for Development and Selected Strategies</p> <ul style="list-style-type: none"> - options for achieving goals - criteria for option selection - selected option(s)
Section 7	<p>Targets and Delivery</p> <ul style="list-style-type: none"> - quantified targets and dates for achievement - other key result areas - programmes and organisations to deliver targets
Section 8	<p>Monitoring, Feedback and Evaluation</p> <ul style="list-style-type: none"> - methods for monitoring - feedback arrangements

Minimum Data Requirements

4.3 The statistical data to be included in CDB Strategies will depend on the issues relevant in individual cities and counties, and on the priorities of individual CDBs. The process must not become "mechanical", presenting data just for the sake of it.

Nevertheless, a minimum level of common basic descriptive statistics is necessary. Figure 4.2 contains an indicative listing of this. A more comprehensive listing of data which should be examined (but not necessarily all subsequently reported on) is given in Appendix 2. Some of this will also be appropriate for inclusion in individual Strategies. CDBs will, of course, also be expected to obtain other relevant information through, for example, the databases of member organisations or through primary local research.

4.4 It is important, in order to avoid duplication of effort, that full use be made of relevant studies or research projects which have already been undertaken, for instance by VECs, or LEADER groups, and indeed ADM surveys of each county or sub-county.

Pitfalls

4.5 Pitfalls to be avoided in the CDB Strategy are listed here. While these may only manifest themselves at the point of document preparation, many will relate back to an inadequate preparatory process in the first place. There is also the danger that, with judicious editing, some of these can be blurred and will not emerge until implementation. However, the sooner they are identified and dealt with the better.

4.6 Common pitfalls to emerge at "document stage" are:

- "lack of ownership": i.e. the CDB Strategy belongs to a few people and not to many, in this case not to the full CDB;
- "over-ambition": the CDB Strategy is too ambitious, can never be delivered upon and so is doomed to failure;
- "no prioritisation": the CDB Strategy contains no decisions about anything, and no sense of direction or prioritisation. This is usually related to a lack of hard debate/brainstorming during the preparatory process, especially at CDB level. Any meaningful strategic planning process requires hard, animated debate among key stakeholders. Heated but constructive argument is to be encouraged, not avoided;
- "poor analysis": this usually reflects lack of adequate research and analysis, i.e. the CDB Strategy is based on factual misconceptions, shallow understandings and conventionally accepted wisdom which has not been tested;
- "no focus": the CDB Strategy tries to deal with too many topics at the same level, touching everything but affecting nothing;
- "eggs in one basket": this is the opposite to lack of focus. It bases the whole Strategy on one debatable assumption, or makes a single action a pre-condition for the success and credibility of everything else;
- "ignoring national/regional policies": here the CDB Strategy simply runs in the face of policy decisions which are taken elsewhere, especially ones over which it can have no conceivable influence and/or which it must take into account;
- "overly high expectations": this is closely akin to being overly ambitious. There is a danger of causing disappointment if expectations are raised which cannot be delivered on;
- "overly long-term": if all successes are pushed out into the future everybody will have lost interest by the time they come. The CDB Strategy must try to deliver some early tangible successes.

Figure 4.2: CDB Strategies: Minimum Common Statistical Requirements

Note: Where possible and relevant give the latest year, 5 years previously, and 10 years previously. Comparisons should be provided with the national and regional average. All data referring to persons should be disaggregated by gender, where possible.

Topic	County/City Indicators
Physical features:	Land area Land types Main physical features (e.g. river, coastline, length)
Key environmental features:	National Parks, National Monuments, Special Areas of Conservation etc.
Demography:	Population size Population density Population trend Area breakdown Age/gender breakdown Components of change
Economy/living standards:	Gross Value Added (GVA) per head
Labour Force:	Employment/unemployment Labour Force Participation Ratio
Economic sectors:	Agriculture number and size of farms Manufacturing output/employment Services sector output/employment (including tourism)
Public Service Provision:	Education facilities – establishments and number Health Services – hospital beds, health centres Social Welfare offices
Local Development:	Organisation numbers Activities Participation levels
Education/training:	Population with 1st, 2nd, 3rd level attainment Availability of facilities
Culture:	Availability of facilities
Social Exclusion:	Long-term unemployment/very long-term unemployed Old persons living alone Adult illiteracy Number/type of social welfare recipients

Good Strategy Writing

4.7 The CDB Strategy document must be eventually written, and then read and acted on. The likelihood of the latter will be increased if the quality of writing and general presentation are good. Some practical guidelines to help ensure this are:

- succinctness: the Strategy should not be a detailed record of the process outlined in Section 3. It should be a distillation of the key points that have emerged from the process. Just because information has been collected does not mean it has to be included, only include it if it is relevant;
- early contents page: specify the structure in as much detail as possible as early as possible. Don't leave this until the end (otherwise gaps will be discovered which someone has to go back and fill). Drawing up a Contents Page early on (based on Figure 4.1) is a useful discipline, and a means of getting agreement about what the Strategy document should contain. It should be considered as part of Step 1 in the preparatory process;
- simple language: write in simple short sentences and avoid unnecessary jargon;
- clear thinking: unclear writing frequently reflects unclear thinking. Rehearse difficult arguments on colleagues before they are written down;
- length: don't be either overly short or overly long. A Strategy of 15 pages is probably overly short and superficial. On the other hand, one that is 60 pages plus is probably too long, 100 pages plus certainly is;
- central editing: use a small central editing team. While very many people will contribute to the CDB Strategy, good documents cannot be written by large committees;
- final editing: towards the end appoint an agreed and acceptable "editor-in-chief". This person doesn't have to write everything, and should not try to dominate. Instead, he/she should collate everybody else's material, reflect what has already been agreed at that point, probe what is still unclear and finally put it all into a common style.

Charts and Maps

Use of charts, diagrams and maps is an essential feature of a good written strategy. This is especially so where Strategies are intended to have a spatial dimension. Such "pictures" are often a good substitute for words. They also help to break up overly long sections of text. Some practical guidelines are:

- charts, diagrams and maps should genuinely make text clearer or shorter. If they do not, or if they themselves require extensive explanation, they may be better avoided;
- make sure they are centrally relevant rather than interesting but possibly confusing asides. Having a lovely chart is not itself sufficient reason for using it;

- statistically based mapping is a newer and very welcome and effective form of presenting data. However, like any other "visual" aid, it is really effective only where the message is both clear and central to the document. Such maps are best used as a presentation device, they are not a substitute for underlying research and analysis;
- the final choice of all visual aids is best left until late in the preparatory process, when lines of argument have already been thrashed out. Visual aids can of course be prepared much earlier, but it may be necessary to eventually change or drop some of these.

Indicative Timetable

4.8 Figure 4.3 shows the planned timetable for completion of preparatory steps. It is intended:

- that each step results in an output (see Figure 3.3). These will in effect be first drafts of the sections of the CDB Strategy document;
- that production commence quickly, so that the January 2002 deadline does not lull CDBs into a false sense of security;
- that these deadlines will be used by the CDBs and the Task Force as milestones to monitor progress;
- that the deadlines be seen as the latest date by which the outputs be delivered, with earlier delivery being welcomed;
- that the final deadline of January 2002 also be seen as an outside deadline. If a good strategy can be prepared more quickly, there is no requirement to wait. However, there is equally no requirement to rush drafting so as to jeopardise quality.

Figure 4.3: Indicative Timetable and Deliverables

Years		1999		2000				2001				2002 →				
		3	4	1	2	3	4	1	2	3	4	1	2	3	4	
Establishment of CDBs				■												
CDB Strategy Preparation																
Step 1: Process Initiation: Aims/Philosophy				■	■											
Step 2: Audit of Service Provision				■	■	■	■									
Step 3: Analysis of Present Economic, Social and Cultural Situation						■	■									
Step 4: Analysis of Strengths, Weaknesses, Opportunities and Threats						■	■	■								
Step 5: Development of Vision, Goals and Objectives						■	■	■	■							
Step 6: Identification and Selection of Options and Development of Strategies								■	■	■						
Step 7: Establishment of Targets and Key Result Areas								■	■	■						
Step 8: Drafting of the Section on Monitoring, Feedback and Evaluation										■	■					
Strategy Documentation/ Outputs	When															
1. Short Agreed Workplan and Statement of Principles	by June 2000				●											
2. Detailed Report on Audit of Service Provision	by December 2000						●									
3. Detailed Research Paper on Economic, Social and Cultural Situation	by December 2000						●									
4. Paper on Strengths, Weaknesses, Opportunities and Threats	by March 2001							●								
5. Paper on Vision, Goals and Objectives	by June 2001								●							
6. Paper on Options for Development and on Selected Strategies	by September 2001									●						
7. Set of Quantified Targets and other Key Result Areas	by September 2001									●						
8. Draft Strategy Section on Monitoring, Feedback and Evaluation	by December 2001										●					
Strategy Publication	January 2002											●				

Chapter 5 Implementation

Introduction

5.1 The classic criticism of written Strategies, Plans and Reports is that nothing happens as a result, and that they "gather dust", and "sit on shelves". This will be the outcome if the County/City Strategy on Economic, Social and Cultural Development is merely seen as a document, rather than as a process designed to lead to action. But if the parties to the CDB Strategy are interested, serious and committed, then it will lead to action. Not necessarily everything will be achieved, not everything will be achieved on time, some things will be overtaken by events, and some will fail to occur or be unsuccessful. But successes will be chalked up, change will have occurred.

5.2 Mechanisms for implementation are therefore a crucial component of any strategy. They should be contained within the CDB Strategy itself, at least in general terms, rather than left to be worked out afterwards. This issue will require special attention in the case of the CDB Strategies. Given their nature as umbrella frameworks for other organisations' detailed plans, it will be especially important that responsibility for delivery be identified and accepted.

Ensuring Implementation

5.3 As with other aspects of the CDB Strategy, the aim here is to provide a template rather than a straitjacket. How implementation occurs in an individual County/City will depend on local circumstances. However, a number of key guidelines can be given:

- "get out and sell it": A common failure in strategies is to treat the written document as the culmination of the process, rather than as a starting point. As soon as a CDB Strategy is agreed, prepared and published, someone, e.g. the Director, the CDB Members or someone else, must go out and about to explain, to remind, to give feedback, and to win over "hearts and minds" to its implementation. If it is simply left hanging in the air, then it will surely die. This must include special provision for dissemination to disadvantaged groups;
- "have clear targets and key result areas": The CDB Strategy must contain clear, identified and quantified targets and key result areas for each of its priority sectors or themes. This should involve specified actions that are to be achieved within the period of the CDB Strategy;
- "who does what and when?": Key result areas must also have implementing organisations linked to them, and a timescale. This will be particularly important in the case of the CDB Strategies, given their nature as "umbrella documents" rather than as detailed plans. Their key result areas are likely to be implemented by organisations represented on the CDBs or other organisations, rather than by the Director and his/her immediate staff;
- "be clear about the role of Working Groups etc.": Groups which have existed during the preparatory process should not necessarily be disbanded as soon as the CDB Strategy has been finalised. They may be suitable candidates to be reconstituted into ongoing sub-groups, committees etc. However, care should be taken that they do not become institutionalised. Where major one-off projects and initiatives are concerned, ad-hoc groups with a beginning, a middle and an end are more desirable. Having an end in sight will also increase the likelihood of participation by vital, but busy people;

- "Agree and Follow an Annual Implementation Programme": The CDB Strategies on Economic, Social and Cultural Development will have a life of 3-5 years, with a ten-year overall vision, and will be written in broad "framework" terms. To ensure follow-through and implementation, a shorter Implementation Programme should be prepared annually. This would identify specific aspects to be implemented each year, and who will perform them. This approach also allows some scope for flexibility without constant revision of the overall Strategy.

Monitoring and Evaluation

5.4 A very important component of any implementation, and a component which must be built into the CDB Strategy itself (see Step 8), are arrangements and systems for monitoring and evaluation. Monitoring and evaluation are somewhat different:

- monitoring refers to the regular tracking of activity and immediate outputs on a reasonably short-term basis, e.g. quarterly, bi-annually and annually. Are commitments being met? Are people doing what they promised to do? Are agreed activities being carried out?
- evaluation refers to impact, including longer term impact. This is more likely to focus on the ultimate impact of the CDB on the ground, e.g. in terms of changes in baseline information, in terms of economic growth and working towards elimination of all forms of social exclusion.

Monitoring is therefore likely to relate closely to key result areas, and evaluation to overall goals and objectives.

It is proposed that:

- monitoring reports be prepared six-monthly by the Directors of Community and Enterprise, and be presented first to the CDB and then, once accepted by the CDB, to the Task Force Secretariat. These reports will review progress against key result areas, and inform the annual Implementation Programmes;
- a full evaluation be carried out at the end of each Strategic Planning cycle, but not less than every three years.

See also 5.11 and 5.12 for further points on monitoring.

Targets and Indicators

5.5 A key mechanism for ensuring implementation is to have key quantified targets and indicators. Reference has already been made to these as Step 7 of the strategic planning process (Figure 3.1), and as an explicit component of the published CDB Strategy on Economic, Social and Cultural Development (Figure 4.1).

5.6 "Indicators" refer to quantified measures which can be used to monitor progress in the County/City area, e.g. the level of long-term unemployment, numbers participating in certain activities, new firm start-ups. Combined with cost information, indicators can also allow calculation of unit costs.

5.7 "Targets" are those indicators for which a predicted future level is set. There will usually be fewer targets than indicators, and there should not be too many of either. The CDB Strategies should have targets for key areas for the first 3-5 years.

5.8 Targets and indicators can be drawn from the statistics used in the analysis steps of the preparatory process (especially Step 3). A list of minimum descriptive statistics is given in Figure 4.2, a longer potential menu is given in Appendix 2. A suitable format for key indicators and targets is given in Figure 5.1, with some examples. The examples are given for illustrative purposes only. Incorporation of past trends here is an important "reality check". Otherwise, targets may be unrealistic, e.g. reversing a clear past trend without any apparent reason why this should now be possible.

Figure 5.1 Indicator and Target Format (illustrative examples only)

Indicators (examples)	Past Trends		Present Baseline	Future Target	
	1990	1995		2003	2006
Long-term unemployment rate	5%	10%	5%	4.5%	2.5%
No. of companies doing R&D	50	100	150 (1998)	200	250
No. of Irish Language Speakers	2,000	3,000	4,000	5,000	5,000

* or most recent year

Changed Behaviour and New Thinking

5.9 The CDBs are unique and innovative entities. Much of what has been said about the CDB Strategies, and in particular about monitoring and evaluation, might be said about any strategy. Monitoring and evaluation of CDBs must also, however, recognise the distinct nature of their role.

5.10 This nature is perhaps encapsulated in the phrase "changing behaviour". The CDBs themselves will be committees of people who have day jobs, be they elected members or officials from other organisations, community activists or business people. The Directors too have other functions. The CDBs will not themselves have major budgets. These will rest with the local authorities and the CDB member organisations.

5.11 The impact of CDB Strategies on Economic, Social and Cultural Development will therefore crucially depend on the extent to which their constituent members buy into the Strategies and subsequently act accordingly, i.e. in terms of the extent to which their organisational behaviour changes. Monitoring this must be a key aspect of monitoring the implementation and effectiveness of the Strategies. It will relate to:

- evidence of increased co-operation between CDB organisations, e.g. use of each other's services/facilities, presence on each other's committees, carrying out of joint projects;

- evidence of individual bodies' objectives reflecting the wider "shared vision", e.g. alterations in the objectives of CDB members' own plans;
- evidence of new thinking and different choices being made, e.g. member organisations doing different things, or doing some things differently, because of their membership of the CDB and their sharing of the CDB vision.

5.12 The area of monitoring such changes is again one which must remain flexible at individual CDB level. However, the general spirit of the shared vision must be that organisational behaviour changes somewhat as a result, within the bounds of realistic expectations and the other national and regional priorities. A CDB Strategy which causes nothing to change would be a failed strategy.

Appendix 1 *Eight-Step Preparation Process* (See Chapter 3)

Step 1: Process Initiation: Aims/Philosophy

Before commencing the rest of the preparation process, the CDB will need to create for itself a shared understanding of its own role, and of how it intends to prepare its CDB Strategy on Economic, Social and Cultural Development. This will be vital, given that the CDB will be made up of representatives of organisations who may not be fully aware of the purpose of the CDB or of the nature of the other organisations represented on it. The overall purpose of Step 1 is to ensure that all members of the CDB share a common perspective before getting into the strategy process itself. The CDB therefore should:

- establish an understanding of the role and interest (including the operational strategies and strategic concerns) of the CDB members in the context of the overall development of the County/City;
- set principles and guiding values for the CDB and its working committees which it may, over time, choose to establish (a basic set of principles is contained in the main text, para. 3.2), based on a shared understanding of the general aims of the CDB;
- identify and prioritise the key issues facing the County/City as the CDB interprets them;
- prioritise these on the basis of its guiding values/principles and, on the basis of this exercise, complete an analysis of the stakeholders which it would consider should be involved in its working committees; identify, and consult with, those stakeholders in the development of the County/City who are not directly represented on the CDB;
- identify the key information needs it requires in addressing the preparation of the CDB Strategy. This could include key performance indicators and datasets. The CDB, however, should not at this stage collect this information. Rather it should be seeking to understand why it needs information and what it is going to do with it. Resources are scarce and there is no point collecting information which does not contribute to the strategy process.

Output: Short agreed workplan and statement of principles. (By June 2000)

Step 2: Audit of Service Provision

This step will be designed to answer the questions "who does what, and where?" It will identify all service provision in the county. This will include service provision by the local authority, by other statutory agencies, local and community bodies, as well as the activities of clubs, associations, voluntary groups etc.

Tasks will be:

- establishing what work has already been done by way of county/city audits;
- desk research using directories and other information services;
- consultation via the CDB members and other key informants;

- public advertising, which would also form part of the consultation process (see Appendix 4);
- a standard postal or telephone survey of all identified bodies to establish information on these.

Output: Detailed report on audit of service provision. (By December 2000)

Step 3: Analysis of the Present Economic, Social and Cultural Situation

Overview

Step 3 could be described as drawing a picture of the County/City at a particular point in time, on the basis of the work done in Step 2 (which established what elements were available for this picture). Drawing up this picture will be a significant body of work for the CDB; Step 4 will then analyse the result of Step 3. The approach to examining the present condition of the County/City should include, as a minimum:

- establishment of appropriate information levels on the key issues facing the County/City;
- a full understanding of the operational plans and strategies of organisations concerned with both internal and external aspects to the County/City;
- a full understanding of the different planning and service boundaries in the County/City;
- establishment of attitudes regarding the County/City which might be held by the general population as well as the key stakeholders.

Key Data:

Basic information on population, physical features, economy etc. are outlined in Table 4.2 and Appendix 4. The CDB should consider whether other data sources are required. The CDB, however, should be aware that much information is now dated arising from the length of time since the last census and the growth of the economy in recent years. Means of updating crucial information (where this has not already been done by others) should therefore be explored, e.g. through local sample surveys.

Trends in the County/City:

The pace of change represents a huge challenge to the CDB in setting out its vision and its CDB Strategy for achieving the vision. Understanding the pace of change will facilitate the CDB in gaining a strategic perspective. Understanding the trends impacting on a County/City is like taking a series of still photographs and turning them into a movie reel.

Some social, economic and environmental trends are available locally. Cultural trends tend to be more difficult to define and yet in the long term can be crucial to the strategic process. The decision to examine a particular trend in a particular area needs to be determined against the background of the guiding principles set by the CDB. Some obvious trends would include understanding the relationship between the move from agriculture over the past 20-25 years and the possible loss of

agricultural employment over the coming 5 years. Equally, shifts in retail trade due to the creation of out-of-town shopping centres impact on smaller urban/rural community retail trade.

Output: Detailed research paper on economic, social and cultural situation. (By December 2000)

Step 4: Analysis of Strengths, Weaknesses, Opportunities and Threats

In creating an awareness of where we are, the interpretation of the present condition and trends is as important as understanding the actual position. Hence the need to establish key problems which require resolution and key advantages which solving these problems will bring about.

The mechanisms that also enable this are outlined in Appendix 3.

Output: Paper on the strengths, weaknesses, opportunities and threats of the County/City. (By March 2001)

Step 5: Development of Vision, Goals and Objectives

Any vision is unique to the people who shape and adopt it. The setting of a vision should, therefore, be based on the aspirations of the County/City, and its communities, for the future. Given this, the community fora should be given the opportunity to discuss and help arrive at the shared vision. Through their CDB members, the community and voluntary fora's contributions would feed into the vision-setting processes of the CDB. Equally, as many stakeholders should be involved in the ultimate setting of the vision as is possible. The CDB will naturally need to allow for input by its own constituent agencies. This process of developing a vision would build on the results of Steps 1 to 4. It is important, at the same time, that the consultative process is managed in a constructive and efficient manner, and avoids consultation overload and fatigue on part of those consulted. See Appendix 4 for mechanisms for consultation.

Goals and objectives are clear statements of ultimate aims which the CDB wishes to arrive at. Generally they should be measurable and should be related to the guiding principles and values of the CDB. They clearly should be seen as contributing to the achievement of the vision. Equally, they are important in that they should be directly setting the agenda for the operational strategies of the constituent agencies on the CDB. They should become the benchmarks against which the CDB can proof the actions of the agencies concerned. For example, a vision might be to have a sustainable community, an objective might be to create a certain level of employment, thus contributing to creating a sustainable community. A summary of the relationship between the vision, goals, objectives, targets and key result areas is given in Figure 3.3 in the main text.

Output: Paper on vision, goals and objectives for the County/City. (By June 2001)

Step 6: Identification and Selection of Options and the Development of Strategies

In an ideal world, once agreement has been reached about the objectives and goals, it would be easy to take the right actions to achieve these. However, given budgetary constraints generally, not to mention the range of responsibility for many policy areas being spread over different agencies, things will not be so clear-cut, and thus, identification and selection of options is an important feature of the CDB Strategy. Equally importantly, it is easy to decide on one approach to achieve an objective

forgetting that there may be other options. This danger is particularly prevalent in organisations which have long-standing "menus" of standard policy instruments. In such cases, there may even be some institutional resistance to consideration of alternative approaches. The CDB should therefore ensure that options are not chosen too quickly, or regarded as too self-evident. The choosing of options needs to include an assessment of options.

A question which the CDB needs to ask itself constantly at this stage is who will do what, when and how in order to fulfil whatever aspect of the CDB Strategy is being considered. This will require considered consultation through the CDB with the organisations responsible for an individual part or a particular aspect of the overall approach to the county's/city's economic, social, or cultural development. Some "lateral thinking" is therefore necessary on the part of the CDB in identifying and selecting options. These agreed options will then influence the operational strategies of the CDB's constituent members.

Output: Paper on options for development, and on selected strategies. (By September 2001)

Step 7: The Establishment of Targets and Key Result Areas

The Task Force Report (August 1998) calls for the setting of hard targets covering a 3-5 year period during the course of the Strategy implementation. Setting targets can be complex and does give rise to considerable conflict. Targets must be sufficiently realistic to allow for the measurement of progress to reaching the objectives set down by the CDB in Step 5, and must be firmly linked to the options and operational strategies agreed under Step 6. Targets should therefore:

- be realisable;
- be specific and subject to measurement;
- cover a set time period; and
- be accepted by the appropriate organisations as well as the CDB.

Targets require programmes and projects to be delivered in order to achieve the targets. The CDB should work with its constituent agencies over the period of strategy preparation in ensuring that a cross-sectoral dimension to the agencies' own programmes is provided for. This would go some way to establishing the CDB's credibility in its role of setting the long term Strategy for the County/City. It equally will address the requirement which, increasingly, is being placed on local agencies to ensure their programmes are co-ordinated with those of other bodies. This includes provision in their programmes for compatibility with national policy and local delivery. The CDB can act to make this happen over the period of strategy preparation. This will, in turn, facilitate the long term delivery of programmes relevant to the CDB Strategy.

A key feature of the CDB's role in setting targets is the allocation of responsibility for achieving those targets on organisations and designated persons who may be members of the CDB. The responsibility for delivery of programmes will often seem self-evident. However, the CDB should seek to avoid jumping to conclusions about programme responsibility. It should seek to ensure that the delivery of each part of the CDB Strategy rests with the most appropriate organisations.

At the end of Step 7, the CDB will have agreed specific and measurable targets for the first 3-5 years of its County/City Strategy on Economic, Social and Cultural Development.

Output: Set of quantified targets and other key result areas. (By September 2001)

Step 8: Drafting of the Section on Monitoring, Feedback and Evaluation

There is little point in setting a vision and adopting a strategy if there are no mechanisms for observing its implementation. This requires continuous feedback, on-going evaluation and constant monitoring. Monitoring can be carried out by a variety of means. For the CDB Strategy, these include examining the indicators which the CDB will already have set in Steps 3 and 7, in order to determine progress to those indicators. As well as that, an on-going process of consultation with the community fora and the wider public can provide feedback which can identify unforeseen impacts of the CDB Strategy.

Key questions to pose on the part of the CDB are whether, in light of the monitoring and evaluation, an action initiated by the CDB should continue, whether a policy position of the CDB should be redefined, whether the CDB members have the appropriate delivery mechanisms for the CDB Strategy.

The CDB shall use the knowledge gained from the monitoring process to determine:

- whether the CDB Strategy, or any aspects of the CDB Strategy (including indicators etc.), remain appropriate and if not should they be dropped;
- whether these aspects or indicators should be revised or whether the implementation process should be continued, as originally intended, in the prospect of the indicators for the issue turning positive in the future.

Clearly, therefore, the CDB will need to establish an on-going information gathering process as part of the CDB Strategy preparation. Hence the importance in setting key datasets from the very start of the process.

Output: Draft Strategy Section on Monitoring, Feedback and Evaluation. (By December 2001)

Appendix 2 Data Analysis Requirements (See Chapter 4)

Note: Where possible and relevant, give the latest year, 5 years previously, and 10 years previously. Comparisons should be provided with the national and regional average. All data referring to persons should be disaggregated by gender, where possible.

General Topic	Specific Topic	Statistic	Source ¹
Physical Features	Land Main physical features	Land area Coastline, rivers, mountains etc. (length/area/size)	CSO, CoP, Vol. 1 Ordnance Survey and Local Authority
Environmental Features and Quality	Areas of Environmental Interest Water supply Sanitary facilities Solid waste Sewage treatment Water quality	National Parks National Monuments Special Areas of Conservation Permanent private housing units classified by water supply Private housing units classified by sanitary facilities Waste volume No. of sewage treatment plants Quality of river and lake water classified according to hydrometric area No. of 'blue-flag' beaches	CSO, CoP, 1991 ² or Local Authorities CSO, CoP, 1991 ² or Local Authorities Local Authorities Local Authorities EPA, "Water Quality in Ireland 1995-97" (most up-to-date report available). Dept. of Environment and Local Government or An Taisce
Demography	Population size and density Age, gender and marital status Urbanisation Population - urban/rural	Absolute numbers Population trend - % change Breakdown of composition of change (nat. increase/death/ migration) Population density Proportion of males and females, single and married, aged under 15, between 15 and 65 and over 65 No. of people living in towns with more than 5,000 people No. of people living in urban/rural areas ⁴	CSO, CoP, Vol. 1 ³ CSO, CoP, Vol. 2 CSO, CoP, Vol. 1 CSO, CoP, Vol. 1

General Topic	Specific Topic	Statistic	Source ¹
	Population by area	No. of people living in each district electoral division (DED) and in each local electoral area (LEA)	CSO, SAPS
	Households	No. of households	CSO, CoP, Vol. 3
Economy/Living Standards	Gross Value Added (GVA)	GVA per capita (only 1995 figures available at county level)	CSO, Regional Accounts
	Dependency Ratio	Population of county aged 14 and under and 65 and over as a proportion of county population between 15 and 64	CSO, CoP, Vol. 2
	Unemployment Rate	No. of people unemployed as a % of those in the labour force	CSO, 1996 Census, Principal Socio-Economic Results ⁵
	New Cars Registered	No. of new cars registered in 1999	CSO, New Cars Registered, Statistical Release
Labour Force	Employment and Unemployment	Absolute no. and % change in numbers employed and unemployed	CSO, 1996 Census, Principal Socio-Economic Results
	Labour Force Participation Rate	For entire population and female population	CSO, Live Register Area Analysis, Statistical Release
	Duration of Unemployment		Unpublished, but available from CSO, Small Area Population Statistics (SAPS)
	Long-term unemployed	No. unemployed for more than 1 year	
	Employment by Sector	No. on live register and % change 1994-99	
		No. employed in all industry	
		No. employed in manufacturing	
		No. employed in services	
		No. of people employed in agriculture	
		No. employed in fishing	
		No. employed in tourism	
		No. employed in retail	
		No. employed in public service	

General Topic	Specific Topic	Statistic	Source ¹
Economic Sectors	Agriculture	No. of farms	CSO, Census of Agriculture, 1991 ⁶
		Proportion of land area farmed	Department of Agriculture, Food and Rural Development
		Proportion of land area designated as disadvantaged	CSO
		Average farm size (area and ESU)	CSO, CoP, unpublished but available from census enquiries
	Fishing	No. of fishing ports and volume /value of fish catch	Department of the Marine and Natural Resources
	Forestry Industry	Forest acreage	CSO, SAPS
		Gross, net industrial output	CSO, CIP
		Productivity ⁷	(Derived from)CSO, CIP
		No. of industrial and manufacturing units	Census of Industrial Production, 1997
	Tourism	No. of firms classified according to type of activity	Unpublished but available from CSO Central Business Register
Visitor numbers, 1998		Bord Fáilte, Planning Dept. ⁸	
Tourism Revenue, 1998		Bord Fáilte	
Top visitor attractions		Dúchas, Bord Fáilte	
Retailing	Personal callers to Tourist Information Offices	Regional Tourism Authority	
	No. of retail units classified by activity	Unpublished but available from CSO, Central Business Register	
Other service businesses	No. of businesses and staff employed	Unpublished but available from CSO, Central Business Register	

General Topic	Specific Topic	Statistic	Source ¹
Public Service Provision	Education Services	No. of schools, pupils and teachers at primary level No. of second level schools, teachers and pupils classified by type of school No. of third level institutions (aided by the Dept. of Education and Science) and no. of pupils enrolled	Dept. of Education Statistical Report
	Health Services	No. of health centres No. of hospitals and hospital beds	Dept. of Health and Children, Information Management Unit
	Social Welfare Services	No. of Social Welfare local offices	D/SCFA
	Local Authority	No. of Borough Corporations, Urban District Councils, Town Commissioners and local authority staff No. of existing local authority housing units / new local authority house completions	Local Authorities, D/ELG D/ELG: Local Authorities/Housing Statistics Bulletin
		No. of fire stations and fire service personnel No. of public libraries, parks, recreational areas and swimming pools	Local Authorities
Economic development agencies	No. of state assisted companies (IDA, Enterprise Ireland, Údarás, SFADCo, CEBs)	Forfás, Planning Unit	
Local Development	Organisations	No. of partnership companies, CEBs, LEADER groups and community groups	ADM, Dept. of Enterprise, Trade and Employment, Dept. of Agriculture, Food and Rural Development.

General Topic	Specific Topic	Statistic	Source ¹
	<p>Activities</p> <p>Participation</p> <p>Target groups</p> <p>Capacity building</p>	<p>No. of start up companies assisted by CEBs</p> <p>No. of people trained</p> <p>No. of people moved into employment</p> <p>Participation by individuals by target group and gender</p> <p>No. and type of target groups</p>	<p>CEBs</p> <p>Partnership and Community Groups; CEBs</p> <p>Partnership and Community Groups, LEADER and CEBs</p>
Education / Training	<p>Educational Attainment</p> <p>Training and Education</p> <p>VEC: Adult Education</p>	<p>Population 15 and over classified by highest level of education completed (primary, secondary, third level course, degree)</p> <p>No. of full time third level students (in institutes aided by the Dept. of Education and Science) classified by county of residence</p> <p>No. of full time trainees and students in private colleges and on courses run by private training providers</p> <p>No. and type of courses and participation numbers</p>	<p>CSO, CoP, Principal Socio-Economic Results</p> <p>Higher Education Authority</p> <p>Dept. of Education and Science</p> <p>VEC</p>
Culture	Facilities	<p>No. of Arts Centres and Arts Officers</p> <p>No. of Arts Venues and/or performances</p> <p>No. of performing/cultural groups (e.g. drama groups, writing groups etc.)</p> <p>No. of performances; average attendance (if known)</p> <p>Other arts facilities including galleries etc.</p>	<p>Arts Council</p> <p>County Arts Officer</p>

General Topic	Specific Topic	Statistic	Source ¹
	Irish language	Public libraries and other cultural amenities: opening hours, services etc. No. of festivals Activities, initiatives, festivals etc. re Irish Ability to speak Irish and frequency of doing so	County/City Librarian Údarás na Gaeltachta CSO, CoP, Principal Socio-Economic Results
Housing	House Stock New houses House prices	No. of permanent private housing units No. of new house completions (also classified according to private and social housing) Average house prices	CSO, CoP, 1991 D/ELG: Housing Statistics Bulletin, 1998 Data for Dublin, Cork, Waterford, Galway, Limerick and average for rest of country available in D/ELG Housing Statistics Bulletin, 1998
Telecommunications / Media	Land lines Broadband Mobile phone usage	No. of working units (per capita) General availability of broadband technology Mobile phone usage	Telecom providers Telecom providers Telecom providers
Energy	Electricity Natural gas	No. of power stations and electricity generated including private generation (hydro, wind etc.) Availability of natural gas	CSO Statistical Abstract/ESB Annual Report Bord Gáis
Health	Infant mortality Mortality	Deaths of infants (under 1 per 1,000 births) Principal causes of death	CSO, Vital Statistics

General Topic	Specific Topic	Statistic	Source ¹
Gender / Equality	Gender	Male/female breakdown of all CSO demographic and labour force statistics	CSO, CoP
	Childcare	No. of community and private childcare places	Health Boards
	Travellers	No. of halting sites and stands	Local Authorities
Safety / Security	An Garda Síochána Crime rate	No. of Garda stations No. of crimes per 1,000 of population per Garda district ⁹	An Garda Síochána An Garda Síochána, Annual Report
	Traffic offences	No. of indictable offences recorded and detected per Garda district No. of road traffic offences per Garda division No. of circuit court cases dealt with	
	Accidents	No. of deaths due to traffic accidents	CSO, Vital Statistics
Research and Technology Development	Research and Development in industry	Total and average business expenditure on R&D	Forfás
	Scientific qualifications	Proportion of population with a scientific/technical qualification	CSO, Principal Socio-Economic Results
	R&D	No. of innovation centres, technology service centres and programmes in advanced technologies	Forfás
Social Exclusion	Unemployment	Those unemployed for more than 1 year, 3 years Youth Unemployment: those under 25 as a proportion of no. unemployed	CSO, COP, Principal Socio-Economic Results
	Skill levels	Proportion of labour force classified as unskilled	

General Topic	Specific Topic	Statistic	Source ¹
	Lone parents	No. of individuals in receipt of widow, widower and one parent family payments	Dept. of SCFA, Statistical Information on Social Welfare Services Report
	Older people	No. of older people living alone	CSO, CoP
	Social Welfare Recipients	No. of recipients of Social Welfare payments by programme (incl. old age pension, widow/er, one parent families, child-related and disability payments and unemployment support)	CSO, Statistical Abstract, 1998 (or more comprehensive data available from D/SCFA, Annual Statistical Report)
Transport	Main infrastructure	Roads - km of national roads per county	National Roads Authority / D/ELG, Road Policy Section
	Traffic counts	Roads - km of regional and local roads per county	
		Rail - Details of mainline rail services passing through county	Irish Rail - Technical Section
		Airports and ports (where relevant) - routes and passenger numbers	Available from airport/port authorities and carriers
		Traffic counts on principal roads	National Roads Authority, Local Authorities

¹ Abbreviations: CSO = Central Statistics Office; CoP = Census of Population, 1996 unless otherwise stated; SAPs = Small Area Population Statistics, unpublished county and DED level data compiled by the CSO; CIP = Census of Industrial Production, 1997 (1998 results will be available in late 2000); D/SCFA = Dept. of Social Community and Family Affairs; D/ELG = Dept. of the Environment and Local Government; CEBs = County Enterprise Boards; TIO = Tourist Information Offices; R&D = Research and Development;

² A question on housing is only asked in every second census, therefore most up-to-date data on housing stock is from 1991;

³ Most recent figures available at county level are based on the 1996 census, which underestimates current population levels;

⁴ The CSO classify people as living in an urban area if they live in a town with a population of 1,500 or over;

⁵ The Quarterly National Household Survey contains updated labour force figures, however these are not available at county level;

⁶ The most recent Census of Agriculture was 1991;

⁷ Productivity is defined as output divided by inputs (labour and capital);

⁸ County level tourism data has only been published since 1997;

⁹ There are 24 Garda districts in the country, therefore some divisions cover two counties;

Appendix 3 SWOT Analysis (See Chapter 3)

The analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) is a technique to enable the creation of an understanding of an area's or organisation's condition, past, present and, to some extent, future. It is recommended as an appropriate technique for Step 4 of the strategic planning process. A SWOT analysis can be best completed against the background of an agreed set of guiding principles and values, for it is against these that the various strengths, weaknesses, opportunities and threats can be benchmarked.

A SWOT analysis is an assessment of the internal and external environment in which an organisation or area finds itself - in the case of a CDB it will need to appreciate the operational environment of each of its constituent agencies as well as the county's/city's social, economic and cultural environment. This it can do as follows:

1. the CDB and its constituent group(s) need to appreciate and agree what is required of the CDB. It has to be flexible enough to allow for disagreement, but equally it has to include mechanisms to create a consensus about the issues (here structured brainstorming can be used, see Appendix 4);
2. examine the social, economic and cultural environments to identify strengths/weaknesses of the County/City. These should include aspects of a County/City which, in policy terms, are set at national or other levels above the County/City (this will be derived from Steps 2 and 3);
3. the opportunities and threats posed by the strengths/weaknesses should be examined under a variety of headings including political, economic, social, cultural, environmental and any other headings which have been identified by the CDB as appropriate to its work (again, Steps 2 and 3 will be a key information source);
4. in some cases there will be strengths which are also weaknesses and vice versa. Equally a threat may also provide an opportunity. It is important that the CDB and its working groups be afforded the opportunity to create an understanding of what needs to be reflected in a strategy if a threat or a weakness is to be adequately resolved;
5. using brainstorming techniques (see Appendix 4), the SWOT analysis should facilitate the CDB and others to absorb the issues, give consideration to them, measure these against their own philosophy, values and guiding principles and debate them;
6. having debated the issues behind the SWOT analysis, the CDB should then be facilitated to give consideration to the strategic relationships between their guiding values etc. and the SWOT issues. This should point to the strategic objectives of the CDB for the County/City, i.e. to Step 4.

Appendix 4 Mechanisms for Consultation (See Chapter 3)

Audit of Service Provision

An audit of service provision in the County/City will be undertaken as Step 2 of the CDB Strategy process.

This audit will also allow the CDB to identify all organisations operating at local level, in the County/City, that might wish to be involved or need to be aware of the process. This can be done through:

- CDB members and their parent bodies;
- the organisations/bodies involved in, or identified by, the initial process which will have already been undertaken for the purpose of establishing Strategic Policy Committees (SPCs) for the County/City local authority;
- local directories including telephone books;
- existing SPC members identifying all known bodies within their operational environment;
- the national pillars in Farming/Agriculture, Trade Union, Business and Employers, Community/Voluntary sector identifying local contact points;
- the local agenda 21 officer, and An Taisce to identify local contact points for the environment;
- the Arts Council/Officer and the County/City Librarian identifying local cultural/arts contact points;
- contacts available from other State Agencies and Government Departments; and
- any other contact points deemed appropriate.

Apart from resulting in a picture of current service provision, the audit will be of assistance to County/City Development Boards in identifying, as comprehensively as possible, all interested groups. Ideally, it should be conducted in tandem with a similar exercise envisaged for the SPC nomination process.

Stakeholder Analysis

It is important that a clear understanding be established by the CDB of those that might be considered as stakeholders in the County/City and those involved in the implementation of plans. A stakeholder could be defined as:

any citizen, resident or client organisation or group that seeks a place or role on the CDB or its working groups, or any such that is or could be affected directly or indirectly by the CDB Strategy on Economic, Social and Cultural Development.

Given this, it is recommended that the Director for Community and Enterprise should, as soon as possible, engage in an analysis which would:

1. identify all possible stakeholders as per the definition;
2. identify what stakeholding was actually held by the stakeholder in the remit of the CDB;
3. identify the criterion by which that stakeholder would measure and evaluate the CDB (i.e. what difference the CDB could make to the stakeholder);
4. assess the significance, to the CDB and its role, of the stakeholder on a scale of 1-10;
5. define the level of influence the CDB would have on the stakeholder, on a scale of 1-10;
6. in light of these five factors determine, on a scale of 1-10, the degree of importance to the work of the CDB of that stakeholder.

This would facilitate the establishment of the membership of any special sub-committees or advisory committees deemed necessary by the CDB. The CDB membership is drawn up in such a way (as determined by the Task Force on the Integration of Local Government and Local Development Systems in its Report, August 1998) that most central stakeholders should be represented directly on the CDB. Nonetheless, for the CDB to successfully gain commitment to the strategic process, others need to have a role – a fact which is also recognised in the Task Force Report and in *Preparing the Ground (April 1999)*. Hence the need for a detailed analysis, which would help allow the involvement of all stakeholders in the CDB process, including those not directly represented on the CDB.

The completion of both a County/City audit and a stakeholder analysis would be a necessary preliminary stage in the consultative arrangements. This will facilitate the identification of, and set the order of importance for, the consultation process. It will also allow for a grouping of stakeholders in relation to the issues requiring specific or general consultation. The actual consultation can be carried out through a variety of techniques, possibly in combination. These are outlined below. It should be up to the CDB to determine, with the advice of the Director, the most appropriate to each CDB.

Consumer Research

A key feature to the CDB Strategy on Economic, Social and Cultural Development will be the creation of an understanding on the part of the CDB of the perceptions of residents generally and of specific groups in the County/City on the present social, cultural and economic condition of the area. This can be done by a variety of mechanisms including:

- accessing existing research by e.g. tourism agencies, local development organisations, county tourism committees and other agencies. Some local authorities already actively carry out research;
- desk research on media (local and national), which can present the CDB with an overview of media perceptions of the County/City;
- engaging in a research survey, if clearly warranted.

The latter can be expensive, and the CDB needs to ensure that the output of the survey will give "added value" to its deliberations. Consumer/market research surveys can be general or specific, targeted or dispersed in survey terms. The choice is significant in seeking to identify issues locally.

A key feature of market research is that it is best if not viewed as a once-off effort. To truly appreciate the worth of such research, the CDB will need to give consideration to putting into place an on-going research process in order to facilitate its identification of trends and new issues/concerns for the survey population.

Working Groups/Focus Groups

One of the most beneficial consultative mechanisms is the creation of working groups/focus groups to examine either general or specific issues before they are considered by the CDB itself. The groups can take either a thematic or an area-based approach. This would be determined by the CDB itself. The usefulness of such groups is dependent on a number of the key factors similar to those outlined above. In particular, where an issue or a theme may have cross-sectoral implications, these should be respected in the membership of the groups to ensure that a balance of divergent interests is respected. Nonetheless, membership of such groups should be based on one absolute factor. Each should share a direct, if different, interest in the issue. Such interests could be based upon:

- technical/administrative/professional experience;
- a common organisation interest;
- existing or possibly existing potential for exchanges of experience;
- need for conflict resolution based on issues which might be a source of conflict on the CDB e.g. environmental concerns Vs economic development.

A key need of such groups is that for active, yet impartial, facilitation.

A variety of tools are available for deriving the maximum benefit from working groups/focus groups. The key feature for each is to create the conditions for the groups to work together even in areas of considerable conflict in order to derive a level of consensus. The one recommended here is "structured brainstorming".

Structured Brainstorming

The process is a simple yet effective mechanism for deriving a common or shared vision, sets of values and principles. It therefore should be singularly effective for working with the various interests at CDB level. In addition, it should facilitate focus/working groups at a range of levels to create a consensus on issues and concerns. Furthermore, the process is such as to make it a useful tool for active engagement of communities and others who may not be directly involved in the process but yet are essential to ensure as wide a level of consultation as possible.

Steps to follow for structured brainstorming are:

1. identify the group/audience. This can be either a working group (including the CDB itself) or a community;
2. identify independent facilitation which has a recognised neutrality on the issues being addressed;
3. put into place the appropriate facilities to enable the group/community to meet e.g. conference/seminar rooms with appropriate equipment. This equipment generally should include:
 - appropriate seating arrangements;
 - flip charts;
 - other working material as appropriate;
 - provide sufficient time to enable full participation;
4. ensure the participation is structured and thus enable identification of all issues/concerns with a particular subject area;
5. rank these issues/concerns, i.e. identify the key issues/concerns;
6. seek consensus on these concerns but allow for argument and, if necessary, non-agreement;
7. examine areas of non-agreement, anonymously if necessary, so as to create an understanding of the issues behind the non-agreement;
8. collate the issues and feedback to the group;
9. write up results and draw conclusions for presentation.

Appendix 5 Directors of Community & Enterprise

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