Appendices to the Report of the Implementation Advisory Group

established to consider

A Directly Elected Mayor with Executive Functions for

Limerick City & County

An Roinn Tithíochta, Pleanála agus Rialtais Áitiúil
Department of Housing, Planning and Local Government

ATLANTIC EDGE
LIMERICK
EUROPEAN EMBRACE

Comhairle Cathrach & Contae Luimnigh
Limerick City & County Council

Contents

Appendix A. Membership and Terms of Reference

A.1 Members of the Implementation Advisory Group

Members of the Implementation Advisory Group on the establishment of a Directly Elected Mayor with Executive Functions for Limerick

- Mr Tim O'Connor, Chairman;
- Mayor of Limerick City and County, Councillor Michael Collins;
- Councillor Michel Sheahan (as Mayor until June 2020);
- Councillor John Sheahan;
- Councillor Elena Secas;
- Councillor Brian Leddin, (until his election to Dáil Éireann in February 2020)
- Councillor Saša Novak Uí Chonchúir (from February 2020);
- Councillor Kieran O'Hanlon, (from June 2020);
- Dr Pat Daly, Chief Executive, Limerick City and County Council;
- Ms Caroline Curley, Director of Services, Limerick City and County Council;
- Ms Dee Ryan, Chief Executive, Limerick Chamber;
- Dr Diarmuid Scully, Centre for European Studies, University of Limerick;
- Mr Jack Scanlan, Student President, University of Limerick;
- Mr Cillian Flynn, Limerick Public Participation Network;
- Mr Barry Quinlan, Assistant Secretary, Local Government Division, Department of Housing, Local Government & Heritage (up to June 2020);
- Ms Mary Hurley, Assistant Secretary, Local Government Division, Department of Housing, Local Government & Heritage (from June 2020);
- Mr Diarmuid O'Leary, Local Government Division, Department of Housing, Local Government & Heritage.

A.2   Terms of Reference for Implementation Advisory Group

The Minister for Housing, Planning, and Local Government hereby establishes an Implementation Advisory Group (the Group) to advise the Minister about putting in place a Directly Elected Mayor with Executive Functions, in accordance with the outcome of the recent plebiscite on Directly Elected Mayors in Limerick City and County and the Government report Directly Elected Mayors with Executive Functions: Detailed Policy Proposals.

The main functions of the Group are to:

•   Provide advice to the Minister as to how best to establish and shape the role of Directly Elected Mayor in accordance with the outcome of the plebiscite in Limerick City and County and section 44 of the Local Government Act 2019, which provides that the Minister must, within 2 years from the date of the plebiscite, prepare and submit to each House of the Oireachtas a report "specifying proposals for the enactment of a law providing for a directly elected mayor of the administrative area in respect of which the plebiscite was held"

•   Build upon the Government's policy proposals as outlined in the Government report Directly Elected Mayors with Executive Functions: Detailed Policy Proposals, and undertake a comprehensive examination and analysis of the key areas identified therein;

•   Provide to the Minister relevant views, assessments and advice arising from the matters at (b) above, including an assessment of the implications of implementing a Directly Elected Mayor as outlined in the Government report;

•   Report to the Minister in relation to the foregoing matters as required by the Minister, or as the Group considers appropriate, by the end of June 2020.

As part of its work, the group paid particular attention to

Scope and Future Proofing:

- Determine the scope and range of the office of Directly Elected Mayor in the context of the economic, social and cultural development of Limerick City & County;
- Consider the role a Directly Elected Mayor could play at a strategic level in expanding government policies and developing initiatives at a local level that best works for Limerick City & County;
- Consider additional or new mayoral powers and functions, including potential for the devolution of functions to local authorities from central government departments or agencies.

Governance:

- The role and powers/functions of an Executive Mayor including the allocation of powers and functions between the Directly Elected Mayor, the Chief Executive and the plenary council;
- The format the governance framework will assume, including the Mayor's relationship to the elected Council and the Chief Executive;
- General oversight of the Mayor, including ethical requirements;
- Opportunities and challenges

Service Delivery

- Identify of current executive functions to be carried out by a Directly Elected Mayor;
- examine the potential of a Directly Elected Mayor in furthering the economic and social well-being and sustainable development of Limerick City and County, including the strategic role and impact of the City as a regional and national growth centre, and the respective characteristics and needs of the County's rural areas; Central to that role will be working closely with key local stakeholders, including in Education, Business, Tourism, Healthcare, Sport, An Garda Síochana, Culture, other public bodies in the region, and the community and voluntary sector;

- Ensure cohesiveness, co-ordination, co-operation and collaboration in relation to customer services and delivery of services, and flexibility to adapt swiftly to strategic policy initiatives in areas such as housing, spatial planning, economic development, infrastructure, transport, and environment, culture and diaspora;

Resource Implications

- Analyse the impact of this change in governance structures on the income, expenditure, assets, liabilities, functions and services of the local authority, to anticipated future trends and requirements in this regard, and to the requirements of addressing such implications;
- Articulate the resource implications of the Group's recommendations, including anticipated costs and benefits (including potential savings and efficiency improvements).

Appendix B. Previous proposals for Directly Elected Mayor

B.1   Local Government Act 2001

In the Local Government Act 2001, provision was made for the direct election of Cathaoirligh of city councils and county councils. Under the Act, members of the Oireachtas and persons not eligible for election to a local authority were disqualified from standing for election to Cathaoirleach. Directly elected Cathaoirligh (DECs) were to hold office for the full term of the local authority, and for no more than two consecutive terms.

It was considered that DECs could rebalance the relationship between the executive and elected branches of local authorities, due to their democratic mandate, and that establishing DECs could ultimately lead to an executive role for them.[1]

However, the Local Government (No. 2) Act 2003 repealed the provisions relating to DECs in the Local Government Act 2001. The basis for the repeal was that recently introduced local government reforms, such as the abolition of the dual mandate, required time to bed down prior to considering DECs. It was suggested that there was political opposition, including at local authority level, to the concept of directly elected mayors which aroused political opposition due to concerns that councillors' status could be "diminished against that of a high profile mayor".[2]

B.2   The Local Government (Mayor and Regional Authority of Dublin) Bill 2010:

Included in the 2007 Programme for Government was a commitment, based on a Green Party initiative, to bring in a directly elected Mayor with executive powers for Dublin by 2011. A Green Paper on Local Government, Stronger Local Democracy: Options for Change was published in 2008. The Green Paper considered the introduction of directly elected mayors in Dublin and elsewhere.

Part 1 of a draft 2009 White Paper, titled 'Stronger Local Leadership for Dublin', proposed a DEM for County Dublin with a variety of powers.

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[1] Stronger Local Democracy: Options for Change, 2008, p.47.
[2] Stronger Local Democracy: Options for Change, 2008, p.46-47.

The DEM's proposed remit would have extended to Wicklow, Kildare and Meath in relation to the DEM's role as Chair of the Dublin Transport Authority.

In 2010, Mr John Gormley T.D., Minister for the Environment, Heritage and Local Government, presented the Local Government (Mayor and Regional Authority of Dublin) Bill to the Dáil. The Bill provided for a DEM who would lead a new body, the Dublin Regional Authority. The DEM was to have a role in relation to a number of functions, including planning, waste management, water services and transport. Mayoral elections were to take place at the first opportunity following the enactment of the Bill. It was envisaged that the Dublin DEM could offer enhanced accountability, leadership and governance. Following the dissolution of the Dáil in 2011, the Bill was not enacted.

B.3   Putting People First Action Programme for Effective Local Government:

Prior to publishing *Putting People First - Action Programme for Effective Local Government*[3], councillors were consulted as part of a consultation with local authority elected members in June 2012 on a variety of matters in relation to local government reform. On the issue of a directly elected local authority cathaoirleach/mayor, 51% of respondents to the consultation expressed the view that there should be provision for a local authority directly-elected cathaoirleach/mayor. It was anticipated that benefits of a DEM could include improved accountability, leadership and enhancement of the position of elected members. Respondents opposed to the DEM concept cited concerns including the cost of the office, the establishment of another tier of governance, and the necessity of major reforms to local government prior to establishing a DEM.

The Government concluded that in principle there are potential benefits associated with the idea of a directly elected mayor, although *Putting People First* focused on metropolitan authorities.[4] The Government's conclusion was predicated on local government reform.

Putting People First considered the introduction of a DEM for County Dublin and laid out a process to be used to formulate a proposal for a DEM in Dublin.

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[3] Available at: http://www.housing.gov.ie/sites/default/files/publications/files/putting_people_first.pdf
[4] *Putting People First* 11.3.1.

Each of the four Dublin local authorities had to consent to the holding of a plebiscite about establishing a County Dublin DEM. Not all of the Dublin local authorities passed the necessary resolution and the plebiscite did not proceed. The view was taken that the outcome of the Dublin process should be awaited before considering DEMs for the rest of the country, so *Putting People First* only considered a Dublin DEM.

B.4   2016 Private Members' Bills

In late 2016, Fianna Fáil and the Green Party each brought a Private Members' Bill before the Oireachtas. Fianna Fáil's Bill, the *Local Government Reform (Amendment) (Directly Elected Mayor of Dublin) Bill 2016*, provided for the holding of a consultation process. Following the presentation of proposals for the functions of the DEM to the Houses of the Oireachtas, a plebiscite would be held in Dublin by May 2018, with (if successful) a mayoral election being held alongside the local elections in 2019.

The Green Party's Bill, the *Local Government (Mayor and Regional Authority of Dublin) Bill 2016*, was a revised version of the DEM Bill published in 2010, providing for a DEM for County Dublin. The DEM would be the head of the Regional Authority of Dublin (RAD), and their responsibilities would include land-use, waste management, transport and housing services planning. The four Dublin local authorities would fund the RAD.

Appendix C.Brief summary of the role proposed for a Directly Elected Mayor with executive functions for Limerick City & County

- The DEM will be a focal point for the leadership of the local authority, and will perform an important role as an ambassador for, and voice of, Limerick.
- The DEM will be a member of the council with the same rights and responsibilities as councillors.
- The DEM will chair the Corporate Policy Group.
- The DEM will be a member of the Southern Regional Assembly and the Local Community Development Committee.
- The DEM be the executive head of Limerick City and County Council, with responsibility for delivering a diverse range of over 600 services to the public in areas such as
  - Preparing the draft annual budget for adoption by the elected Council. The budget for Limerick City & County in 2020 was in excess of €1 Billion.[5]
  - Housing and Building, which in 2020 had a revenue budget of €681.4M, with the HAP Shared Services Centre accounting for €641.7M of this total.
  - Road Transport and Safety, which in 2020 had a revenue budget of €44.2M and a capital budget of €49.2M.
  - Water Services, with a revenue budget of €15.9M and a capital budget of €1.6M for 2020.
  - Development Management, with a revenue budget of €20.7M and a capital budget of €21.8M for 2020.
  - Environmental Services, with a revenue budget of €33.3M and a capital budget of €18.9M for 2020.
  - Recreation and Amenity, with a revenue budget of €14.4M and a capital budget of €5.3M for 2020.
  - Agriculture, Education, Health & Welfare, with a revenue budget of €1.3M and a capital budget of €100,000 for 2020.

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[5] Including €641 million for the HAP shared Services centre

- o Miscellaneous services, including administrative costs, with a revenue budget of €13.8M and a capital budget of €5.5M for 2020
- The DEM will have a statutory right of consultation across a range of Government policy areas.
- New mayoral executive functions, will be developed in a range of areas which have been proposed for devolution to Limerick city and county council once the DEM is established, including in relation to:
  - o Convening stakeholders on issues that impact on Limerick.
  - o The chairing of the Limerick PI2040 Project Delivery Board.
  - o The preparation of a transport strategy for Limerick city and county.
  - o Traffic demand management, public bus transport, and rural mobility.
  - o Economic development and enterprise.
  - o Health and policing.
  - o Education, research, innovation and science.
  - o Environment, energy and marine.
  - o Arts, culture and heritage, tourism, sport and recreation.
  - o The DEM will support and implement the decisions of the elected Council and Municipal Districts in relation to their reserved functions.
- Within 3 months of their election, the DEM will develop a programme for local government in Limerick, for approval by the elected Council, setting out the DEM's objective strategic vision and ambitions for Limerick.
  - o The DEM will report annually on progress relating to the programme
- The DEM will be accountable to the elected Council, including as follows:
  - o The DEM will report to the Council on a monthly basis.
  - o There will be regular Q&A sessions, similar to Leader's Questions in the Oireachtas.
  - o The Council will be able to direct the DEM to do, or refrain from doing, a particular act.
  - o Provision will be made in law for the removal or recall of a DEM in certain circumstances.
- The DEM will be supported by the Director General and local authority staff.
- The DEM may choose to engage a special advisor.

Appendix D. Limerick, let's talk about our Mayor! –

LIMERICK, LET'S TALK ABOUT OUR MAYOR!

Comhairle Cathrach
& Contae **Luimnigh**
Limerick City
& County Council

Report on the public consultation process

concerning a

Directly Elected Mayor for Limerick

Maura Adshead

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UNIVERSITY OF
LIMERICK
OLLSCOIL LUIMNIGH

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ACKNOWLEDGEMENTS

ABSTRACT

This report records the public consultation process which arose from the wish of the Implementation and Advisory Group {IAG} for the Directly Elected Mayor for Limerick 'to build public awareness and support for this significant reform and in the interest of ensuring maximum support and buy-in for this reform process' to advance 'a consultation process to allow all stakeholders, including the citizens of the Limerick City and County, to contribute to shaping the role of Directly Elected Mayor'.

The *Limerick—Let's Talk About our Mayor!* project provided a public consultation process in response to the result of a county-wide plebiscite in favour of establishing a Directly Elected Mayor {DEM} with executive powers for Limerick City and County. The process was designed to raise public awareness about the creation of a new kind of Mayor for Limerick, and to provide an opportunity for any associated challenges to be surfaced in advance of its establishment. The project aim was to provide a well-designed, creative and inclusive consultative process that could contribute added-value to existing developmental strategies in Limerick by creating a positive momentum for change. It was envisaged that a genuinely consultative process could help to build consensus about the potential and possibilities for the new role.

The project is a community collaboration between a range of invested stakeholders representing Limerick residents across the county. These include: LCCC; Limerick Public Participation Network, Limerick Youth Service, CWELL, and the University of Limerick, with external support from the Department of Housing, Planning and Local Government and e-Townz—a digital development company focused on community development.

EXECUTIVE SUMMARY

In the interest of ensuring maximum support and buy-in for the decision to establish a Directly Elected Mayor with executive powers in Limerick, an Implementation Advisory Group {IAG} was created to guide this process. The IAG decided that a public consultation process should be conducted to enable the citizens of Limerick City and County to contribute their opinions to this process. This report summarises that consultation process: it explains how the consultation was designed; how the process was carried out; who was consulted; what they were asked and what additional information and insights they gave.

Given the very tight short time-frame between the creation of the IAG and the proposed date for elections of the new Mayor {in 2021}, the project team worked with existing collaborative partners to prepare a community consultation process across the county. Working with key stakeholder groups and organizations in Limerick city and county the project team planned to provide training and support for a series of 'community conversations'. The intention was to provide an opportunity for genuine exploration and dialogue amongst the people of Limerick and to create a county-wide conversation about what a DEM might mean for Limerick.

This approach regarded the process of consultation just as important as the outcome.

The outbreak of COVID-19 and all of its associated restrictions coincided almost exactly with the time-frame planned for this consultation process and the consultation process was obliged to move online. In all, 21 facilitated community consultations were hosted: 8 facilitated by Limerick Youth Services; 8 facilitated by the Limerick PPN; and 5 facilitated by CWELL —primarily online. These were in addition to community conversations carried out independently using the facilitator guide, resources and materials created by the team and provided on the website. Two email submissions were received. These included the results from a Liveable Limerick survey of 136 respondents, created by Luke Doherty and carried out on the Liveable Limerick Instagram account, plus a submission by Limerick environmental trust.

In total 927 respondents answered the survey questionnaire*. Given that national opinion polls and surveys typically sample 1000 survey respondents {and these without any facilitation}, we believe that the response rate for this consultation is robust enough to give meaningful insights into Limerick people's opinions about a Directly Elected Mayor. The consultation focused on four key themes: the rationale for Limerick's decision to establish a DEM; the ideal candidate; Limerick's chief attractions; and Limerick's chief challenges.

* It should be noted since participants were free to skip questions that they did not wish to answer, the total number of responses in each of the tables reported varies slightly between questions

Concerning the Rationale, it is evident that Limerick people want a change from the current system of governance and evince a general scepticism and low level of regard for the council and local politicians. In this context, the new local government arrangement needs to better communicate with local communities to address the deficit in confidence regarding local politicians and local government. Still, however, the positive response to the consultation suggests that Limerick people are potentially engaged citizens but many feel left out.

The vast majority of respondents suggested that increased accountability and/or democratic reform to bring about change were the main reasons for wanting a DEM. It is in this context that the **ideal candidate** is likely to be someone more concerned with *the system of local government* than with any one area of interest over another.

It was notable that respondents tended to share much the same views regarding the **chief challenges facing Limerick** {public infrastructures and services; crime, security and safety; and economic investment and development} as the Limerick 2030 development plan. Limerick's poor reputation was still considered an impediment by many: there was little evidence that respondents were aware of Limerick initiatives to tackle these challenges. In short, the evident consensus between local government and Limerick people regarding the main challenges for the city and county is not being harnessed in any positive way to address identified challenges.

The absence of awareness concerning Council initiatives was particularly evident in the **responses concerning what is best about Limerick**. Building a positive 'place proposition', that is, a confident self-awareness of what is positive about Limerick is regarded as a key factor in Limerick's rejuvenation. The current 'place proposition' strategy needs support to create the necessary buy-in from Limerick people. A strong consensus about the challenges faced by Limerick needs to be matched by an equally strong counter-narrative about what is best about Limerick.

In view of the demands for increased accountability and representation, and the evident information deficit about local government plans and activities, the new DEM presents an opportunity to address these accountability and informational gaps in public perception and understanding.

The **focus for the DEM** should lie somewhere between an **Ombudsman and Programme Manager**, acting as a public figurehead to mediate relations between citizens and government: an independent authority able to examine community concerns; and charged with overall responsibility for monitoring the delivery of proposed changes, projects and initiatives. In doing so, establishing a **regular cycle to report on progress** and to receive feedback from the public would be crucial to securing greater public support.

INTRODUCTION

On May 24th 2019, the people of Limerick voted in favour of a directly elected Mayor with executive functions. When offered the same choice, the people of Cork city and Waterford voted against the idea. It seems that Limerick people were ready to take a chance on change, but what does this change entail? Currently, the Mayor is chosen by the Council, and holds a largely ceremonial role which lasts for one year. The directly elected Mayor will be elected by the people of Limerick City and County, with extended powers and will serve for 5 years.

Limerick will be the first - and so far, the only - county in Ireland to have a directly elected Mayor with executive power. As such there is no blueprint to inform how this new style of Mayor will work.

To assist this major reform of local government, the Minister of State for Local Government and Electoral Reform, John Paul Phelan TD, created an Implementation Advisory Group to build on the Policy Document voted on in the Plebiscite and advise the Minister on how best to establish and shape the role of directly elected Mayor in Limerick. The Group have been tasked with a consideration of the potential role of the Directly Elected Mayor into the future, and also the implications for the delivery of services and resourcing for Limerick City and County Council. It will consider the governance relationships between the new Mayor, the Council and the Executive and what possible extra functions the Mayor could take on. The Group must report to the Minister on these matters by summer 2020.

In the interest of ensuring maximum support and buy-in for this significant reform process, the Implementation group decided that a consultation process should be conducted to allow all stakeholders, including the citizens of Limerick City and County to contribute to the definition of a Directly Elected Mayor with Executive Functions. This report summarises that consultation process: it explains how the consultation was designed; how the process was carried out; who was consulted; what they were asked and what additional information and insights they gave.

It should be noted that the time-frame for the consultation corresponded to the outbreak of COVID-19 and all of the restrictions that this entailed. Rather than abandon the consultation, the process was re-imagined and re-configured for a move online. We did our best to ensure as much inclusion as possible in challenging circumstances but would like to acknowledge the inevitable limitations associated with this mode of engagement. Since, however, COVID-19 restrictions are set to continue into the foreseeable future, this report offers additional insights for public consultation exercises with COVID-19.

PROJECT GOVERNANCE

The project is overseen by the Implementation Advisory Group for the Directly Elected Mayor for Limerick. Established by the Minister for Local Government and Electoral Reform in December 2019, the Group comprises representatives from across the social, economic and political spectrum in Limerick. The members of the Group are: Mayor of Limerick City and County, Councillor Michael Collins {previously Councillor Michael Sheahan}; Councillors John Sheahan, Elena Secas, Sasa Novak Uf Chonchuir {previously Brian Leddin} and Kieran O'Hanlon, Limerick City and County Council; Dr Pat Daly, Chief Executive and Ms Caroline Curley, Director of Services, Limerick City and County Council; Ms Dee Ryan, Chief Executive, Limerick Chamber; Dr Diarmuid Scully, academic advisor; Mr Cillian Flynn, Limerick Public Participation Network; Mr Jack Scanlan, Student Union representative, University of Limerick; Ms Mary Hurley {previously Mr Barry Quinlan}, Assistant Secretary and Mr Diarmuid O'Leary, Local Government Division, Department of Housing, Planning and Local Government. The Group is chaired by Mr Tim O'Connor, retired career diplomat and former Secretary General to the President of Ireland.

Governance arrangements for Limerick DEM Public Consultation
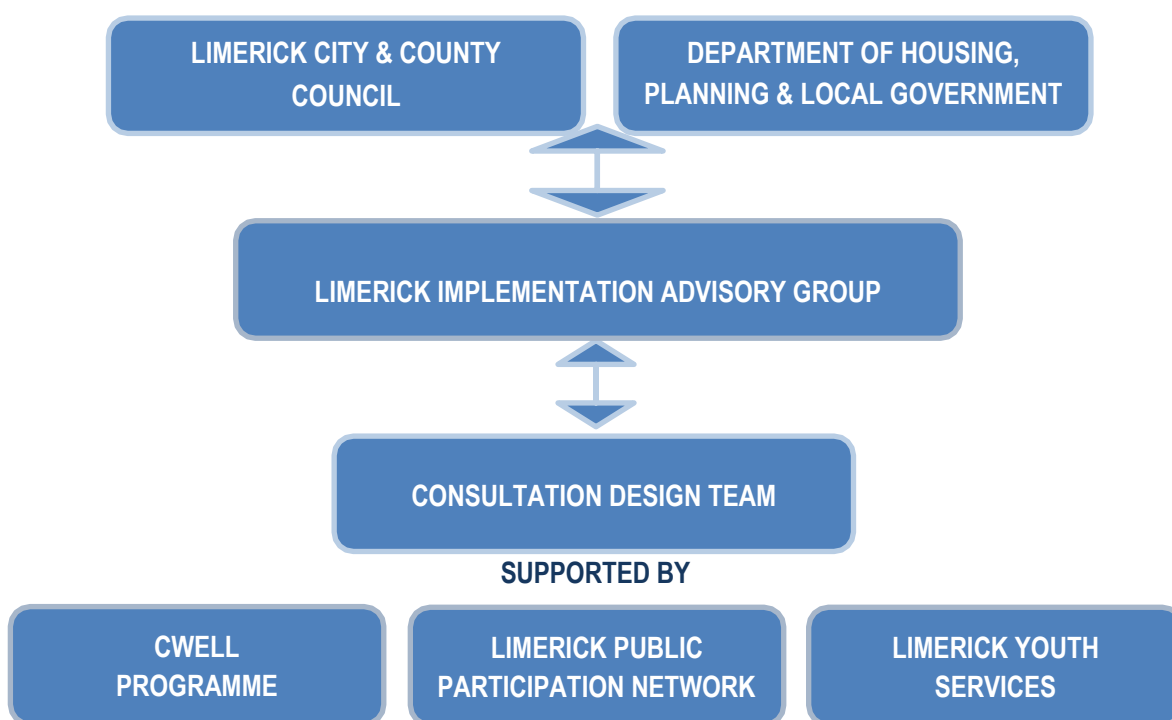
Because of the extremely tight time-frame for consultation—and the constraints of working in COVID-19 isolation, the design team was small and comprised of existing collaborative partners who had all worked together before on various community engaged initiatives. It comprised: Maura Adshead, Professor of Politics, and Head of Engagement, UL; Eileen Hoffler, CWELL Community Engagement Facilitator; John Real, Limerick Youth Services; Pat Kennedy and Nyasha Makawa, e-Townz. The Limerick Public Participation Network {PPN} quickly established itself as an indispensable ally.

PROJECT RATIONALE

AIMS AND OBJECTIVES

The *Limerick—Let's Talk About Our Mayor!* Project aimed to:
· develop awareness around regarding the new style of Mayor,
· to increase interest in the new Mayor as an opportunity for positive change,
· to promote ownership of the initiative by encouraging participation,
· to support a collective Limerick identity and
· to identify Limerick as an innovator.

The tag lines 'Limerick—Let's talk about our Mayor!' and 'Help Limerick Make History' were co-created with the focus groups comprising young people from LYS and adults from the CWELL programme who worked together to develop a clear and positive messaging in all project posters, social media and print media. In doing so, the project sought to create forums for political engagement where all participants could feel confident and comfortable to have their say about what matters to them, supported by a survey instrument to collect their opinions.

The project is designed to develop people's awareness and illicit their opinions on the understanding that there are no right or wrong answers. The aim was to encourage discussion in ways that were inclusive, respectful and non-judgemental. The project does not promote any particular political view, person or party, over another. The goal was for participants to work out their own views and to realise their collective agency as active citizens.

The collaboration between the university, community projects, youth services and the PPN was intended to promote local ownership of the initiative and to pilot LCCC's public engagement model, using participative and engaged methods with local community partners as a means to develop citizen consultations that can be used by LCCC in the future. As such, despite the drawbacks of developing this consultation in the midst of the initial 'lock-down' of COVID-19, the project has been a useful learning exercise for how citizen engagement can proceed in the constrained circumstances that a future with COVI-19 presents.

In this respect, a further ambition for this project was to demonstrate Limerick's capacity to innovate and co-create with communities in new ways, leveraging the experience and connections already afforded by the Council's SMART city digital network into new ventures for civic engagement and inclusion.

METHODOLOGY

When the Implementation Advisory Group {IAG} first contacted University staff to inquire about a public consultation exercise, they learned that just such an initiative was already underway as part of the University of Limerick CWELL programme. Adult learners in the CWELL programme had already identified a need for community-based consultations, which were designed and delivered by locals within communities, in order to provide authentic community engagement. This approach to local development is a tried and tested formula which was mainstreamed in the EU's LEADER programme and underpinned much of the rural renewal that occurred under EU programmes in Ireland throughout the 1980s. The idea is that local people are best placed to understand local concerns and that when local people are proactive in addressing these concerns, they typically have a much more positive connection with and response from their own communities than typical public consultation exercises run by private companies or external agents.

Given the very tight short time-frame between the creation of the IAG and the proposed date for elections of the new Mayor {in 2021}, it was decided to 'piggy-back' on this existing initiative and expand its terms of reference to specifically include a consultation concerning the Directly Elected Mayor. This small project team would be joined and supported by the UL Engage team. UL Engage would work with existing collaborative partners to expand the community consultation process across the county. Working with the support of key stakeholder groups and organizations in Limerick, UL Engage would provide training and resources for a series of facilitated workshops which would be made available to groups and associations across the county. The project team would provide information and support for these 'community conversations', and make sure that everyone's contribution was collected and included in a final report – to be given to the council to help them plan the new mayor's job.

This approach regarded the process of consultation just as important as the outcome.

The intention was to provide an opportunity for genuine exploration and dialogue amongst the people of Limerick and to create a county-wide conversation about what a DEM might mean for Limerick. In doing so, the ambition for the consultation was not to illicit a blue print for legislation underpinning the post—but to help set the context and framework for discussions concerning the nature and scope of the DEM's role.

It was with this in mind, that the conversational prompts and simple questions detailed overleaf were used as a basis for discussion.

CONVERSATIONAL PROMPTS & QUESTIONS

These conversational prompts and questions were originally designed for a face-to-face workshop, in a World Cafe style. World cafe conversations sit participants in groups of no more than 5 or 6 around a table to discuss their responses to questions on issues of concern. By enabling smaller group discussion, participation is less intimidating {compared, for example, to standing up and speaking to a hall full of people}, more people are able to join the conversation and more voices and opinions can be heard. In addition to deploying rapporteurs for each table, participants are provided with coloured markers or pens and encouraged to note down their thoughts on doodle sheets provided at the table. This means that even when people do not get an opportunity to speak, they can still input their questions, ideas or opinions into the conversation. These notes are then recorded and coded by the research team and included in the overall data collection.

The outbreak of COVID-19 and all of its associated restrictions coincided almost exactly with the time-frame planned for this consultation process. As we were obliged to move our consultation online, we tried to capture the same discursive atmosphere via the use of break out groups and real-time visualisations of participant responses. We used the online collaboration tool, menti meter, an app that enables users to share their answers to questions and give real-time feedback from their mobile, laptop or desktop device.* Collecting the data in this online format, meant that we needed to simplify the data collection in ways that it could be reported visually in real-time.

Just as we had re-imagined the consultation process online, some of the COVID-19 lock-down restrictions were lifted, enabling a small number of face-to-face consultations to take place where social distancing was possible. These then, took on the same format as the online consultations to enable a merging of all responses.

In all, 21 facilitated community consultations were hosted —primarily online. Facilitator guides and video resources provided on the project website, enabled smaller family groups or friends to host their own conversation. Provision was also made for individuals to input into the conversation via a survey link on the project website.

In total 927 respondents answered the survey questionnaire. Given that national opinion polls and surveys typically sample 1000 survey respondents {and these without any facilitation}, we believe that the response rate for this consultation is robust enough to give meaningful insights into Limerick people's opinions about a Directly Elected Mayor.

*to find out more about mentimeter, see: https://elearning.qmul.ac.uk/articles/ask-the-audience-with-mentimeter/

CONVERSATIONAL PROMPTS & QUESTIONS

Q1 WHY DO YOU THINK THE PEOPLE OF LIMERICK VOTED FOR A DIRECTLY ELECTED MAYOR?

This is an open-ended question to begin the discussion. The question is specifically put this way, because some people may not have voted in favour of a DEM, and others may not have voted at all. Putting the question this way enables participants to think about the issue more widely – making them reflect on everyone else's opinion, not just their own.

Participants break out into smaller groups for discussion and share their thoughts. Following this, participants list the 'top 3' reasons that they believe Limerick people voted for a Directly Elected Mayor and re-join the group as a whole. All the answers given are relayed in real-time and presented back to the group, forming the basis for the next conversation.

Fig.1 an example of group feed-back for discussion.

This word cloud is based on a random sample of 40 answers to the question: 'Why do you think the people of Limerick voted for a Directly Elected Mayor?'

Q2 WHAT SKILLS SHOULD WOULD YOUR IDEAL MAYOR HAVE AND WHAT BACKGROUND EXPERIENCE WOULD YOUR IDEAL MAYOR HAVE?

Having established why the group think Limerick people want a Directly Elected Mayor, the group is now challenged to think about what kind of person might best perform this role, by looking at the skills and attributes that might best deliver on the ambitions for a Directly Elected Mayor. Participants work in small groups to discuss the necessary skills and attributes required for the role that has been outlined in the previous discussion. The purpose of this discussion is to develop an awareness of the person who may, or may not, be best qualified for the role. The discussion is intended to surface any pre-conceptions about who 'should' be mayor and open up the range of possibilities that such a role could entail. Focus groups were used to select the top 7 most popular answers to questions about skills and attributes. Participants were then asked to rank these skills in order of preference.

CONVERSATIONAL PROMPTS & QUESTIONS

Q3. LOOKING AT YOUR COMMUNITY AND AT LIMERICK AS A WHOLE, WHAT DO YOU THINK IS BEST ABOUT LIMERICK?

This question is designed to highlight the attributes and/or amenities that Limerick people regard most about their county. It provides citizen-based information about what is best about Limerick and points to the kinds of things that a new Directly Elected Mayor might want to pay attention to or champion.

Q4. LOOKING AT YOUR COMMUNITY AND AT LIMERICK AS A WHOLE, WHAT DO YOU THINK ARE LIMERICK'S MAIN CHALLENGES?

This question is designed to illicit the top concerns of Limerick people and is one which we hope can also be useful in a consideration of the Directly Elected Mayor's role. The question is open-ended, since we do not presume that the challenges identified by previous reports written *on* Limerick will necessarily be the same as those identified by people living *in* Limerick.

Thematic analysis was used to categorise the range of answers given into the following 10 main concerns:

1. Mindset and Attitude
2. Perception of Limerick
3. Public Infrastructure and Services
4. Community Well-being, Access, Equality and Inclusion
5. Engagement
6. Development of the City
7. Uneven development
8. Investment and Economic Development
9. Crime, Security and Safety
10. Arts, Culture and Heritage

QS. IF YOU WERE MAYOR, WHAT WOULD YOU FOCUS ON?

This final open-ended question allows for a further elaboration on points of view concerning any of the topics raised in discussion. This 'free space' enabled participants to elaborate on issues that the discussion may have raised. Participants were encouraged to submit any further information or opinions using the LCCC My Point submission point or, directly to the research team.

WHO PARTICIPATED?

The consultation comprised 21 hosted 'community conversation' focus groups: 8 facilitated by Limerick Youth Services; 8 facilitated by the Limerick PPN; and 5 facilitated by CWELL. These were in addition to community conversations carried out independently using the facilitator guide, resources and materials created by the team and provided on the website.

Two email submissions were received. These included the results from a Liveable Limerick survey of 136 respondents, created by Luke Doherty and carried out on the Liveable Limerick Instagram account, plus a submission by Limerick environmental trust.

In total, 927 participants took part in our survey questionnaire either individually or as part of a community conversation. It should be noted since participants were free to skip questions that they did not wish to answer, the total number of responses in each of the tables below varies slightly between questions.

Collaborating with Limerick Youth Services enabled young peoples' voices to be heard and included in the survey, giving a broad age range to the survey that is roughly proportionately comparable to the county demographic

What is your age bracket?

Age bracket	Responses
14 - 16	15 | 2%
16 - 24	111 | 12%
25 - 34	187 | 20%
35 - 44	276 | 30%
45 - 54	169 | 18%
55 - 64	89 | 10%
65+	44 | 5%
Not Answered	32 | 3%
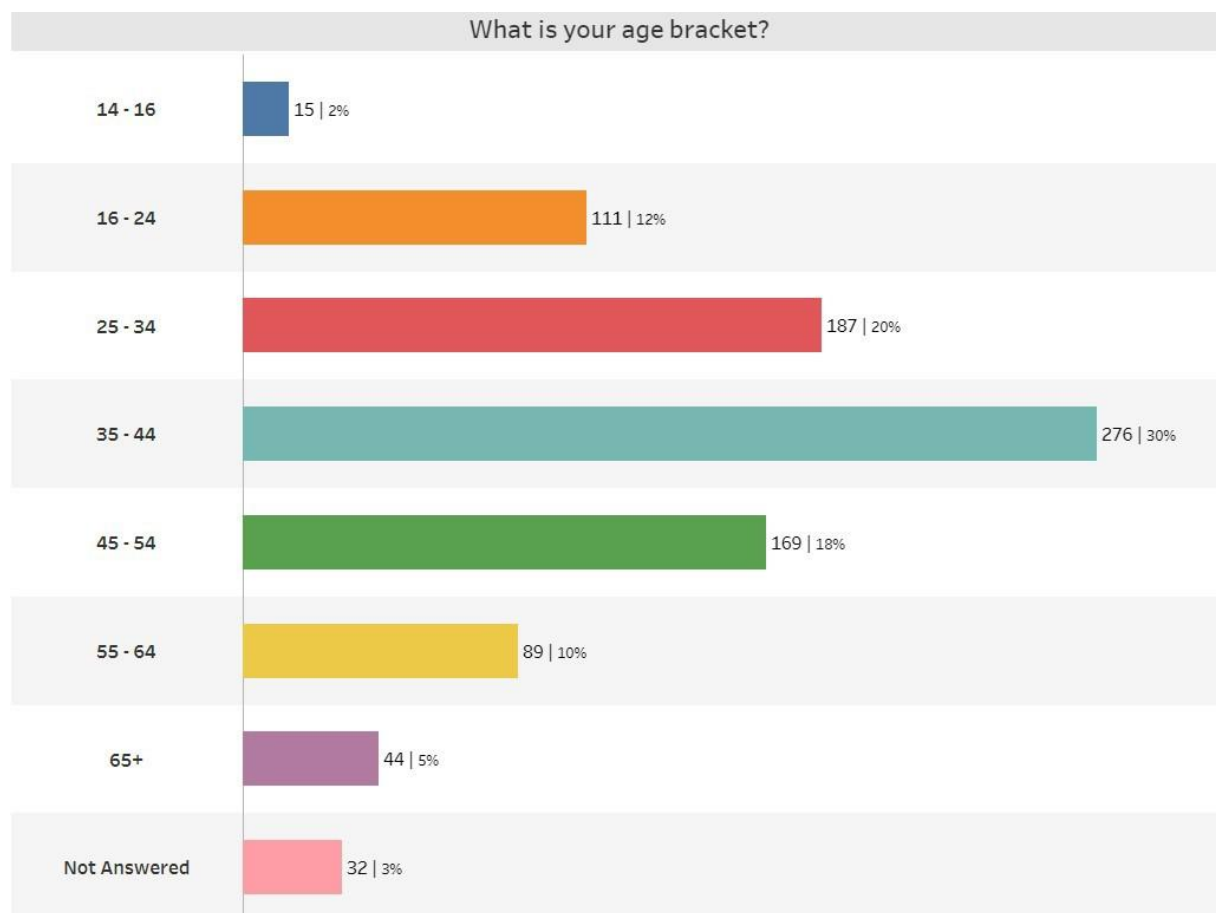
WHO PARTICIPATED?

Limerick Public Participation Network were invaluable in providing us with introductions to local groups and associations representing lesser heard voices. In challenging circumstances, they demonstrated the value of local networks and knowledge to promote inclusion.

Whilst the short time-frame for the consultation, the COVID restrictions and the online format all worked against more inclusion, it is undoubtedly the case that Limerick PPN secured more inclusion that would have been possible without their help.

Overall, 56% of participants were from the city, and 42% the county.

Which part of the county are you from?

City	516 | 56%
West	130 | 14%
East	126 | 14%
South	65 | 7%
North	64 | 7%
Not Answered	22 | 2%
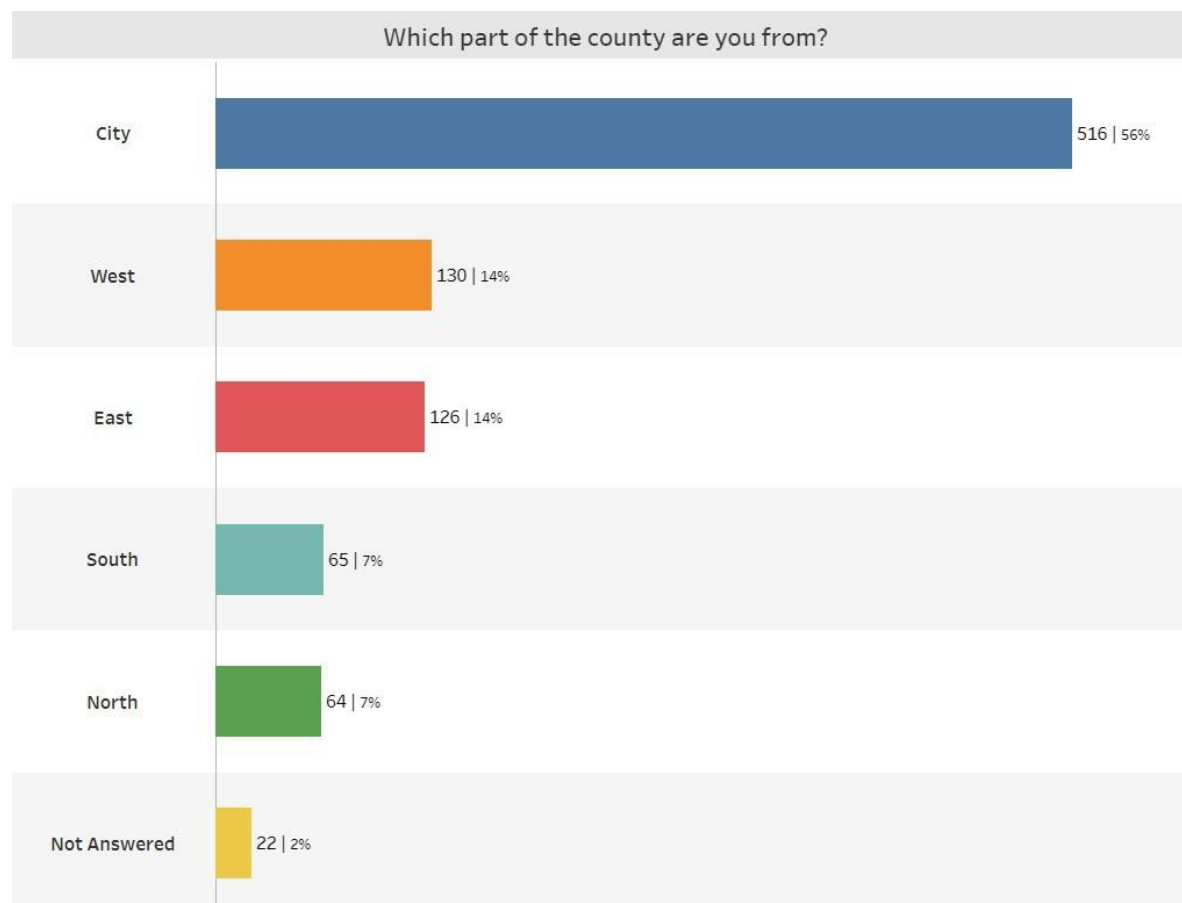
WHO PARTICIPATED?

Whilst the bulk of participants were in full-time employment {63%}

Are you currently .... ?

Category	Value
Full-time Employed	579 | 63%
Student	111 | 12%
Part-time Employed	66 | 7%
Unemployed	50 | 5%
Retired	50 | 5%
Not Answered	45 | 5%
Homemaker	22 | 2%
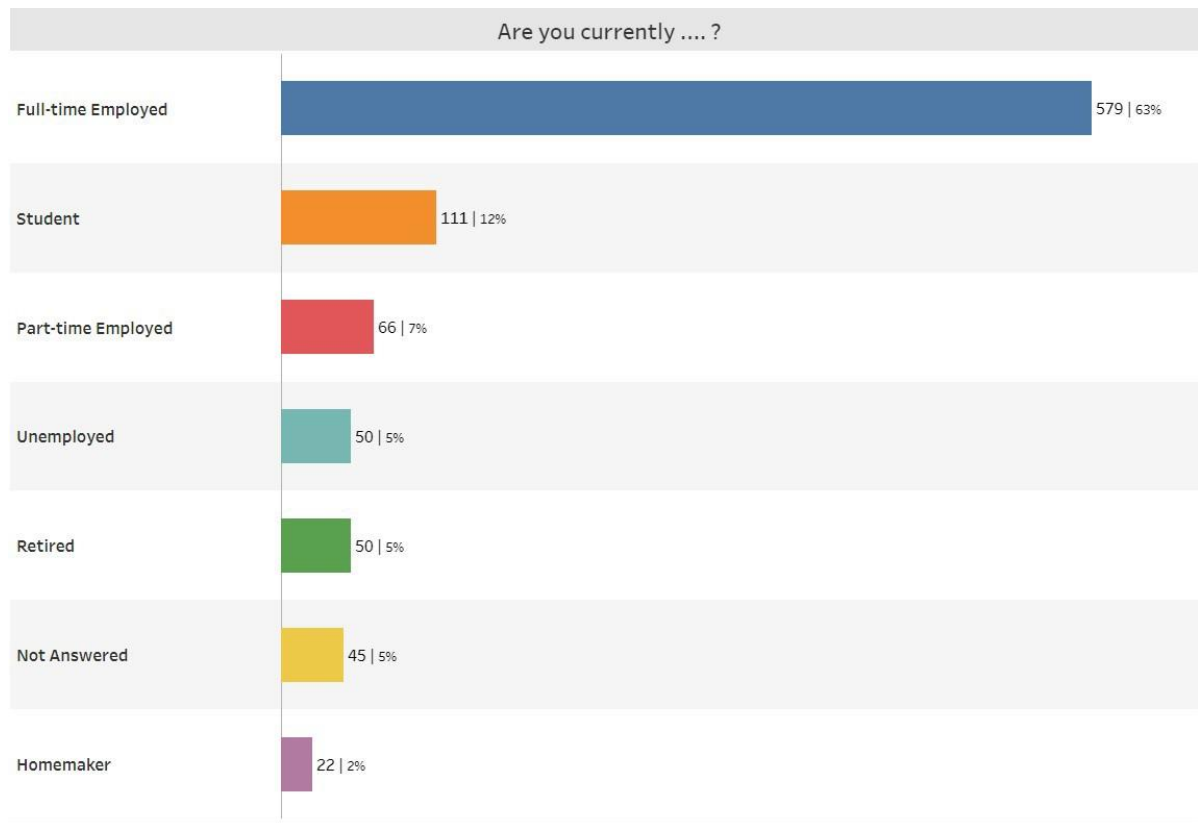
RESULTS

RATIONALE FOR A DIRECTLY ELECTED MAYOR

Fig.2 responses to the question: 'Why do you think the people of Limerick voted for a Directly Elected Mayor?'

The range and variety of responses to this open-ended question are illustrated in the word cloud above which highlights the key words in all of the responses to this question. Whilst the word clouds created by individual 'community conversations' served as a useful focus for discussion, the composite word cloud of responses from everyone has limited explanatory value. In order to provide more insight, these variously worded responses were analysed and categorized into a smaller number of common themes, which enables a much clearer reading of the answers given.

Five clear thematic bundles of answers emerged as useful categories to interpret the alternative rationales ascribed to Limerick's decision to establish a directly elected mayor. These are: a pro-democratic / reform rationale; a change rationale; promoting an independent Limerick rationale; a local development rationale; and a leadership rationale.

In addition to these, a sizeable number of respondents {263} left this question blank. From this substantial category 14 respondents suggested that people voted yes because they were somehow 'misinformed' or 'mislead'. These respondents constitute the category labelled 'other' on the table.

Why do you think the people of Limerick voted for a Mayor?

Category	Value
Democractic Reform	324 | 35%
Other	278 | 30%
Change	153 | 17%
Independent Limerick	70 | 8%
Local Development	47 | 5%
Leadership	47 | 5%
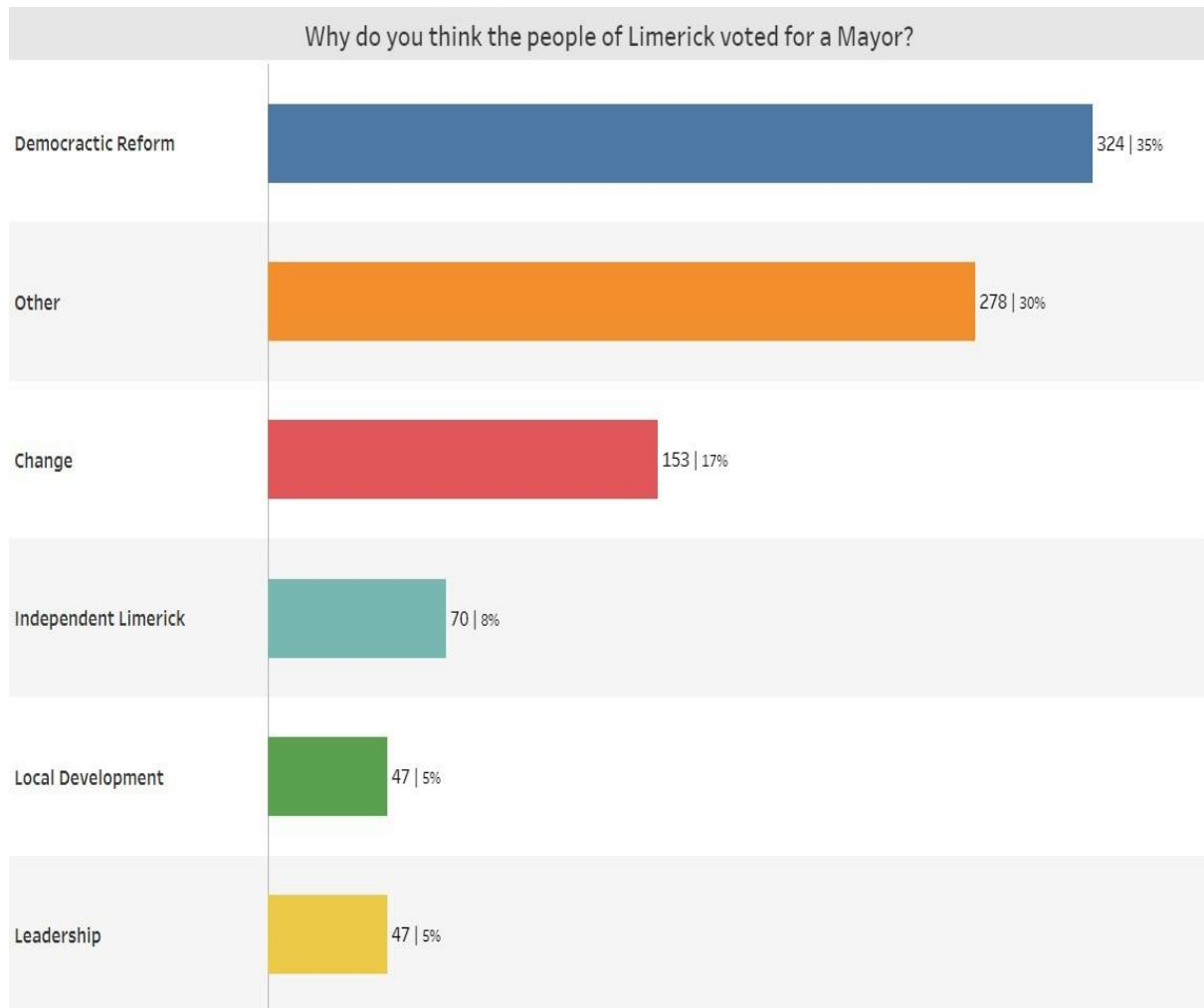
· **Pro-democratic /Reform Rationale**

All answers in this category made reference to a need to develop democracy and/or reform of local government. Approximately half of the answers directly referenced a democratic rationale, citing 'to increase participation', 'to give the people a voice' and to 'develop participation and/or local autonomy' as the main reasons for voting yes. Strikingly, at least half of these answers referred to the need for increased accountability in local government. In fact, across all 927 responses to this question the single most popular rationale for a Directly Elected Mayor was to 'to increase accountability'.

In all answers to this question, providing local accountability for decisions made was clearly regarded as the most important rationale to establish a DEM. Whilst a number of answers referred to greater devolution or increased transparency in regard to local level decision making, a great many perceived current local authority arrangements negatively: references to corruption, cronyism, incompetence were not uncommon. These perceptions suggest that there is much work to be done in clarifying the work and making clear the accountability structures of local government.

· **Other**

Just under 30% of those participating in this consultation {264 respondents to be exact} could not explain why Limerick people voted for a Directly Elected Mayor and gave no answer to this question. This number is significant because these participants have chosen to engage in a consultation process: they are, by definition, interested citizens.

If these interested citizens, who elect to participate in a public consultation, can give no answer it points to a significant lack of communication between government and communities.

· **Change rationale**

All answers in this category expressed a need to 'do something differently', either because respondents were frustrated and unhappy with existing arrangements, or simply out a belief that change and innovation is a positive thing. The clear dichotomy between our 'frustrated pessimists' and 'optimistic innovators' led us to carry out further analysis of the 153 change respondents. The result was a break-down of roughly 2:1 critical {97} versus hopeful {55}. Those who were critical most commonly expressed frustration with the current system, which they typically regarded as unresponsive or ineffective. Those who were hopeful, most commonly assumed that the DEM offered an opportunity for 'progress' and 'promotion' of Limerick's interests. Typically, however, these answers did not specify any details about what might progress or be promoted.

· **Independent Limerick / Promotion of Limerick**

The answers in this category comprised a variety of non-critical responses which regarded a Directly Elected Mayor as providing a good opportunity to develop the county further, by promoting its independent spirit and iconoclastic status.

· **Local Development Rationale**

The range of answers given in this category suggests that most respondents regard local development as more concerned with planning and oversight of local decision-making and the capacity to address imbalances— between different social groups, or geographic areas. Economic development might be implied, but was rarely cited as a reason in and of itself. Whilst a few answers made reference to specific kinds of development, including transport, pedestrianisation and tourism, the vast bulk of all answers in this category referred to the need for greater local control and autonomy in decision-making.

· **Leadership Rationale**

The answers in this category suggested the need for more focused leadership. Many responses revealed very negative perceptions of the council and its politicians. The connection between decreased confidence in established political processes and increased desire for strong leadership is a well established pre-requisite for populist and anti-democratic tendencies. It therefore perhaps comforting, that whilst many of the responses in this category referenced quite cynical and unflattering views of the council, the category was, overall, the smallest.

Key take aways

♦ Limerick people want more accountability

♦ Limerick people want a change from the current system of governance

♦ Limerick people are potentially engaged citizens but many feel left out.

♦ General scepticism and low level of regard for the council and local politicians.

♦ Whatever the new Mayor does, local government needs to be better able to communicate with local communities to address the deficit in confidence regarding local politicians and local government

♦ Worth noting that only 29% of participants had any prior experience of community consultation and that 64% said that they would like to be consulted in the future.

PROFILING THE DIRECTLY ELECTED MAYOR

WHAT KIND OF A PERSON DO YOU THINK IS BEST ABLE TO DO THIS JOB?

The interactive and conversational format for this consultation meant that participants were given the chance to think about the rationale for a DEM before being invited to discuss the necessary skills and attributes required for the role. The previous section has illustrated that just over half of all survey participants considered a need for change and democratic accountability as the major rationale for a DEM. Analysis of the qualitative statements which resulted in these categorisations suggests considerable cynicism about current local government and a generalised feeling of disconnection. This perhaps explains why the top skills identified as necessary for the new mayor were 'good listener' and 'problem solving' and also why 'political experience' was considered the least necessary skill.

These attitudes are perhaps not surprising given the current global climate of increasing political polarisation and anti-democratic tendencies. Local government must work against these trends and now more than ever, if we want our democratic systems to survive the onslaught of populist anti-governmental rhetorics.
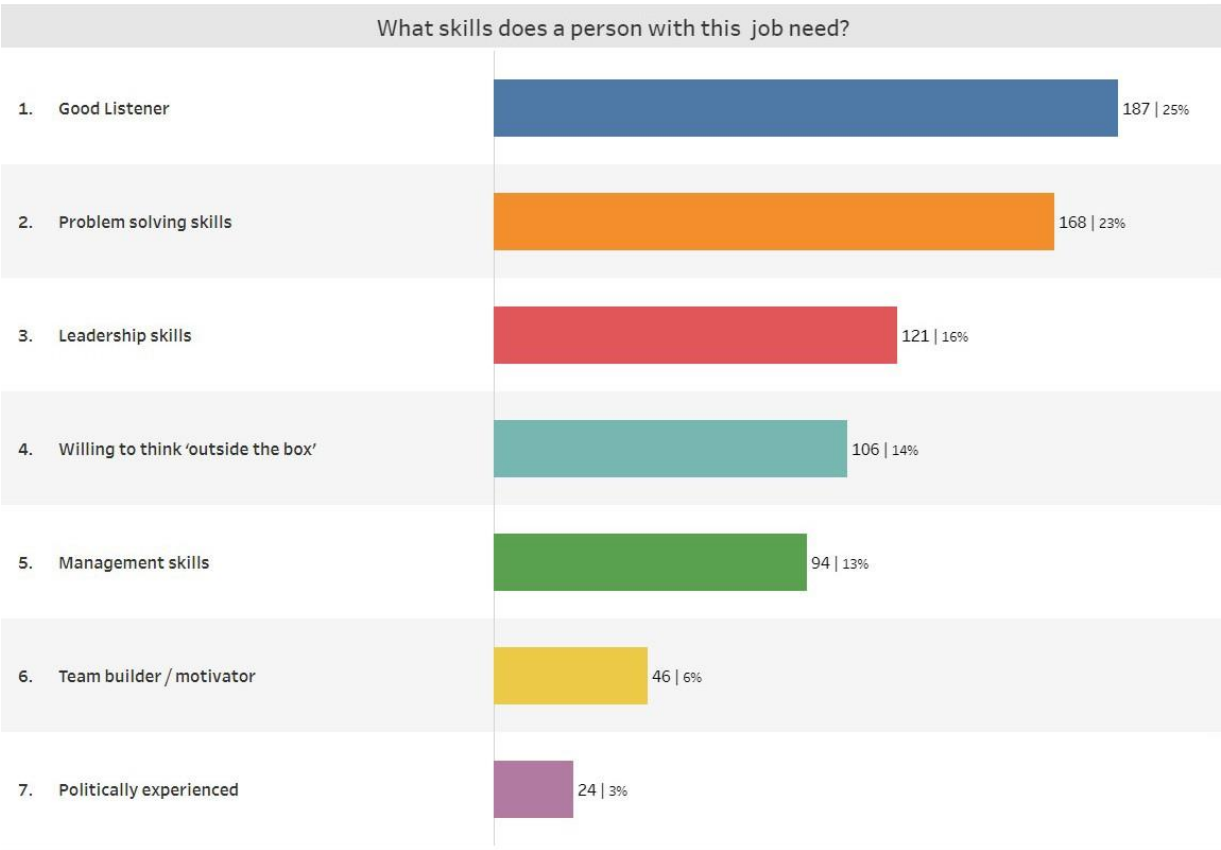

table 2.1 responses to the question; what skills would your ideal mayor have?

PROFILING THE DIRECTLY ELECTED MAYOR

Notwithstanding the anecdotal mistrust of politicians and political processes that is prevalent in many of the open-ended answers in this consultation, there is nevertheless an appreciation for locally accountable, administrative structures to better deliver local services and amenities. This is reflected in the fact that 'democratic reform and accountability' was given as the single biggest rationale for creating a DEM, and that experience in 'infrastructure and planning' was identified as the key desired experience — both areas of concern which were flagged in the question concerning Limerick's greatest challenges.

Perhaps surprisingly, experience in business and economy did not feature highly in the responses, coming in behind experience in community development, public administration, and the arts music and culture.

What background experience would your ideal Mayor have?

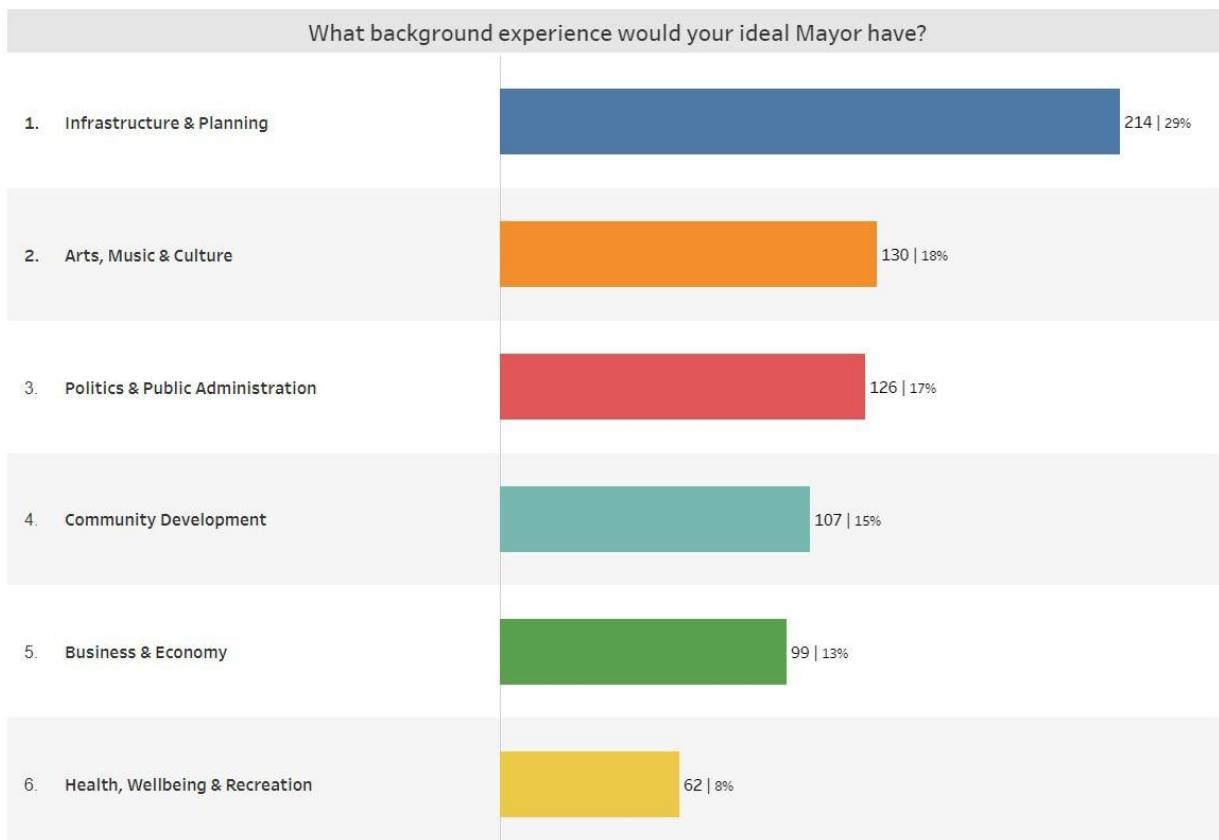|		
1.	Infrastructure & Planning	214 | 29%
2.	Arts, Music & Culture	130 | 18%
3.	Politics & Public Administration	126 | 17%
4.	Community Development	107 | 15%
5.	Business & Economy	99 | 13%
6.	Health, Wellbeing & Recreation	62 | 8%

Table 2.2 responses to the question; what background would your ideal Mayor have?

Key take away

Overall, a profile of Limerick's DEM suggests that they need to be more concerned with *the system of local government* than with any one area of interest over another.

CHAMPIONING LIMERICK

This question was designed to highlight Limerick attributes and /or amenities that are most prized by Limerick people, in order to get a sense of the kinds of things that a new Directly Elected Mayor might want to pay attention to or champion. The answers are revealing.

Limerick 2030, the economic and spatial plan for Limerick city and county, notes the essential need for a coordinated effort to market and rebrand Limerick with a so-called 'place proposition' that draws heavily on the county as: 'attractive and historic', 'green and sustainable' and 'creative and vibrant' {Limerick 2030, p.122}. In our survey, however, when respondents were asked to identify what is best about Limerick, 'heritage and history' and 'arts, music and culture' came in 6th and 7th place out of 8, with 'waterways, lakes, rivers and sea' marginally more popular in 5th place. Perhaps most surprising of all, was that in the home of Munster rugby and a city popularly renowned for its sporting reputation, Limerick people placed 'sports and fitness' last!

Similarly whilst *Limerick 2030* notes the 'demise in Limerick's shopping offer' {Limerick 2030, p.81} and considers it's improvement a key prerequisite to other developments in business and tourism etc {p.142} over half of our survey respondents thought 'shopping and leisure' was best about Limerick.

Looking at Limerick, where you live in your community and across the county as a whole. In your opinion what's best about limerick ?

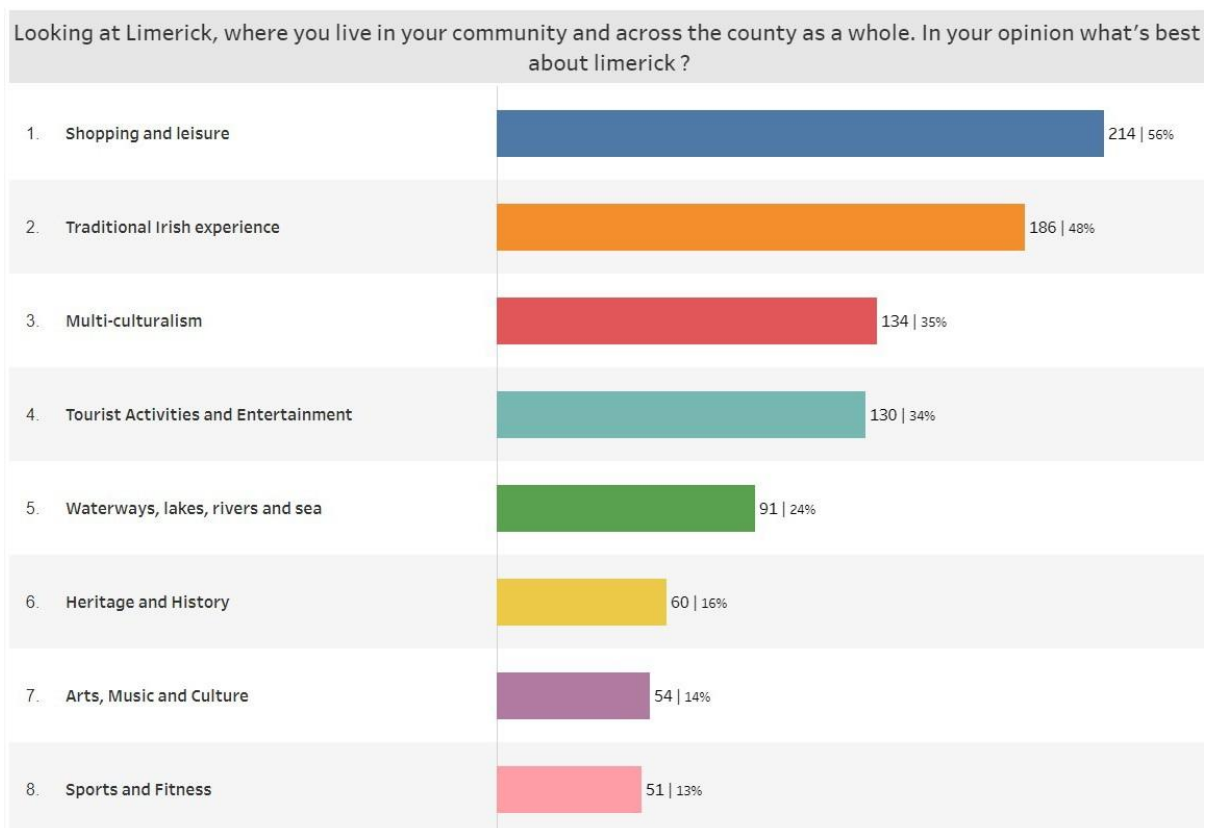|		
1.	Shopping and leisure	214 | 56%
2.	Traditional Irish experience	186 | 48%
3.	Multi-culturalism	134 | 35%
4.	Tourist Activities and Entertainment	130 | 34%
5.	Waterways, lakes, rivers and sea	91 | 24%
6.	Heritage and History	60 | 16%
7.	Arts, Music and Culture	54 | 14%
8.	Sports and Fitness	51 | 13%

Table 3 responses to the question; what do you think is best about Limerick?

CHAMPIONING LIMERICK

The difference between the *Limerick 2030* vision for Limerick and Limerick peoples' opinions about Limerick in 2020 is not irreconcilable and may indeed reflect the obvious difference between *what is* and *what could be*.

As the next section illustrates, there are important and fundamental areas of agreement between Limerick peoples' perception of Limerick's challenges and those outlined in the Limerick 2030 plan.

What is clear, however, is that there is not much evidence of a consensus between Limerick leaders and Limerick people about what is best about Limerick. The reasons for this may be many and various. But if the marketing of Limerick is based on a 'place proposition' that requires 'a central idea and associated themes' to 'ensure a consistency of message' to market and rebrand Limerick, then surely the task would be easier if it were underpinned by popular public awareness and support.

Key take aways

- ♦ Building a positive 'place proposition', that is, a confident self-awareness of what is positive about Limerick is regarded as a key factor in Limerick's rejuvenation.

- ♦ Place propositioning is intended to be more than a strap line or slogan, but 'a strategic, motivational and inspirational statement of intent'

- ♦ Place proposition strategy relies on a central idea and associated themes that are confidently and consistently 'supported and proactively championed by all partners and stakeholders'

- ♦ The current place proposition strategy needs more support to create the necessary buy-in from Limerick people.
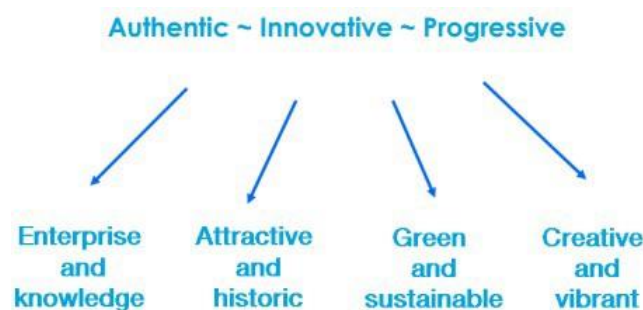
Figure 3 Limerick's 'place proposition' (Limerick 2030, p.126}

LIMERICK CHALLENGES

Fig.4 responses to the question: 'What do you think are Limerick's main challenges?'

The range and variety of responses to this open-ended question are illustrated in the word cloud above which highlights the key words in all of the responses to this question. In order to provide more insight, these variously worded responses were analysed and categorized into a smaller number of common themes, which enables a clearer reading of the answers given. Ten clear thematic bundles of answers emerged as useful categories to interpret the alternative challenges facing Limerick city and county concerning:

1.   Public Infrastructure and Services

2.   Crime, Security and Safety

3.   Investment and Economic Development

4.   Perception of Limerick

5.   Development of the City

6.   Mindset and Attitude

7.   Community Well-being, Access, Equality and Inclusion

8.   Uneven development

9.   Engagement

10.   Arts, Culture and Heritage

LIMERICK CHALLENGES

Looking at Limerick, where you live in your community and across the county as a whole.. in your opinion what are Limerick's chief challenges?

	Challenge	Count	%
1.	Public Infrastructure/Services	223	38%
2.	Crime, Security & Safety	140	24%
3.	Investment & Economic development	116	20%
4.	Perception of Limerick	108	18%
5.	Development of City Centre	63	11%
6.	Mind Set/ Attitudes	58	10%
7.	Community Wellbeing, Access, Equality & Inclusion	39	7%
8.	Uneven development	22	4%
9.	Engagement	19	3%
10.	Arts, culture & heritage	16	3%
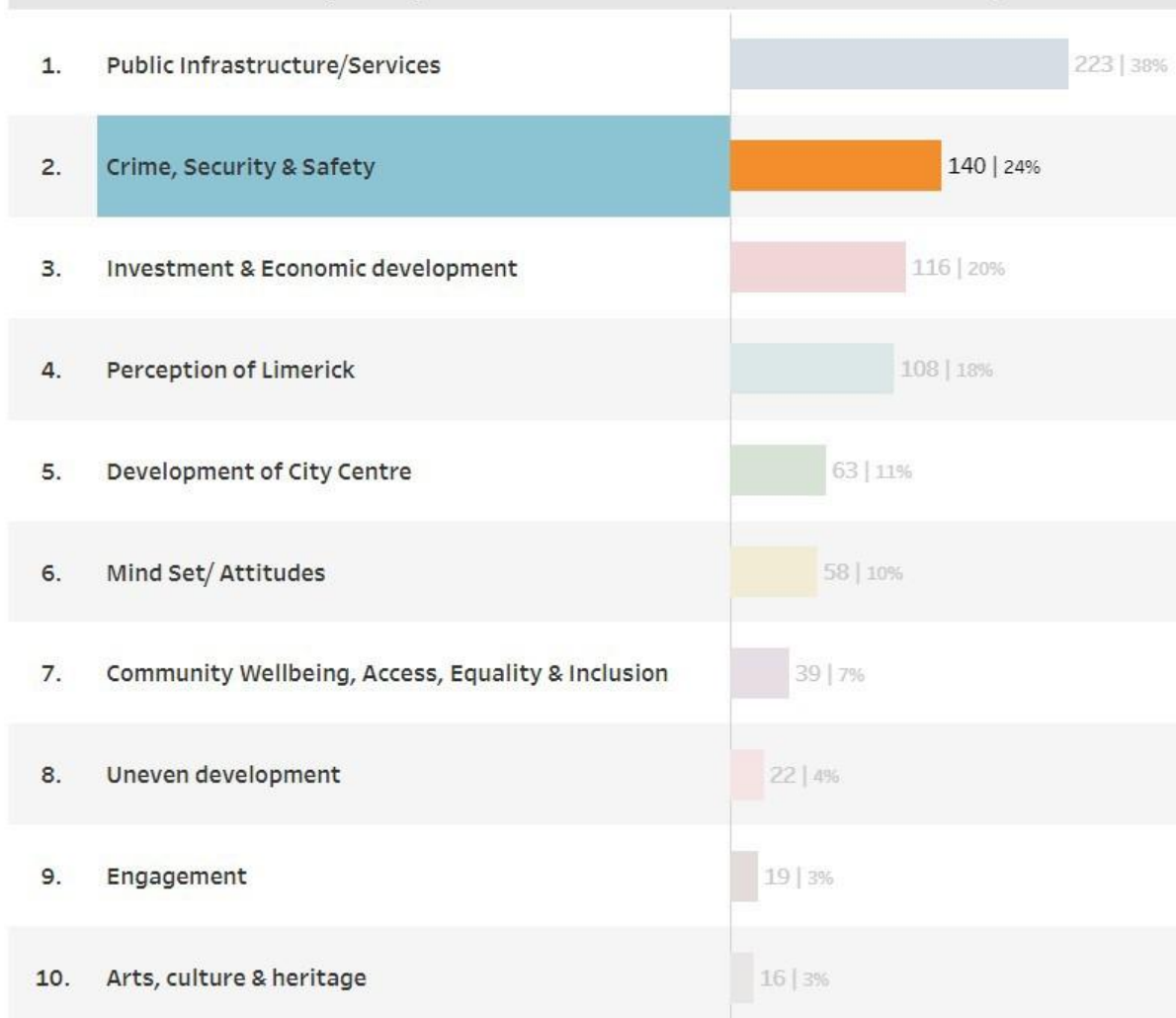
In contrast to the diversity of answers concerning what is best about Limerick, participant answers concerning Limerick's chief challenges resonate clearly with those identified in the *Limerick 2030* plan. The most popular answers concerned deficits in public infrastructure and/or services.

· **Public Infrastructure and Services**

While housing, homelessness and transport were the biggest concerns expressed there was also a comprehensive list of other infrastructural deficits, concerning: addiction, children's activities, composting, cycling lanes, education, flooding, health services, littering, parking, pedestrianisation, recreation, recycling, regional connectivity, renewable energy, roads, sporting and nonsporting facilities, supports for mental health, traffic, waterways—especially along the river Shannon, and youth facilities and services. There were also mentions for Shannon airport, Foynes port and the dockland area.

LIMERICK CHALLENGES

Concerns about crime, security and safety were the second biggest challenge identified by participants. Amongst these, anti- Social behaviour was the biggest concern, with further references to drugs, violence and animal cruelty. In particular, the responses revealed a keen awareness that some areas are not considered safe and of the need for greater Garda presence.

· Investment and Economic development

The economic strategy advanced in the *Limerick 2030* plan proposes the need for all interventions, 'whether hard physical infrastructure or softer business development programmes', to 'pull in the same direction and reinforce each other'. The proposed interconnection between alternative elements in Limerick's economic revival are strongly supported by the responses of our participants. Whilst we have unpacked the different sets of challenges referred to in our survey, our participants invariably bundled their concerns together. In this respect, just as providing public services and addressing concerns about crime and security may be seen as flip sides of the same coin; concerns about investment and economic development were typically bundled with concerns about uneven development and the development of Limerick city

· Uneven development

The responses concerning uneven development were many and varied. Whilst unemployment was frequently cited as the primary concern, uneven development was often considered the primary cause. In our reading of the responses, divisions between the city and the county appear more likely as the symptom of uneven development, not a cause of division in and of themselves. Many responses expressed a desire for greater unity between developmental initiatives in the county and the city. Concerns were expressed that the county's development is ignored and suggestions were made for improved rural infrastructure especially in relation to public transport and roads.

Additionally, there was a strong sense of the need to counteract the economic, cultural, and political dominance of Dublin. Many responses noted the need for greater regional coordination in the Mid-West {Limerick, Clare, Tipperary, and Kerry }, regarding both the need to support local industry and attract foreign investment.

· Development of the City centre

So many responses referred specifically to the city centre as a specific challenge, we included this as a distinctive category in its own right.

Three inter-related themes prevailed: first, a very negative view of the city centre - a place that is 'dead', 'dull' or 'dying'; second, that it is a city that 'closes down' in the evening after work and not a place where people live; and third, the 'donut' effect of developments and shopping centres around the edge of the city, which hollow out the potential to develop a critical mass for change.

LIMERICK CHALLENGES

A number of comments suggested that development in the city had focused on business and retail with little thought given to making it a liveable city through the building of mixed use developments and the creation of city centre accommodation. Many cited the need to make the city centre an attractive place to *live in* not just *work in.* Concrete suggestions for how this might be achieved were reflected in a small number of responses concerned with Limerick's challenge to promote arts, culture and heritage.

· **Arts, Culture and Heritage**

Whilst responses citing challenges concerning arts, culture and heritage were the smallest category in this survey, they tended to include the most specific recommendations: funding and investment in arts, culture and heritage was the key challenge identified. Some responses cited the need for a greater number and variety of cultural events, but many pointed to the architectural heritage and Limerick's Georgian and medieval areas as under-valued cultural assets. The historical connections of Limerick's waterways and the Shannon were also mentioned as potential cultural assets.

· **Mindset and Attitude**

We created this category because so many of the answers we received related to ideas about the attitude of people in Limerick, which, whenever it was referred to, was viewed as negative.

> *"The city (and, to a great extent, the county) suffers from a level of poor self-esteem that would result in prolonged therapy if it were a person"*

Although a relatively small sub-set of our survey, for around 1 in 10, there is a fatalism about Limerick, about its future and about its people. Added to this, almost twice as many people are concerned with outside perceptions of Limerick.

· **Perception of Limerick**

In the 1990s, Limerick dealt with the damaging reputation as 'stab city'. This was surpassed in the early 2000s by a national media fascination with Limerick crime gangs and later re-confirmed by efforts at 'Limerick regeneration'. The absence of a strong counter-narrative has meant that many Limerick people still believe that Limerick's reputation is a significant challenge.

· **Engagement**

Respondents in this category reported feeling that they are not being listened to in pointless and/or poor public consultation exercises. It was also suggested that various communities in Limerick need to engage more and overcome their distrust of each other.

LIMERICK CHALLENGES

· **Community Well-Being, Access, Equality and Inclusion**

This category reflected a number of responses, often in relation to services and amenities, but concerning *access* to them, not the *availability* of them. Several responses referred to Limerick being 'socially divided'. Words like 'classism', 'racism' and 'inequality" were used. Lots of solutions were offered regarding improving access to existing amenities and better representation for minorities. A number of comments referred to the need to invest in mental and social health and it was suggested that the value of community is an under-utilised resource. There was also as a call to celebrate the good work being done in communities though some responses noted that many Limerick residents have '*a sense of belonging to the local community but not to the city as a whole'.* The challenge to be inclusive was variously articulated as was the challenge to recognise local communities as an important element in a wider inclusion strategy.

Key take aways

♦ Limerick people tend to identify the same challenges as Limerick leaders.

♦ Most of the challenges identified by Limerick people are already addressed in the *Limerick 2030* plan.

♦ The interconnections between challenges and the need to acknowledge the complexity of the response are equally recognised by Limerick people and the Limerick 2030 plan.

♦ The evident consensus between local government and Limerick people regarding the main challenges for the city and county is not being harnessed in any positive way to address identified challenges.

♦ A strong consensus about the challenges faced by Limerick needs to be matched by an equally strong counter-narrative about what is best about Limerick.

♦ The Limerick 2030 plan identified the need to develop a positive Limerick narrative. This report identifies a need to share that positive narrative with Limerick people.

FOCUSING THE DIRECTLY ELECTED MAYOR

Below is a summary of all of the insights revealed by our consultation.

- ♦ Limerick people want a change from the current system of governance

- ♦ Limerick people are potentially engaged citizens but many feel left out.

- ♦ General scepticism and low level of regard for the council and local politicians.

- ♦ The new local government arrangement needs to better communicate with local communities to address the deficit in confidence regarding local politicians and local government

- ♦ The DEM should be more concerned with *the system of local government* than with any one area of interest over another.

- ♦ Building a positive 'place proposition', that is, a confident self-awareness of what is positive about Limerick is regarded as a key factor in Limerick's rejuvenation.

- ♦ The current place proposition strategy needs more support to create the necessary buy-in from Limerick people.

- ♦ Limerick people tend to identify the same challenges as Limerick leaders.

- ♦ Most of the challenges identified by Limerick people are already addressed in the *Limerick 2030* plan.

- ♦ Limerick challenges are inter-connected and so are the policy responses: the need to acknowledge the complexity of the response is equally recognised by Limerick people and the Limerick 2030 plan.

- ♦ The consensus between local government and Limerick people regarding the main challenges for the city is not being harnessed in any positive way to address identified challenges.

- ♦ A strong consensus about the challenges faced by Limerick needs to be matched by an equally strong counter-narrative about what is best about Limerick.

- ♦ The Limerick 2030 plan identified the need to develop a positive Limerick narrative. This report identifies a need to share that positive narrative with Limerick people.

CONCLUSIONS

All around the world, democratic institutions and systems of government are under threat. Ireland is fortunate in not having to face the worst of popular public disapproval and anti-democratic movements. But this is no time for complacency. In the centralised system of government which exists in this country, the powers of local government are limited and its funding is tight. It is therefore, not surprising that in the current climate of rising populism and declining trust in politicians, local government struggles to maintain its reputation.

This consultation confirms that view. It reveals that many Limerick people are sceptical and cynical of local government and local politicians. What it also reveals, however, is that Limerick people think that local government can be better. For hard-working local government officials and politicians, this may be a hard message to hear, but it is an important one. Limerick people have not lost faith in democratic systems and processes. For the most part, they view the establishment of a Directly Elected Mayor as an opportunity to improve local government and deliver local services.

In view of the demands for increased accountability and increased representation and the evident information deficit about local government plans and activities, the establishment of a DEM presents an opportunity to address these accountability and informational gaps in public perception and understanding.

Limerick's DEM presents an opportunity for a new role—somewhere between an Ombudsman and Programme Manager. A public figure head providing representation, but also an independent authority able to examine concerns where communities and/or individuals feel that they have been treated unfairly. In this way, the DEM could provide the public with an impartial account of the progress of local initiatives, providing an important mediation between local government and the public in terms of explaining programme delivery, listening to local concerns and providing account of progress, possible delays or changes etc. In addition to providing accountability, the DEM could also be charged with overall responsibility for monitoring the delivery of proposed changes, projects and initiatives. In doing so, establishing a regular cycle to report on progress and to receive feedback from the public would be crucial to securing greater public support.

Appendix E. Table of stakeholders

As part of the process, a series of stakeholder meetings was undertaken on a personal basis by the Chair of the IAG. The purpose of these engagements was to brief civic leaders and groups in Limerick on the DEM project and its potential and to get their feedback in terms of the opportunities and challenges they foresaw. This outreach was in addition to the wider process of public consultation undertaken by the IAG via UL Engage (see Appendix D) – the latter ensuring that all groups and individuals who wished to do so could offer their views on the project. Section 6.3.3 of the Report provides a summary of some major points to emerge from those conversations undertaken directly by the Chair. A full list of organisations and leadership figures he consulted with as part of this outreach is given below.

E.1 Stakeholders with whom the Chair engaged directly

Grouping	Stakeholder / Organisation	Contact
The Charter Group	University of Limerick	Former President Prof. Des Fitzgerald; current Interim President Prof. Kerstin Mey; Chairperson of Governing Body Mary Harney
	Limerick Institute of Technology	President Prof. Vincent Cunnane
	Mary Immaculate College	President Prof. Eugene Wall
	Limerick Chamber Board	Meeting hosted by President David Jeffreys, facilitated by CEO Dee Ryan and attended by several members of the Board
	Shannon Group	CEO Mary Considine
	Shannon Foynes Port Company	CEO Pat Keating
	Limerick Enterprise Development Partnership	Chair Gerard Boland, Board Member Michael Tiernan, CEO Gerry McDonnell
Sectoral representative bodies	Association of Irish Local Government	
	City and County Management Association	
Public Services Working Group	An Garda Síochána	Chief Supt Gerard Roche
	UL Hospitals Group	Group CEO Dr Colette Cowan

Grouping	Stakeholder / Organisation	Contact
	Ibec Mid-West Council	Meeting chaired by Regional President Catherine Duffy, facilitated by Senior Regional Policy Executive Helen Leahy and attended by several members of the Council
	Local Community Development Committee	Meeting chaired by Mayor Michael Collins and attended by members of the LCDC
	Limerick Clare Education and Training Board	Meeting chaired by CEO George O'Callaghan and attended by Directors Paul Patton, Donncha O Treasaigh and Shelagh Graham
	Limerick Civic Trust	Chair Thomas Wallace O'Donnell and CEO David O'Brien
	Moyross Primary School (Corpus Christi)	Chair of Board of Management Fr Pat Hogan and Principal Tiernan O'Neill
Trade Union Sector		Karan O'Loughlin, Divisional Organiser, SIPTU.

In addition, the Chair met separately with Brian Leddin, T.D., Maurice Quinlivan, T.D., and Senator Paul Gavan, and a separate briefing session was arranged by the Department for all Oireachtas members from Limerick.

E.2 Submissions received

Submissions were received from the following organisations:

- Association of Irish Local Government.
- Local Authority Members' Association.
- The Environmental Trust Ireland.
- Sinn Féin.
- The Office of the Planning Regulator.
- Corpus Christi Primary School, Moyross.
- Limerick Enterprise Development Partnership.

Appendix F. Case Studies[6]

F.1 Case study: Auckland Council

F.1.1 Background:

- The Auckland Region was established in 1963
- It was the only regional council in New Zealand until 1989
- Auckland Council was established in 2010
    - Auckland Council encompasses the local authorities within the former Auckland Region, including Auckland City Council
- Auckland Council is a unitary authority
    - In New Zealand, a unitary authority is a district council or city council with the responsibilities of a regional council
    - As Auckland Council has a 'hybrid' status, it has responsibilities in the regulation of environmental matters, and in the management of assets
- Auckland Council is geographically divided into 21 local boards
- Auckland Council and the local boards have distinct areas of competence and decision-making
- Population: 1,642,800 (June 2019 estimate)
- Geographical area: 4,938 km^2 (2014)

F.1.2 Auckland Council:

- Consists of the directly elected Mayor (DEM), and 20 members who are elected from 13 wards
- DEM and councillors hold office for 3 years
- The elected Council is Auckland's decision-making body

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[6] These case studies have been drawn up for informational purposes only. Nothing in the case studies purports to be legal interpretation, nor does it constitute legal advice. While care has been taken in the preparation of the case studies, the accuracy or completeness of the details therein is not guaranteed. The case studies do not purport to give an exhaustive account of local government in the respective jurisdiction, nor do they purport to be authoritative or definitive.

- Elected members perform a representative role, vote on decisions, and sit on committees
- The DEM and elected members can be disqualified from holding office on a number of grounds, and once disqualified they cease to hold that office. There are no provisions for recall or removal of the DEM or elected members
- The elected Council is supported by the Chief Executive (CE) (see below for more information on the role of the CE)
    - Generally, convention dictates how the DEM and the CE work together. A strong working relationship, with clear and appropriate communication and understanding of each other's role, is deemed to be very important
    - The DEM speaks for the elected council when working with the CE
    - The DEM may not issue directions to the CE, apart from matters regarding the Office of the Mayor and its establishment
- Certain decisions can be delegated by the Council may delegate to **local boards** (see below for more information on local boards)
- The elected Council is responsible for the adoption by majority vote of Council plans, budgets, and policies
- Auckland Council is responsible for adopting:
    - the Auckland Plan 2050
    - the Council's 10-year budget
    - the Council's annual budget
    - the planning regulations for the Auckland region.
- Matters under the remit of the Council include:
    - regulatory decisions
        - "A regulatory decision relates to a regulatory responsibility, duty or power, which the council has been given by legislation. The decision can be enforced against individuals under legislative authority. A non-regulatory decision is simply one that does not relate to a regulatory responsibility, duty or power." (Auckland Council Governance Manual)
    - certain non-regulatory decisions
    - transport
    - public amenities and infrastructure, including roads and harbours
    - waste

- o water

- o the promotion of business

- o culture
- o environmental matters, including natural resources and waterways
- o permit/licencing matters, and inspections
- o biosecurity
- o services and facilities that fall under the Council's remit
- o CCOs
- o financial matters, including loans and rates
- o by-laws
- o The disposal and acquisition of property and other assets
- o Some staffing matters, including the appointment of the Chief Executive and the adoption of the Council's remuneration and employment policy
- Funding for local authorities in New Zealand comes from a range of sources, which can include rates, income from regulatory matters such as fees, charges, and development contributions, and investments, borrowing, grants, and subsidies
  - o Central government is responsible for the framework for rates
- There is an Independent Statutory Māori Board, to provide Māori input into decision-making, and which works for Maori community development and wellbeing
- If a local board is in dispute with Auckland Council, efforts are made to resolve it; if resolution is not possible, the Local Government Commission may be requested by the local board to make a decision on the matter

F.1.3 Directly elected Mayor (DEM) of Auckland Council:

- The DEM's is the leader of the Council. He or she chairs meetings of the Council, and has a role in leading the development of the Council's budget, plans and policies

- The DEM is elected by a vote from the entire area of Auckland Council

- The DEM is a member of Auckland Council and is considered "first among equals", and performs a representative role on behalf of Auckland Council and its communities

- The DEM's role is to "articulate and promote a vision for Auckland, and to provide leadership to achieve objectives that will contribute to that vision" (Auckland Council

Governance Manual), as well as to promote coordination across Auckland Council

- The DEM liaises with **local boards**. However, but the DEM is not a member of any local board and has no voting rights, nor can the DEM direct a local board in respect of its functions.

- He or she is a member of all committees of Auckland Council, and has the ability to appoint committee chairs and to set up committees

- The DEM has a role in leading engagement between the Council and the public and may put public consultation measures in place

- The DEM does not have the power to veto or 'call in' decisions of the elected Council

- While the Council may appoint the Deputy Mayor (and remove a Deputy Mayor appointed by them), in the first instance the DEM is responsible for appointing and removing the Deputy Mayor

- The DEM may declare an emergency and has an emergency leadership role

- To support the DEM, Auckland Council has a mayoral office with staff to support and advise the DEM

- The DEM may build formal and informal relationships with the leadership of relevant bodies, including Government departments and other local authorities. For instance, mayoral forums provide an avenue for leadership and advocacy for a number of local authorities. However, it does not appear that Auckland Council is part of a Mayoral Forum

- The **Deputy Mayor** is an elected member. The Deputy Mayor stands in for the DEM when necessary, and may perform the role of the DEM if there is a vacancy in the office

F.1.4 Removal and recall

- The DEM and elected members can be disqualified from holding office on a number of grounds, and once disqualified they cease to hold that office. There are no provisions for recall or removal of the DEM or elected members

F.1.5 Council-controlled organisations:

- Auckland Council has the power to set up Council Controlled Organisations (CCOs), which deliver services, and/or manage assets. At least half of the directors/trustees are Council-appointed.
- Substantive CCOs (i.e. those with responsibility for delivering a significant service, or with responsibility for assets worth more than $10 million) are:
  - Watercare Services Limited
  - Auckland Tourism, Events and Economic Development
  - Auckland Transport
  - Panuku Development Auckland
  - Regional Facilities Auckland
- The Council also has 'legacy' CCOs (i.e. CCOs which were set up before 2010), including:
  - Arts Regional Trust
  - Community Education Trust Auckland
  - Contemporary Art Foundation
  - Highbrook Park trust
  - Mangere Mountain Education Trust
  - Manukau Beautification Charitable Trust
  - Mount Albert Grammar School Community Swimming Pool trust
  - Te Motu a Hiaroa (Puketutu Island) Governance Trust
  - Te Puru Community Charitable Trust
- The Council also owns a non-CCO, called Ports of Auckland

F.1.6 Relationship between local government and central government in New Zealand:

- Central government is responsible for legislative framework for local government

- Local authorities are separate entities from central government and the Crown

- The Minister for Local Government has a leadership role in working with and building links between the Government and local authorities

- There is provision for accountability by local authorities in particular instances, subject to specific legislative provisions

- Should a local authority be believed to be not fulfilling its obligations, the Minister for Local Government may order an investigation or review, or appoint officials to review, oversee or manage the local authority? The Minister may also order that a local election be held

- The Department of Internal Affairs advises the Minister for Local Government on policy matters and informs stakeholders about local government (including central government, local government, and the general public)

- The Central and Local Partnerships Team in the Department of Internal Affairs aims to facilitate effective working relations across the public service between central and local government

- Local Government New Zealand, which the Mayor of Auckland is a member of, provides a representative voice for local authorities

F.1.7 Local boards:

- There are 21 local boards (consolidated from 30) within the Auckland region

- There is a minimum of 5, and a legal maximum of 12 elected members on each local board

- Local boards are part of Auckland Council, although the local boards and the Council have separate memberships: local board members do not sit on Auckland Council, and members of Auckland Council do not sit on local boards. However, local board chairs (or nominees) may speak at meetings of Auckland Council on issues that affect the local board area

- Local board chairs are elected from and by members. They chair meetings, provide local leadership and representation, and have a casting vote

- Local board deputy chairs are elected from and by members

- Local boards have responsibility for making decisions on non-regulatory activities (see above, under Auckland Council for a definition of non-regulatory activities), except where it is relates to issues that span more than one local board area

- In addition, local boards:
  o Adopt 3-year local board plans and make local board agreements (budgets) each year with Auckland Council
  o Make and oversee annual work programmes
  o Represent and engage with local communities
  o Make local by-laws

- The Chief Executive of Auckland Council provides advice to the local boards, implements their decisions and agreements, and provides administrative support and facilities

F.1.8 The Chief Executive of Auckland Council:

- The Chief Executive is appointed by Auckland Council. The CE's performance is overseen by the Appointments and Performance Review Committee of Auckland Council.

- The Chief Executive is the head of the Council's administration, with responsibility for supporting the officeholders of Auckland Council, including the DEM, and for working with Council-controlled organisations (CCOs). The CE and the DEM work together; the DEM is not the CE's formal superior.

- The Chief Executive is responsible for the day-to-day of Auckland Council and for ensuring the performance of its functions. This includes delegated functions; the Chief Executive may refer delegated matters back to the delegating body for its decision.

- The Chief Executive is responsible for HR functions within the Council's policy framework. He or she also delegates functions to council staff and directs them in the performance of their duties. Elected members, including the Mayor, do not have the power to issue directions to employees.

- The CE is responsible for the financial management of Auckland Council#

- He or she has certain additional functions, including signing particular documents, and in relation to land grants

- The CE provides advice to Auckland Council and the local boards

- He or she implements decisions made by the Council and local boards, as well as local board agreements

- The CE's contract is for no more than 5 years, with the possibility of a 2-year extension

- The Executive Leadership Team is appointed by the CE. The ELT's role is to provide advice, implement the decisions of the Council and the local boards, and the day-to-day management of Auckland

- The Local Board Chairs Forum is a formal structure for engagement between the CE and the Chairs of the local boards

F.1.9 Mayor of Auckland Council (2016-present): Phil Goff

- Born and raised in Auckland

- Politics graduate, educated in the University of Auckland and the University of Oxford

- Former Member of Parliament (10 terms)

- Former Cabinet Minister for 15 years: education, housing, environment, trade, justice, defence, foreign affairs portfolios. Served as Associate Finance Minister.

- Former head of Labour Party, and former opposition leader

- Currently sits on the Local Government New Zealand National Council as a representative of the metropolitan sector

F.1.10 Mayor of Auckland Council (2010-2016): Leonard Brown

- Arts and law graduate, educated in the University of Auckland

- Legal practitioner

- Labour Party

- Councillor from 1992-2004 in Manukau City Council

- Former Chair of the Counties Manukau Health Council

<u>Sources and further information:</u>

Auckland Council's executive team: https://www.aucklandcouncil.govt.nz/about-auckland-council/how-auckland-council-works/executive-team/Pages/about-our-executive-team.aspx

Auckland Council webpage: https://www.aucklandcouncil.govt.nz/Pages/default.aspx

New Zealand Government webpage on Auckland Council: https://www.govt.nz/organisations/auckland-council/

Auckland Council's Governance Manual: https://governance.aucklandcouncil.govt.nz/

Auckland Council's Governance Statement: https://www.aucklandcouncil.govt.nz/about-auckland-council/how-auckland-council-works/Documents/local-governance-statement.pdf

New Zealand Department of Internal Affairs profile of Auckland Council: http://www.localcouncils.govt.nz/lgip.nsf/wpg_URL/Profiles-Councils-Auckland-Council-Main?OpenDocument

Some statistics for the Auckland region: https://www.stats.govt.nz/tools/2018-census-place-summaries/auckland-region

Auckland Council Governance Manual: https://governance.aucklandcouncil.govt.nz/

Mayor of Auckland Council: https://governance.aucklandcouncil.govt.nz/media/1079/20170530-governance-manual-section-4-the-mayor-of-auckland.pdf

Profiles of Mayor Phil Goff and former Mayor Leonard Brown:

- https://www.aucklandcouncil.govt.nz/mayor-of-auckland/Pages/mayor-phil-goff.aspx
- http://www.aucklandcity.govt.nz/dbtw-wpd/CityArchives/DigitalExhibitions/elected_rep_timeline/timeline.htm

Local Government New Zealand: https://www.lgnz.co.nz/

LGNZ Guide for Mayors, available at: https://www.lgnz.co.nz/our-work/our-policy-priorities/governance/

New Zealand Department of the Prime Minister and Cabinet, *Guide for central government engagement with local government*:

https://dpmc.govt.nz/sites/default/files/2019-06/Engagement%20guidance%20final%2020.6_1.pdf

Central Local Government Partnership: https://www.dia.govt.nz/Central-Local-Government-Partnership

Department of Internal Affairs, local government policy: https://www.dia.govt.nz/Resource-material-Our-Policy-Advice-Areas-Local-Government-Policy

Local boards in Auckland Council: https://www.aucklandcouncil.govt.nz/about-auckland-council/how-auckland-council-works/local-boards/Pages/about-local-boards.aspx

Local boards in Auckland Council's Governance Manual: https://governance.aucklandcouncil.govt.nz/media/1081/20170602-governance-manual-section-6-local-boards.pdf

Auckland Council population estimate: http://nzdotstat.stats.govt.nz/wbos/Index.aspx?_ga=2.158765106.981696347.1594373677-1991048155.1593770134

F.2 City of Flensburg, Schleswig-Holstein

F.2.1 Background:

- Until 1866, Flensburg was ruled by Denmark and had two Mayors.
  - o Councillors for the area north of the Flensburg Fjord, which was Danish-speaking, elected the 'North Mayor', who had executive power
  - o Councillors south of the Flensburg Fjord elected the 'South Mayor', who chaired meetings of the City Council
- Under German rule, from 1870 the executive Mayor of Flensburg was known as the Lord Mayor and was directly elected by the populace, while the Chair was known as the Mayor and was elected by the Council
- Under Nazi rule, Mayors in Germany were figureheads. Real power was wielded by appointed officials known as Gauleiter (who sometimes appointed themselves Mayor)
- Following the end of the Nazi regime a variety of types of local government was introduced across Germany. The type of government in a particular region often correlated with the country which had occupied that region.
  - o The north of Germany, including Flensburg, had Council-manager local government, similar to Britain; in Flensburg, the Chair of the Council was called the City President while the (appointed) Manager of the City was called the Lord Mayor.
  - o The centre of Germany had executive Mayors who were elected by the Council, similar to France.
  - o Directly elected Mayors with executive powers were found in the south, similar to systems found in the United State.
  - o In areas occupied by the USSR, the local government system stayed similar to the system under the Nazis, but with the Gauleiter replaced by the local General Secretaries of Communist Party Committees.
- Following the reunification of Germany, directly elected Mayors became widespread in local government in the former East Germany.
  - o An important influence on thinking around this topic was the economic success that Bavaria had enjoyed under directly elected Mayors.

- o Directly elected executive Mayors subsequently also became widespread in the former West Germany.
- o 76% of the population of Germany lives in areas which have a directly elected Mayor.
- Concerns were expressed about the risk of electing candidates who were unsuited to the demands of the office, and candidates who might hold extreme views.
  - o However, no members of extremist parties have yet been elected as a Mayor.
  - o In addition, it is considered that the quality of candidates in terms of political/administrative experience and education has been improving.
  - o The checks and balances in the model, with its combination of a DEM with a Chair of the council and/or local referendums, with a professional manager, are believed to work well and the model is broadly supported by the public.
- Flensburg held its first election of a directly elected Lord Mayor in 1999. It was one of the last cities to adopt an executive DEM model.
- The directly elected Mayor of Flensburg has the title of Oberbürgermeister (**Lord Mayor**) and is supported by an appointed city manager, who is known as the Mayor or Bürgermeister
- There is also a Stadtpräsident (**City President**)
- There is an Ältestenrat (Council of Elders) headed by the City President
- There is also a Main Committee
- Flensburg may make its own laws on the condition that they do not conflict with existing provisions
- There are also citizens' petitions and referendums. Referendums may take place following a decision of the elected council, or a successful petition
- Population: 96,204 (2018)
  - o Third largest city in Schleswig-Holstein
  - o Substantial Danish-speaking minority
- Since 2007 Flensburg has had Kattloch, a rural area, within its jurisdiction

F.2.2 The Elected council:

- Has 43 elected members

- Is the decision-making body for the City of Flensburg

- The elected council may delegate responsibilities to its committees or to the Lord Mayor

- While the elected council is deemed to be the Lord Mayor's and Deputy Mayor's superior, it cannot discipline them

- The elected council cannot delegate certain matters, which are reserved for its decision
  - Reserved decisions include certain planning matters, the council's involvement in making regional and district plans, the pay and conditions of City staff
  - Some decisions, such as in relation to legal claims or asset acquisitions/leases/disposals, are reserved for the elected council beyond certain financial limits

- Where the elected council makes a decision that is contrary to the Lord Mayor's views, responsibility for carrying out the decision falls to the City President

- The Lord Mayor must provide relevant information and documents to elected members as well as members of committees and advisory boards, subject to legal provisions, confidentiality, and other exceptions

- A Director of Services may deputise for the Lord Mayor

- Makes standing orders for its meetings

- Any appointment made by the elected council may be rescinded by a majority vote of the council, such as the appointment of the City President

F.2.3 The Lord Mayor:

- Has a 6-year term in office (of a maximum 8 years permitted under the Schleswig-Holstein Municipal Code)

- Performs functions and duties as conferred by law

- Statutes are drawn up by the Lord Mayor for the elected Council's decision

- Performs some financial functions that fall within certain financial limits

- The Lord Mayor may object to decisions of the elected council which he or she considers to be in breach of the law and request the council (via the City President) to repeal. The elected council is obliged to consider the matter and make a decision, otherwise the original decision is suspended. If the Lord Mayor considers that the new decision is in breach of the law then the mayor may complain again, which suspends the decision. The elected council may bring the matter to court to obtain the court's decision on the matter

- The Lord Mayor may attend committee meetings. Committees may summon the Lord Mayor to attend meetings

- The Lord Mayor may object to committee decisions which he or she considers to be in breach of law. If the committee does not subsequently amend the decision, it is referred to the elected council

- The Lord Mayor represents the municipality in legal matters

- If no one runs for Lord Mayor or if the only candidate does not get the necessary majority, the council elects a Lord Mayor

- The Lord Mayor is in charge of the municipal administration, in accordance with the objectives and principles of the council and within the means provided by the council
  - The Lord Mayor runs the business of the administration, supervises employees, enforces laws, prepares and implements the council's decisions and reports to the council
  - The Lord Mayor makes delegated decisions or delegates them to employees where permitted
  - The Lord Mayor makes HR-related decisions within the framework agreed by the elected council, subject to legislative provisions and collective agreements. HR decisions regarding the Lord Mayor's direct management subordinates are proposed by the mayor and made by the council or main committee
  - The Lord Mayor may propose changes to the administrative structure to the council, for approval by a two-thirds majority.
  - The Lord Mayor may order emergency measures, and may not delegate this responsibility. He or she must inform the council. The elected council may cancel these emergency measures, subject to third party rights.

- The Lord Mayor is supported by a Deputy Mayor (Bürgermeister), who is elected by the council. The Deputy Mayor holds office for a six-year term

F.2.4 Removal and recall:

- The Lord Mayor may be removed from office. This is initiated by a resolution of two-thirds of the council, <u>or</u> by a petition signed by 20% of eligible voters. The Lord Mayor may then be removed by a majority popular vote, with a minimum turnout of 20% of eligible voters necessary. Following the initiation of the removal process, the elected council may decide by a two-thirds vote not to let the mayor perform functions
- If the Lord Mayor was elected by the council, the council may remove the mayor by a vote of two-thirds of the council, but must vote to do so twice, the second time no sooner than 4 weeks after the first

F.2.5 The City President:

- Is elected by and from among the elected council
- Presides over the elected council and its meetings
- Shares a representational role with the Lord Mayor
- Has 2 Deputies who may represent the City President
- Is the head of the Ältestenrat (Council of Elders)
- Sets the agenda for council meetings, in consultation with the Lord Mayor

F.2.6 The Ältestenrat:

- Consists of the City President, the Deputy City President, and the chairs of the political parties or their representatives
- The role of the Ältestenrat is the support the Stadtpräsident in his role, particularly in preparing for council meetings
- The Ältestenrat acts as a forum for discussion between political parties
- The Lord Mayor may attend meetings, but in an advisory capacity

F.2.7 The Main Committee:

- Has 16 members from all parties represented on council

- The Lord Mayor is a non-voting member

- Has functions including the following:
  - coordinating committees
  - monitoring the Lord Mayor's implementation of the council's decisions and principles
  - preparing decisions for the approval of the council
  - preparing the human resources framework for the approval of the council
  - developing the reporting system of the council
  - making any decisions delegated to it by the council

- the main committee is the mayor's 'superior', albeit without powers of discipline over the mayor

- Has statutory duties and the following additional duties including:
  - Audit
  - Working with other local authorities
  - Cross-border cooperation
  - Business
  - Police advisory board
  - Press and PR
  - Central administration
  - Legal department
  - ICT
  - Preparation of resolutions for council

F.2.8 Mayoral profile: Lord Mayor Simone Lange (Oberbürgermeisterin), DEM of the City of Flensburg from 2017 to the present:

- Education: Degrees in administration and management

- Background in policing administration from 1999 to 2012

- Member of SPD political party (Sozialdemokratische Partei Deutschlands)
  - Member of Flensburg City Council from 2008 to 2012

- Deputy Chair of the SPD group on Flensburg City Council from 2008 to 2010
- Member of the Schleswig-Holstein State Parliament from 2012 to 2016
- Chair of the SPD in Flensburg from 2013 to 2016

F.2.9 Deputy Mayor's profile: Deputy Mayor Henning Brüggemann (Bürgermeister) from 2007 to the present

- Education: Degree in economics; also trained as an administrator
- Background in research, and public administration (Weimar, Leipzig) from 1997 to 2007
- Has held positions as head of department in Leipzig and Flensburg, where he is currently head of the Department for Finance and Municipal Real Estate

F.2.10 Sources and further information:

City of Flensburg website: https://www.flensburg.de/?La=1

Administration of Flensburg: https://www.flensburg.de/Politik-Verwaltung/Organisation-der-Stadtverwaltung

Lord Mayor and Board of Directors of Flensburg: https://www.flensburg.de/Politik-Verwaltung/Verwaltungsvorstand

Lord Mayor Simone Lange: https://www.flensburg.de/Politik-Verwaltung/Verwaltungsvorstand/-Simone-Lange/

Deputy Mayor Henning Brüggemann: https://www.flensburg.de/Politik-Verwaltung/Verwaltungsvorstand/Henning-Brüggemann/

City President of Flensburg: https://www.flensburg.de/Politik-Verwaltung/Stadtpräsident-Hannes-Fuhrig

Main Statute of Flensburg: https://www.flensburg.de/PDF/Hauptsatzung_der_Stadt_Flensburg_in_der_Fassung_17_Nachtragssatzung_.PDF?ObjSvrID=2306&ObjID=7318&ObjLa=1&Ext=PDF&WTR=1&_ts=1531399818

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Legislation relevant to Flensburg: https://www.flensburg.de/Politik-Verwaltung/Kommunalpolitik/Rechtsgrundlagen

Flensburg and Glücksburg: https://www.flensburg.de/Politik-Verwaltung/Verwaltungsgemeinschaft-Flensburg-Glücksburg

Statistics on Flensburg:
https://www.flensburg.de/media/custom/2306_5188_1.PDF?1562224868

F.3   The City of Linz

F.3.1   Background

- Austria is divided into 9 States (*Länder*), in a federal structure. Central Government and the States are responsible for *inter alia* legislation
  - Powers are delegated from central Government and the *Länder* to local government
  - Municipal government is autonomous within its own areas of responsibility, although without legislative power; in reality, areas of responsibility of different levels of government may overlap
  - Municipalities may issue ordinances, and are recognised by the Constitution of Austria
- Under an agreement between the Government, the *Länder*, and the local government representative organisations, all levels of government are required to be consulted and agree on legislation
  - This aims to prevent the imposition of unforeseen administrative and financial costs on local government and the *Länder*
  - If agreement is not reached, the central Government or the relevant *Land* are obliged to fund any costs arising
  - Although there are formal means of consultation and cooperation, a significant proportion of the cooperation between different levels of government takes place on an informal basis
- A Council of Europe report in 2011 identified a lack of financial autonomy in local government in Austria
- Across Austria, there is a mixture of Mayors who are directly elected and Mayors who are selected by the elected Council
- There are exceptions to the system. For instance, the Mayor of Vienna's responsibilities combine those of a Mayor with those of a State Governor
- Linz initially had a Mayor appointed by the Emperor. The appointed Mayor resigned in 1848. A new Mayor of Linz was indirectly elected by the City Council in 1850, following the formation of the Council under its own Constitution. In 1934 the Mayor was replaced by a Government-appointed Commissioner, and from 1935 the Mayor was appointed by the Gemeindetag, which consisted of   selected representatives from 'professional estates'. From 1938 Linz was led by Nazi Mayors, under the

Gauleiter and *Land* Governor. Following the defeat of the Nazis, a provisional government was appointed. Local democratic elections were reintroduced subsequently. The first directly elected Mayor of Linz was elected in 1997

- Linz is a 'statutory city', with its own 'statute' (constitution).
  - As a statutory city, Linz is an administrative district; it is also a regional authority
  - The Mayor of Linz, as part of the *Land* of Upper Austria, is directly elected; there is provision for directly elected Mayors in permitted in six of the *Länder*. In other *Länder*, Mayors are elected by the Municipal Councils.
  - Population: 207,843 (2020).
  - Area: 96 km.²
- The City of Linz has a wide range of functions, including *inter alia* local police functions, traffic management, appointment of employees, regulation of markets, provision of health services and the disposal of bodies, building regulations and spatial planning, water, planning and development, culture, waste disposal, and emergency services.

F.3.2 Role of DEM

- The Mayor chairs Municipal Council meetings.
- Should the office of Mayor be vacant, their duties are performed by the Deputy Mayor until a new Mayor has been elected.
- The Mayor has a representative role and is responsible for the running of the local authority.
  - He or she delegates functions to staff (trumps the power of the City Senate), and the employees of the City report ultimately to the Mayor.
  - The Mayor may make decisions that are normally for the City Senate if required to do so, although the Senate's approval must be sought subsequently.
  - He or she is accountable to the Municipal Council for the performance of his or her functions.
- .The Mayor and elected Council are supported by a Magistratsdirektor.
  - The Magistratsdirektor manages the operations of the local authority (including staffing matters, resource management, and the effective carrying out of the business of the City of Linz) under the supervision of the Mayor
  - He or she attends meetings of the Municipal Council in an advisory role

F.3.3   Role of elected Council

- The Municipal Council of Linz has 61 members, who serve for 6 years

- Members may vote on matters before the Municipal Council, and request motions and information

- The Council is responsible for making decisions and it also has a representative role

- The Municipal Council exercises functions reserved for its decisions, including the supervision of the running of the City (and it may request information for this purpose), acquisition and disposal of assets, setting of tariffs, the initiation etc. of legal cases, the conditions of City employees

- The Council may also refer a matter to the people for a vote in a referendum, following the passing of a motion to do so, which must be signed by at least 10 members of the Council

- Citizens' initiatives, signed by a number of voters equal to at least 2% of the electorate for the previous municipal elections, may request the Council to pass resolutions regarding matters within its competence. Certain matters, including HR matters, may not be put to a referendum or be the subject of a citizens' initiative

  - The City Senate of Linz is collegiate, and acts as a municipal board
  - Senate consists of the Mayor, who acts as chair of the Senate, 3 Deputy Mayors, and 4 City Councillors. The Senate's members are selected by the municipal Council
  - Each member of the Senate is responsible for a portfolio of functions.
  - The Senate makes decisions by majority vote, and it is the Mayor's responsibility to implement the Senate's decisions

- o If the Mayor disagrees with a decision of the Senate on the grounds of legality or risk/cost to the city, he or she submits the matter to the Municipal Council for decision. The Municipal Council then makes a decision and directs the Mayor accordingly

- o The Senate is responsible for its own suite of functions, including the hiring and dismissal of City staff, placing estimates and accounts before the Municipal Council, legal cases up to a certain financial limit, acquisitions and disposals up to a certain limit

- o The Senate has competence within all non-official matters that fall to it and are not a matter for the Municipal Council, the Mayor, or the employees of the City

F.3.4 Electoral matters

- If a Mayor is not elected in the local elections, then they may be selected by the Municipal Council members

F.3.5 Removal and recall

- The Mayor and any member of the Municipal Council may be removed from office by a motion of the Municipal Council, with at least two-thirds of the Municipal Councillors voting in favour. The removal of the Mayor is subject to a referendum, held within two months of the removal motion

- The Mayor may also be removed from his or her office by the *Land*, if he or she commits illegal acts

- The Municipal Council may be dissolved by the *Land* for failure to perform functions, for illegal conduct, or if it permanently lacks a quorum. Once dissolved, the terms in office of the Mayor, Deputy Mayors, and Councillors are ended

F.3.6 Mayoral profile: Mayor Klaus Luger, DEM of the City of Linz 2013 to the present:

- Education: Degree in Social Science (University of Linz); Degree in History and Journalism (University of Salzburg)

- Background as an academic advisor at the Linz Institute for Social and Economic Sciences (Institut für Sozial- und Wirtschaftswissenschaften). He was also the SPÖ District Manager in Linz
  - Member of the SPÖ (Sozialdemokratische Partei Österreichs (Social Democratic Party of Austria):Chair of the SPÖ in Karlhof from 1990 to 2000
  - SPÖ Linz District Manager from 1992 to 2003
  - Municipal Councillor with the building regulation, land use planning, and personnel portfolio from 2003 to 2009
  - Deputy Mayor from 2009 to 2013

F.3.7 Sources and further information:

History of the Mayors of Linz: https://stadtgeschichte.linz.at/english/11764.php

2011 COE paper on local and regional government in Austria: https://rm.coe.int/local-and-regional-democracy-in-austria-cg-20-8-20th-session-of-the-co/168071aca8

Webpage of the City of Vienna: https://www.wien.gv.at/verwaltung/organisation/index.html

Webpage of the City of Linz: https://www.linz.at/english/city_government.php

Statute (Constitution) of the City of Linz: https://www.linz.at/politik/6216.php

Statistics Austria: https://www.statistik.at/web_en/statistics/index.html

Facts on Linz: https://www.linz.at/zahlen/

F.4   Case study: City of Spokane, State of Washington

F.4.1   General background:

- Government in the USA is divided into federal, state, and local levels. States and local governments exercise any functions not exercised by the federal government

- Cities in Washington State are able to move from one governance model to another, by a popular vote initiated by a resolution of the city council or by a petition

- The majority of the 10 first-class cities in Washington State are of the Mayor- council type (6 cities; 4 cities have the Council-manager model). In the cities of Washington State generally the ratio of Mayor-council to Council-manager cities is 227 to 54

- The City of Spokane is a first-class city under the Revised Code of Washington, with a population of over 10,000 and a City Charter. The exact type of government in first-class cities may differ according to their individual charters

- The City Charter for Spokane provides that: "All power of the City, unless otherwise provided in this Charter, shall be exercised by the mayor and city council in a strong-mayor form of government. They shall be subject to the control and direction of the people at all times by the **initiative, referendum, and recall** provided for in this Charter."

- Since 2001, Spokane has had a 'strong-mayor' form of government

- There is a City Council of 6 members, plus a Council President. The Council and its President are the **legislature** for the City of Spokane

- The Mayor is the **executive head** of the City of Spokane. The City's website compares the Mayor's role in the City of Spokane to that of the Governor at State level and, at national level, the role of the President of the USA

- There are a number of other elected and appointed officials in the City of Spokane. For instance, the Municipal Court of Spokane, to which three judges are elected, is the City of Spokane's **judicial wing**. The City Attorney, appointed by the Mayor and City Council, provides legal services to the City of Spokane

- Population: 219,190

- Geographical area: 153.46 km²

F.4.2 The City Council:

- The City Council makes ordinances and passes resolution.

- The President of the City Council is a member of the Council and has the right to vote on anything that members of the Council may vote on. However, the President has no veto power.

- Members of the Council do not have authority to give instructions to the employees of the City; however, they may request information.

- The Council may employ its own staff, who are not part of the civil service of the City.

F.4.3 The role of the Mayor:

- The Mayor is the City of Spokane's chief executive officer, with the duties and powers assigned to chief executive officers and administrative officers by the City Charter and the legal code of the State of Washington.

- The Mayor is not permitted to have outside employment while in office.

- The Mayor supervises and is supported by the Chief Administrative Officer.

- Under the City Charter, the Mayor's role includes the following powers and duties:

  - The ability to appoint and remove all officers and employees of the City of Spokane, including the Chief Administrative Officer. A number of appointments are subject to the City Council's approval, including the heads of departments, the City Clerk (secretary of the municipal corporation), and the City Attorney. The removal of many employees is subject to the provisions of the City Charter

  - Any other appointments required by the State of Washington;

  - Appointment or removal of an executive secretary and assistants who are not part of the civil service;

  - Nomination of members to other bodies, unless the person being appointed is a member of the Council;

  - Recommending the removal of an appointee, for the Council's approval;

- Enforcement of laws and ordinances, maintenance of law and order;
- Giving a statement of the state of matters in the city, with recommended measures, at the second October meeting of the city. The Mayor may report to the Council when he or she wishes; submits any reports on issues related to the city on the Council's request;
- Preparation of a budget and a budget message with proposed programmes for the next fiscal year, to be presented to the Council;
- Making recommendations, including measures and ordinances, regarding the running of the City to the Council;
- Veto of ordinances, wholly or partially;
- Investigating City matters;
- Fulfilment of the city's contracts, and making of recommendations regarding the awarding of public contracts;
- Must not have any external employment;
- Payment approval; submission of all claims and bills to the City Council.

F.4.4 Electoral issues:

- Council members serve for a term of 4 years, with three members elected every two years. Elected officials may serve for two consecutive terms.
- 2 members of the Council are elected from each of the three districts of Spokane.
- The President of the Council, and the Mayor, are elected in votes held across the city.

F.4.5 Recall of elected officials/vacancies in office:

- Elected officials may be recalled for a violation of the ethics code, following a recommendation by the ethics committee to the Council that such a violation has taken place and if there are no factors in mitigation.
  - If the Council passes a resolution to have a recall election, by a majority of the Council plus 2, a recall election takes place.

- o The Mayor and the Council President are subject to a recall vote across the entire city; members of the Council are subject to a recall vote in their own district.
  - o A majority of voters must approve of the recall for the official to be removed from their position.
- Alternatively, a recall petition may seek the removal of the Mayor on a number of bases, including malfeasance, violation of their oath of office, or the commission of two or more acts specified as giving a basis for recall.
  - o The recall petition must be examined by the Spokane County Superior Court. If permitted to progress, a certain number of signatures must be sought
  - o The number of signatures required is 25% of the number of votes cast in the previous mayoral election.
  - o Once the threshold for signatures has been reached, a recall election is triggered
- A vacancy may occur in the office of Council member, Mayor, and Council President under a variety of circumstances, including (but not limited to) death, resignation, recall, loss of residency eligibility, absence from meetings, a felony conviction, or following a Court declaration of incompetency.

F.4.6 Mayor pro tem:

- If the Mayor is unable to act due to absence or incapacity, a Mayor pro tem is appointed until the Mayor returns to office or a new Mayor is elected.
- The Council President acts as the Mayor pro tem, performing mayoral duties, but may not act in the role of President or take part in matters relating to legislation.
- The Mayor's incapacity may be declared by the Mayor or by the Superior Court of Spokane County (following the receipt of a petition), and the Court may also declare that the Mayor is no longer incapacitated.

F.4.7 Mayoral veto:

- Ordinances passed by the Council are signed by the Mayor; if the Mayor does not return the ordinance within 10 days, it is considered to be enacted.

- The Mayor may veto part or all of an ordinance; for a period of 30 days after the veto, the Council can override the Mayor's veto by voting to enact the ordinance with at least 5 members in favour.

- If the Council overrides the Mayor's veto, two members of the Council or the President must sign the ordinance.

- The Mayor may not veto emergency ordinances (relating to public health, safety, peace or property) which are passed by a majority plus one of the Council.

F.4.8 Mayoral profile: Nadine Woodward, DEM of the City of Spokane 2019 to present:

- Raised in Vancouver
- Moved to Spokane in 1990
- Independent
- Elected 50.32% to 49.08%; turnout 50.10%
- Broadcast journalist
- Volunteering background (fundraising and honorary chair) in a number of charitable concerns
- Education University of Portland (BSc in Communications Management)

F.4.9 Sources and further information:

Governance structure of the USA: https://www.whitehouse.gov/about-the-white-house/state-local-government/

US Census facts about Spokane: https://www.census.gov/quickfacts/fact/table/spokanecitywashington,spokanecounty washington/PST045219

MRSC and AWC handbook for Mayors and Council Members in Washington: http://mrsc.org/getmedia/034f13b6-7ec2-4594-b60b-efaf61dd7d10/Mayor-And-Councilmember-Handbook.pdf.aspx?ext=.pdf

Types of First Class Cities in Washington: http://mrsc.org/getdoc/490c32b2-2cd8-480a-92bc-a4ec66fbeb1c/First-Class-Cities-by-Form-of-Government.aspx

S. Lundin, *The Closest Government to the People: A Complete Reference Guide to Local Government in Washington State*, Seattle, 2015 (2nd edition): http://mrsc.org/getmedia/1c25ae05-968c-4edd-8039-af0cf958baa7/Closest-Governments-To-The-People.pdf.aspx?ext=.pdf

City of Spokane facts: https://my.spokanecity.org/about/spokane/

About Mayor Woodward: https://my.spokanecity.org/mayor/about/

2019 Mayoral election results: https://results.vote.wa.gov/results/20191105/spokane/

City of Spokane Charter: https://my.spokanecity.org/opendata/charter/

Government of the City of Spokane: https://my.spokanecity.org/about/government/

F.5 Directly Elected Mayors in England

Please note that this paper focuses on directly elected mayors of unitary and metropolitan local authorities, and combined authorities (which are comprised of more than one local authority) in England. The English system of local government is very complex and as well as unitary, metropolitan and combined authorities, includes district councils, county councils, town councils and parish councils, many of which have a mayor or mayoral figure; these are not considered here.

F.5.1 Background:

The system of directly elected mayors in England has undergone a number of changes over time. This summary is intended to give a broad overview of the main changes over the last 20 years.

Initially directly elected mayors (DEMs) of local authorities in England and Wales were provided for under the Local Government Act 2000. Subsequent legislation has amended the original provisions.

The introduction of DEMs came about on the basis that it would enhance accountability by clarifying who was responsible for decisions.

Originally electors in local authorities whose population was over 85,000 had three options for the form of their local government:

- the 'mayor and cabinet' form, (that is, a DEM);
- the 'mayor and council manager' form, (that is, a DEM) and
- the 'leader and cabinet' form.

It was thought that these would perform more efficiently than the previous system, the 'committee system'. Local authorities under these systems had to set up one or more overview and scrutiny committees, which were tasked with ensuring that the executive was held to account.

The option for the 'mayor and council manager' form was <u>removed</u> by the Local Government and Public Involvement in Health Act 2007. A single local authority, Stoke-on-Trent, had adopted the 'mayor and council manager' form. A referendum

was held in Stoke-on-Trent following the 2007 Act and the outcome was that the 'leader and cabinet' form was adopted by the local authority.

F.5.2 Mayors in England: the system at present:

Under the present provisions, local authorities in England and Wales (no matter what the size of their population) may choose between:

- the 'mayor and cabinet' form of government, (that is, a DEM)
- the 'leader and cabinet form', and
- the 'committee system'.

The 'mayor and cabinet' is the form described in this paper.

F.5.3 Role of Mayor:

- The directly elected Mayor leads Bristol City Council. The Mayor is responsible for ensuring that the local authority delivers its services, and has a representative role. Part of the role of the Mayor and Cabinet is to coordinate the work of the local authority.

- The Mayor draws up the local authority policy framework for adoption by the elected City Council. Initially, the Council may accept or reject the Mayor's proposals by a simple majority. If the proposals are rejected, the Mayor may at a subsequent meeting place an amended or unamended policy framework before the Council, or accept the Council's proposed amendments; the Council may accept the proposed policy framework by a simple majority vote, or make a decision not in agreement with the Mayor's proposals if two-thirds of the members vote to do so.

- Broadly speaking, the budget process is similar to the policy framework process: the Mayor's proposed budget may be rejected or accepted by a majority vote of the Council. The Mayor may accept the Council's amendments, make his or her own amendments, or place the unamended budget before the Council. At a subsequent meeting, the Council may accept the budget (amended or not), or approve an alternative budget by a vote of two-thirds of the members.

- The Mayor and Cabinet are responsible for executive functions (i.e. any function

which is not reserved for the full Council or which is a non-executive function). In Bristol, there are two Deputy Mayors and seven additional members of the Cabinet; all are councillors, selected by the directly elected Mayor. In the cabinet of Bristol City Council, there is also a councillor – not technically a member of Cabinet – who has an international relations portfolio.

- The Mayor makes a scheme for the delegation of functions to Cabinet members and committees, and delegation to local authority staff. Responsibility for major decisions ultimately rests with the Mayor.

- Staff may refer decisions to the Mayor and Cabinet.

- Key decisions, i.e. executive decisions likely to have an impact on at least two the City's wards or which are likely to have a significant impact on the local authority's budget, are usually taken by the Mayor and/or the Cabinet or responsible Cabinet member. The threshold for 'significant' in Bristol City Council is £500,000.

F.5.4 Role of the elected Council:

- The elected Council is the body which approves land disposals for housing.
- The Council adopts the policy and budget framework for Bristol, which is drawn up by the directly elected Mayor.

- There are decisions which are reserved for the elected Council, including the adoption/amendment of the City's constitution, making decisions in cases where the maker of a decision wishes to go against the budget and policy framework, the election of the Lord Mayor and their Deputy, appointing certain members of staff (e.g. the Head of Paid Service), and making bye-laws.

- Some non-executive functions (i.e. functions that do not all under the remit of the Mayor and the Cabinet) may be performed by decision of the elected Council (known as 'local choice' functions). In Bristol City Council, some of these include functions in relation to electoral matters and oversight and scrutiny.

- Bristol City Council has a scheme for the delegation of other non-executive functions to be performed by a number of committees, including in relation to oversight and scrutiny, regeneration and growth, communities, health, audit, and public safety.

- A number of non-executive functions are delegated by Bristol City Council to local

authority staff, including functions in relation to licensing, human resources, and the control of planning and development.

F.5.5 Electoral matters:

- In a local authority where it has been decided to introduce a directly elected mayor, the first mayoral election may be held in May or October, and not at the same time as the local elections.

- A subsequent mayoral election is held at the same time as the local elections. Local authority mayors are elected for 4-year terms.

- In Bristol City Council, the mayoral elections take place at the same time as the local elections, which are 'whole-council' elections (i.e. the entire council is elected at the local elections, rather than 'by halves' or 'by thirds.'

- The council is elected under the first past the post system, whereas the mayor is elected under the supplementary voting system.

- In Bristol City Council, the civic mayor, known as the Lord Mayor, is elected by the council on an annual basis.

F.5.6 Functions:

As in Ireland, local authorities in England carry out a wide range of functions, or have them carried out on behalf of the local authority. No additional powers are assigned to local authorities which have chosen to introduce a directly elected mayor. Local authority responsibilities include:

- Housing;
- Education (including adult education, school provision, school transport);
- Waste management (including collection, recycling, and disposal);
- Environmental services;
- Emergency planning;
- Social Services;

- Planning, including planning applications and strategic planning;

- Transport;

- Roads;

- Economic development;

- Arts, culture and leisure;

- Consumer protection, enforcement, licencing, trading standards;

- Local taxation.

In the case of <u>combined authority mayors</u> (see below), powers may be assigned to a combined authority as part of a devolution deal, such as in the case of the Greater Manchester Combined Authority.

F.5.7 Chair role/ceremonial role:

Usually in a local authority with a directly elected mayor there is also a civic mayor (who may have a different title, such as 'lord mayor') who chairs council meetings and has a ceremonial and representative role.

F.5.8 Establishing a DEM:

- Any proposed change to the form of government in a local authority may be decided by referendum. In England the minimum amount of time between referendums is now 10 years.

- Where the form of local government has been established by a referendum, it must be changed by a referendum. A local authority may decide to hold a referendum, or it may be initiated by a petition signed by at least 5% of the electorate, or it may take place at the Government's instruction.

- Alternatively, local authorities in England may choose by resolution to establish a directly elected mayor, in which case they may resolve to dissolve the office of DEM at least 5 years after the resolution to establish the DEM, or they may hold a referendum (no time limit applies) to abolish a DEM who has been established by a resolution of the council.

F.5.9 Directly elected Mayors of combined authorities:

It should be noted that the directly elected mayors may also lead combined authorities, which comprise multiple local authority areas. This is a structure with a statutory basis, which is found only in England and nowhere else in the UK. A group of local authorities may request the Secretary of State's consent to set up a combined authority, following a governance review, or the Secretary of State may with the consent of the local authorities involved make a decision to put a combined authority in place.

- In the case of Bristol, Marvin Rees is the directly elected Mayor of Bristol City Council (a unitary local authority), and Tim Bowles is the directly elected Mayor of the West of England Combined Authority, which comprises the local authorities of Bristol, South Gloucestershire, and Bath and North East Somerset.

- Devolution deals are made following negotiations with local authorities and central Government, and are ratified by the local authority elected council(s). **The powers and budgets devolved depend on each individual devolution deal**, and are often accompanied by assurance requirements for the Combined Authority achieve certain outputs.

- Devolution deals can include assigning responsibility to a combined authority for an Adult Education Budget, support services for business, a Work Programme for their areas with a supplementary grant, investments funds ranging from an annual sum of £15 million to £28 million, pilot schemes for the 100% retention of business rates, the power to place a precept on council taxes, capacity funds, transport (e.g. bus franchising powers, transport investment budget), planning and land use, and a role for the directly elected Mayor as the Police and Crime Commissioner and Fire and Rescue Commissioner (as in the Greater Manchester and West Midlands Combined Authorities). Powers and budgets less widely devolved include housing, health, and social care.

- While Combined Authorities are generally formed as part of a devolution deal, this is not always the case; the Cornwall devolution deal devolved powers to Cornwall City Council, with no combined authority formed under the deal, and no directly elected mayor. Not all combined authorities are led by directly elected mayors, such as the North East Combined Authority and the West Yorkshire Combined Authority. The Secretary of State may, with the consent of

the constituent local authorities, establish a mayor in an existing combined authority; if any of the constituent local authorities refuse to give their consent, they are no longer part of the combined authority.

- According to the Institute for Government think-tank, each Combined Authority has strategic and planning functions in relation to economic development, training, and transport at the regional level. However, additional powers and funding are devolved to Combined Authorities with directly elected mayors; the budgets and powers devolved to each Combined Authority differ depending on the devolution deal.

- All members of the combined authority have one vote, including the mayor. The mayor may exercise a veto on <u>some</u> decisions. The Secretary of State may decide that some decisions are solely for the mayor to make. In addition, some decisions (such as the preparation of a Spatial Development Strategy) require a unanimous vote.

- For comparative purposes, a list of guides to devolution deals may be found at: https://www.gov.uk/government/publications/devolution-and-mayors-what-does-it-mean

F.5.10 The West of England Combined Authority:

The directly elected Combined Authority Mayor is the Chair, and a member of, the West of England Combined Authority. The Mayor and the Combined Authority are funded by the constituent local authorities and devolved budgets.

- Elected by supplementary voting system
- The West of England devolution deal was announced on the 16th of March 2016.
- The Mayor prepares a budget; the members may make amendments with a two-thirds majority of members.
- The Mayor and the Combined Authority possess a general power of competence. They may also borrow money and raise an infrastructure levy from businesses. Other powers include:
  o the making of a Local Transport Plan
  o bus franchising (including setting fares, bus routes, and timetables)

- o the making of a spatial development strategy
- o making decisions on planning applications deemed to be potentially of strategic importance
- o compulsory purchase
- o the setting up of Mayoral Development Corporations for economic development and regeneration, which can acquire land and develop it, make decisions on planning applications, and make local area plans

Budgets include:

- o an apprenticeship grant for employers
- o a pilot scheme for keeping a larger proportion of business rates;
- o A 'single pot' comprising a number of budgets, for investment in local economic matters, transport funding, and adult education. The Combined Authority controls the allocation of funding to projects and the timing of allocations.

- A profile from 2011 census data gives the population of the West of England Combined Authority as 1,069,583 people 'usually resident'. The West of England Combined Authority comprises the local authorities of Bristol, Bath and North-East Somerset, and South Gloucestershire.

F.5.11 Doncaster Metropolitan Borough Council

- Doncaster Metropolitan Borough Council is a local authority in England. Its population was estimated in 2019 to be 310,542;

- Doncaster MBC is a majority Labour Party local authority (43 seats out of 55). The present Mayor is Ros Jones (Labour);

- A directly elected Mayor was established in Doncaster MBC in 2001, under the Mayor and Cabinet model;

- In 2010, the Audit Commission published a Corporate Governance Inspection report which identified issues with the governance of Doncaster MBC. Recommendations included Government intervention, and a number of other measures to address the issues identified in the report

- Subsequently, the UK Government announced measures to address issues identified in Doncaster MBC, including the putting in place of commissioners,

Senior local authority officers, and a non-executive Intervention and Recovery Board.

- Following the recommendation of the commissioners, in 2015 Doncaster switched to 'all-out' elections, where the Mayor and all of the elected Council are elected at the same time, on a 4-year electoral cycle. Previously, elections in Doncaster were by thirds (i.e. one third of members were elected every year, for 3 out of 4 years)

- In 2012, the people of Doncaster voted in a referendum to retain the office of DEM in a referendum, with 61.7% in favour and a turnout of 30.72%

- A 2014 Corporate Peer Challenge Report on Doncaster Metropolitan Borough Council, carried out by the Local Government Association, commented on progress made, including improvements in governance, decision-making, oversight, and the culture of the local authority. Inter alia, the leadership shown by Council members and staff was noted, as were improvements in decision making and cooperation. The Mayor and Cabinet's leadership, supported by senior Council staff, was identified as a 'key factor' in the improvements in Doncaster MBC

F.5.12 The Mayor of London and the Greater London Authority:

The Mayor of London, which was established under the Greater London Authority Acts, has a coordinating role at a regional and strategic level. While the local authorities in the Greater London Authority area perform their functions, the Mayor of London has a role in policing, fire services, and transport. The Mayor of London is not a local authority leadership role and the formal relationship between the London Assembly and the Mayor of London is different from that between a directly elected local authority mayor and a local authority council.

F.5.13 Mayoral profile: Marvin Rees, DEM of Bristol City Council 2016 to present:

- Member of the Labour Party
- Turnout of 44.87% in 2016 election
- Raised in Bristol

- Background in international development, social justice, broadcast journalism, voluntary sector, public health, and with an advisor to President Clinton, in the UK and the US
- Education: Master's degrees in Global Economic Development, and Political Theory and Government
- Appointed to National Community Forum
- Yale World Fellow
- Co-founder of City Leadership Programme
- Introduced to politics via Labour Future Candidate and Operation Black Vote initiatives

F.5.14 Mayoral profile: Tim Bowles, DEM of the West of England Combined Authority 2017 to present:

- Member of the Conservative Party
- First DEM of the West of England Combined Authority
- Turnout 29.72%
- Previously lived in Somerset; now lives in Bristol region
- Councillor in South Gloucestershire Council 2011-2017
- Background in marketing, sales, and as Business Development Manager in event management
- Served on School Board of Governors
- Dementia charity champion

F.5.15 Mayoral profile: Ros Jones, DEM of Doncaster Metropolitan Borough Council from 2013 to the present:

- Member of the Labour Party
  - Elected member of Doncaster MBC for 7 years
  - Civic Mayor in 2009-10
- Background as a senior manager and accountant, with more than 30 years' experience in the public sector

F.5.16 Sources and further information:

UK House of Commons briefing paper on local government structures in England: https://researchbriefings.files.parliament.uk/documents/SN07104/SN07104.pdf

Information on local government in England: https://www.gov.uk/understand-how-your-council-works

UK Government review of statutory local authority functions, with lists of statutory functions: https://data.gov.uk/dataset/01171494-e40b-463f-9967-56d158412321/statutory-duties-placed-on-local-government; see also: https://www.gov.uk/government/publications/review-of-local-government-statutory-duties-summary-of-responses--2.

LGIU on local government in England: https://lgiu.org/local-government-facts-and-figures-england/

UK Citizens' Assembly information on local government: https://citizensassembly.co.uk/local-government-explained/

UK House of Commons briefing paper on devolution to local government in England: https://researchbriefings.files.parliament.uk/documents/SN07029/SN07029.pdf

UK House of Commons briefing paper on Directly Elected Mayors: https://commonslibrary.parliament.uk/research-briefings/sn05000/

Local Government Association on combined authorities: https://www.local.gov.uk/topics/devolution/devolution-online-hub/devolution-explained/combined-authorities

UK House of Commons briefing paper on combined authorities: https://researchbriefings.files.parliament.uk/documents/SN06649/SN06649.pdf

Institute for Government (think tank) on combined authorities: https://www.instituteforgovernment.org.uk/explainers/english-devolution-combined-authorities-and-metro-mayors

West of England Combined Authority: https://www.westofengland-ca.gov.uk/about-us-2/

UK Government guidance on devolution deals: https://www.gov.uk/government/publications/devolution-and-mayors-what-does-it-mean

Devolution Deal document for the West of England Combined Authority: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/608525/Plain_English_Guides_to_Devolution_West_of_England.pdf

UK Government policy paper on the West of England: https://www.gov.uk/government/publications/west-of-england-devolution-deal

West of England 2011 census profile: https://www.westofengland-ca.gov.uk/wp-content/uploads/2019/02/WoE-2011-Census-Selected-Statistics-Tool-Template-090413.pdf

Constitution of Bristol City Council: https://www.bristol.gov.uk/how-council-decisions-are-made/constitution

Decision-making in Bristol City Council: https://www.bristol.gov.uk/council-mayor/how-council-decisions-are-made

DEM and Lord Mayor of Bristol City Council, and Mayor of the West of England Combined Authority: https://www.bristol.gov.uk/mayor/types-of-mayor

Bristol City Council election results: https://www.bristol.gov.uk/voting-elections/types-results-elections

West of England Combined Authority mayoral elections: https://www.bristol.gov.uk/voting-elections/west-of-england-combined-authority-mayor-verification-totals

Bristol City Council 2016 mayoral election results: https://www.bristol.gov.uk/voting-elections/mayoral-election-result-2016

West of England Combined Authority Mayor Tim Bowles: https://uk.linkedin.com/in/tim-bowles-98b0ab13 and https://www.westofengland-ca.org.uk/?page_id=3641

Bristol City Council Mayor Marvin Rees: https://www.bristol.gov.uk/mayor/biography-of-the-mayor

Website of the West of England Combined Authority: https://www.westofengland-ca.gov.uk/

Website of Bristol City Council: https://www.bristol.gov.uk/

Doncaster State of the Borough 2019: https://www.doncaster.gov.uk/services/the-council-democracy/state-of-the-borough

Constitution of Doncaster MBC: https://www.doncaster.gov.uk/services/the-council-democracy/council-constitution

Elections in Doncaster MBC: https://www.doncaster.gov.uk/services/the-council-democracy/upcoming-elections

Information on Doncaster MBC's structure:
https://www.doncaster.gov.uk/services/the-council-democracy/member-support

Mayor Ros Jones: https://www.doncaster.gov.uk/mayor/mayor-home

Audit Commission Corporate Governance Inspection 2010 report:
https://webarchive.nationalarchives.gov.uk/20150216105539/http:/archive.audit-commission.gov.uk/auditcommission/SiteCollectionDocuments/InspectionOutput/InspectionReports/2010/201004doncastermetropolitanboroughcouncilcorporategovernanceinspectionREP.pdf

2010 UK Government announcement of measures regarding Doncaster MBC:
https://www.gov.uk/government/news/government-sets-out-proposals-to-turn-around-failing-doncaster-council

UK House of Commons briefing paper on intervention in local government:
https://researchbriefings.files.parliament.uk/documents/CBP-7993/CBP07993a.pdf

Results of 2012 referendum in Doncaster: https://www.doncaster.gov.uk/services/the-council-democracy/local-election-results-2012

2013 UK Government memorandum on changes to electoral arrangements in Doncaster:
https://www.legislation.gov.uk/uksi/2013/2969/pdfs/uksiem_20132969_en.pdf

LGA's 2014 Corporate Challenge Report:
https://www.local.gov.uk/sites/default/files/documents/Corporate%20Peer%20Challenge%20Report%20Doncaster%20July%202014%20WEB.pdf

Website of the Greater London Authority: https://www.london.gov.uk/

Appendix G. Schedule of Recommendations

IAGR 1.   [7]MAYOR OF LIMERICK

> - **The DEM will have the title of Mayor of Limerick.**
> - **The cathaoirligh of the Municipal Districts[8] will no longer be able to use the title "Mayor".**

IAGR 2.   THE DEM IS A MEMBER OF THE COUNCIL

> **The DEM will be an ex officio member of the council, and will be subject to the same rights, responsibilities and duties as any other elected member in relation to the performance of reserved functions.**

IAGR 3.   THE ROLE OF PRÍOMH COMHAIRLEOIR

> - **The elected council will be chaired by a príomh comhairleoir who will act as speaker of the council within the council chamber.**
> - **The príomh comhairleoir will have a casting vote in council meetings, and will be a member of the Corporate Policy Group.**

IAGR 4.   THE FIRST PRÍOMH COMHAIRLEOIR

> **In the first instance, the serving cathaoirleach at the time of the first election to the role of DEM, will automatically become the príomh comhairleoir until the end of the term which they would have served, had there been no election.**

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[7] IAGR – Implementation advisory group recommendations
[8] Reference to Municipal districts also includes metropolitan districts

IAGR 5. CORPORATE POLICY GROUP

The DEM will chair the Corporate Policy Group.

IAGR 6. LEADER OF THE LOCAL AUTHORITY

The DEM will be responsible for most of the duties[9] that are currently vested in the Cathaoirleach outside of the council chamber.

IAGR 7. SEPARATION OF FUNCTIONS

- **Mayoral Executive Functions will be executive functions previously carried out by the chief executive, which will be transferred to the DEM.**

- **Specified Functions will be those functions currently vested in the chief executive which will not transfer to the DEM, but remain the responsibility of the chief executive.**

IAGR 8. ASSIGNMENT OF FUNCTIONS

While the DEM will retain overall responsibility for the functions, they will delegate responsibility for the performance of the functions to the chief executive.

IAGR 9. THE MAYOR'S PROGRAMME FOR LOCAL GOVERNMENT IN LIMERICK

The DEM will develop a Programme for Local Government in Limerick which must be presented to the elected council for approval. This is a high level overview of the ambitions for Limerick city & county.

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[9] These will be predominantly civic duties

IAGR 10. Corporate Plan

The first DEM's programme for local government will complement the council's existing corporate plan. Future Mayors will produce their programme for local government first, and the corporate plan will flow from it

IAGR 11. The Budget Process

The DEM will be responsible for drafting the budget for the approval of council.

The budget will pass once it is approved by a simple majority of the elected Council.

IAGR 12. Speaking rights at Municipal District meetings

The DEM will have speaking rights at MD meetings but will not have voting rights and will not be a member of any particular MD.

IAGR 13. Voting rights within the Council

As an ex officio member of the council, the DEM will exercise a vote in relation to all matters that come before the elected council, except where the vote is in relation to the council's oversight role in respect of the DEM.

IAGR 14. Oversight

The mechanisms for oversight currently exercised by the elected council in relation to the chief executive, such as the monthly chief executive's report, will apply to the DEM.

IAGR 15. QUESTIONING THE DEM

- **As part of the oversight role of the council, the DEM would be obliged to have question and answer sessions on a regular basis.**
- **A protocol for this session will be developed by the CPG.**

IAGR 16. FILLING A VACANCY

In the event of a vacancy arising in the role of DEM, the príomh comhairleoir will carry out the roles and function of the DEM until the vacancy is filled.

IAGR 17. CONFLICT OF INTEREST

The Ethical Framework for the Local Government Service will apply to the DEM. In addition, the DEM will be required to give up, step down from or put on hold any profession, business or remunerated position they hold upon election, where there is a potential conflict of interest. The Minister will also issue a Code of Conduct for a DEM.

IAGR 18. POST OF DIRECTOR GENERAL

The current position of chief executive will be retitled "Director General" to reflect the importance and complexity of the new relationship.

IAGR 19. REMUNERATION OF DIRECTOR GENERAL

> **To reflect the additional complexity of the new role of Director General, but also to ensure that it remains attractive to high-calibre candidates in future, it is necessary that the position and associated salary be advanced by one step on the local authority chief executive hierarchy pay scale.**

IAGR 20. PROTOCOL ON RELATIONSHIP BETWEEN DEM AND DG

> **A Protocol will be developed, setting out the principles underpinning the relationship between the DEM and the DG.**

IAGR 21. RESPONSIBILITY OF THE DIRECTOR GENERAL

> **a) The DG will be responsible for the effective and efficient administration and management of the local authority, including**
>   **i. particular financial responsibilities as Accounting Officer,**
>   **ii. staffing and organisational responsibilities,**
>   **iii. providing advice to the DEM,**
>   **iv. delivering outputs and outcomes, and**
>   **v. being accountable before the elected council as required.**
>
> **b) The DG will assign the performance of functions to local authority officials as appropriate and monitor that performance.**
>
> **c) The DG will be responsible for the use and assignment of resources, including funds and personnel within the local authority.**
>
> **d) There will be "specified functions" which will remain the responsibility of the DG. These will be identified in legislation.**
>
> **e) Specified functions include**
>   **i. managing and accounting for the council's finances,**

ii. All HR and local authority staffing matters with the exception of the engagement of special advisors,

iii. administration of individual schemes and allocation of individual grants;

iv. legal proceedings and enforcement matters relating to individual schemes or grants.

The DG will be answerable to the council for the performance of those specified functions.

IAGR 22. DEM AS A CONVENOR

The DEM will have the statutory power to convene stakeholders on issues that impact on Limerick, including in relation to matters for which the local authority currently has no direct mandate.

IAGR 23. GOVERNMENT REVIEW

A systematic Government review, to be laid before the Oireachtas, of powers assigned to the DEM should be carried out at the end of the 3rd year of the term so that any legislative amendments can be made in time for the commencement of the next term.

IAGR 24. ESTABLISHMENT OF DIRECTLY ELECTED MAYOR IMPLEMENTATION FORUM

- A new institutional structure to facilitate a new interaction between Limerick and central government.
- Chaired at political level by the Minister for Housing, Local Government and Heritage.
- The forum will also meet regularly at official level.

IAGR 25. ROLE OF THE DIRECTLY ELECTED MAYOR IMPLEMENTATION FORUM

The forum will oversee

- **The PI2040 Project Implementation in Limerick.**
- **Policy issues on which the DEM is a statutory consultee.**
- **Any additionality in relation to a specific Government objective.**

IAGR 26. THE LIMERICK PI2040 PROJECT DELIVERY BOARD

A new statutory development board, chaired by the DEM, will be created to oversee the implementation of PI2040 in Limerick.

IAGR 27. ENGAGEMENT WITH PROJECT IRELAND 2040

A formal engagement between the national PI 2040 Board and the DEM, as chair of the Limerick PI2040 Board should take place every 6 months.

IAGR 28. ENGAGEMENT WITH NATIONAL GOVERNMENT

The DEM will have a legislative right to meet at political level with the relevant members of national government to report to them on the opportunities and challenges in the implementation of the PI2040 project in Limerick

IAGR 29. MEMBERSHIP OF THE SOUTHERN REGIONAL ASSEMBLY

DEM to be an additional member of the Southern Regional Assembly.

IAGR 30. PLANNING AND DEVELOPMENT - DEVOLVED POWER

- **DEM to chair a new Limerick PI 2040 Project Delivery Board.**
- **DEM to chair Strategic Integrated Framework Plan for Shannon estuary working group.**
- **specific roles will be assigned to the DEM, including:-**
  - **in the preparation of the city and county Development Plan;**
  - **in making the Development Plan where the elected council refuses or is unable.**

IAGR 31. PLANNING AND DEVELOPMENT – STATUTORY CONSULTEE

- **In relation to the implementation of the NPF as it affects Limerick, required to input to and be consulted by the national PI2040 Project Delivery Board.**
- **Statutory entitlement to sit on any group tasked with developing the potential of the Shannon estuary as outlined in the programme for Government.**
- **Future DEMs will be a statutory consultee in the development of the RSES and tasked with leading the development of the new MASP.**
- **Irish Water to have regard to input from the DEM in relation to its plans and projects in Limerick.**

IAGR 32. ENSURING AN INCLUSIVE APPROACH TO DEVELOPMENT - DEVOLVED POWER

- **DEM to manage transition from LRFIP to new Limerick regeneration investment plan.**
- **DEM to negotiate urban and rural development funding envelopes and lead plan implementation in line with NPF objectives.**
- **DEM to implement Town Centre First approach.**

IAGR 33. ENSURING AN INCLUSIVE APPROACH TO DEVELOPMENT – STATUTORY CONSULTEE

- **DEM to be a statutory consultee in relation to all "Town Centres First" initiatives.**
- **DEM to be a statutory consultee re the development of the next Living city Initiative scheme iteration.**

IAGR 34. PROGRAMME OF HOUSING PROVISION

The DEM will be empowered to commission a major programme of housing provision, building on the "Housing for All" proposals in the Programme for Government

IAGR 35. TRANSPORT STRATEGY FOR LIMERICK

The DEM will propose a transport strategy for the city and the county which the elected council will approve with or without modifications.

IAGR 36. CYCLING AND PEDESTRIANS

Funding identified for cycling projects and pedestrian infrastructure in Limerick to be wholly within the control of the DEM and the elected council.

IAGR 37. TRANSPORT INITIATIVES IN THE PROGRAMME FOR GOVERNMENT

The DEM will have statutory involvement in the development and implementation of initiatives arising out of the programme for government as they relate to transport in Limerick.

IAGR 38. OTHER ROADS, TRAFFIC & TRANSPORT PROPOSALS - DEVOLVED POWER

- **Development of Transport Strategy for Limerick, with NTA, as outlined in the PfG.**
- **County wide public bus transport system, both urban and rural, in line with national policy.**
- **Franchising bus services throughout the county.**
- **Development of a sustainable rural mobility plan and lead role in the implementation of the plan.**
- **Responsibility for traffic demand management initiatives.**

IAGR 39. OTHER ROADS, TRAFFIC & TRANSPORT PROPOSALS - STATUTORY CONSULTEE

- **Statutory consultee in relation to all national transport plans and policies as they relate to Limerick. In particular, an identified statutory involvement with**
  - **An expanded statutory remit of the NTA insofar as Limerick is concerned,**
  - **Regional cycle design offices proposed in the PfG as they relate to Limerick,**
  - **National Aviation Policy**

IAGR 40. A SEAT ON THE NATIONAL TRANSPORT AUTHORITY

In order to achieve the initiatives outlined above, the DEM will have a seat on NTA Board to represent regional cities.

IAGR 41. ECONOMIC DEVELOPMENT AND ENTERPRISE PROPOSALS - DEVOLVED POWER

- **Greater autonomy in the provision of business supports in Limerick, to be delivered through LEO.**
- **Supporting companies transitioning from LEO backed companies to EI supported companies.**
- **A new Limerick-based fund to support high potential start-ups.**
- **responsibility for developing a Just Transition Limerick Plan, with the approval of the elected council.**

IAGR 42. ECONOMIC DEVELOPMENT AND ENTERPRISE PROPOSALS - STATUTORY CONSULTEE

- **Convenor of all enterprise stakeholders in Limerick and mandate to take appropriate action in support of economic development, including liaison with central government.**
- **A role in relation to SME's and state bodies group including to coordinate the ongoing response to Covid-19 for SMEs in Limerick**
- **Consultation with state bodies responsible for investment/trade promotion on strategies/plans in support of the population growth targets set in PI2040.**
- **Regular briefing from IDA and EI in respect of all matters related to Limerick.**
- **Member of the national sectoral taskforces for Manufacturing, Tourism, Hospitality & Retail Member of any proposed Shannon Estuary Economic Development taskforce, if/when instituted**

IAGR 43. HEALTH – DEVOLVED POWER

- **Public Services Working Group, to be chaired by the DEM, to be put on a statutory footing.**

IAGR 44. HEALTH – STATUTORY CONSULTEE

- **DEM made a statutory consultee for all aspects of Sláintecare as it affects Limerick.**

IAGR 45. SECURITY AND POLICING PROPOSALS - DEVOLVED POWER

- **Representing Limerick on a new national community safety commission to be established on foot of the recommendations of the report on the future of policing in Ireland.**
- **Chairing the Joint policing committee in whatever format it may take following on from the recommendations of the report into the Future of policing in Ireland;**

IAGR 46. SECURITY AND POLICING PROPOSALS - STATUTORY CONSULTEE

- **All matters relating to Garda resourcing in Limerick city and county council. In particular, any special expert forum established in relation to antisocial behaviour**
- **Any Joint Agency Response to Crime**

IAGR 47. EDUCATION AND FURTHER AND HIGHER EDUCATION, RESEARCH, INNOVATION AND SCIENCE - DEVOLVED POWER

- **planning for school provision and student accommodation in liaison with the relevant agencies and Departments, and**
- **engagement with all educational stakeholders at primary, secondary and tertiary level and take action from that engagement, including liaison with central government**
- **All traineeship/ Apprenticeship schemes/ grants for unemployed young persons in Limerick.**

IAGR 48. EDUCATION AND FURTHER AND HIGHER EDUCATION, RESEARCH, INNOVATION AND SCIENCE - STATUTORY CONSULTEE

- **The DEM will be a statutory consultee in relation to all education and training plans and policies as they relate to Limerick, encompassing the Primary, Secondary, Higher Education and Further Education and Training Sectors.**
- **In particular, the DEM will have an identified statutory involvement with the Regional Technology and Clustering Programme**

IAGR 49. ENVIRONMENT, ENERGY & MARINE - DEVOLVED POWER

- **The DEM to play a leadership role in the promotion of Climate Change adaptation and mitigation measures in Limerick.**
- **The DEM will have the right to direct or collaborate with OPW on climate adaptation/flood defences.**
- **Promoting the integration of energy saving and climate change adaptation measures into local development plans.**
- **Ensuring consideration is given to the environmental impact of all policies.**
- **Responsibility for the identification and implementation of initiatives in relation to biodiversity and climate initiatives and the use of funding from the national carbon tax take to support green initiatives in Limerick.**

IAGR 50. ENVIRONMENT, ENERGY & MARINE - STATUTORY CONSULTEE

- **A statutory consultee in relation to all environment, energy and marine plans and policies as they relate to Limerick.**

IAGR 51. ARTS CULTURE & HERITAGE PROPOSALS - DEVOLVED POWER

- **Co-responsibility with OPW for heritage assets/locations in Limerick and will explore options around sustainable and viable business models for their development.**
- **Designating a cultural enterprise, a national institution.**
- **Funding provided for the operation of a built heritage investment scheme to support conservation of heritage structures,**
- **Funding provided to create an enhanced grants scheme for existing cultural centres, including theatre**
- **A new "per cent for arts" scheme will be devised to support local artists**
- **Funding for the operation of a built heritage investment scheme to support conservation of heritage structures**

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IAGR 52. ARTS CULTURE & HERITAGE PROPOSALS - STATUTORY CONSULTEE

The DEM will be a statutory consultee on all matters relating Arts, Culture and Heritage in Limerick. In particular the implementation of National and EU initiatives in the area of Arts and Culture.

IAGR 53. TOURISM, SPORT & RECREATION PROPOSALS - DEVOLVED POWER

The DEM will have responsibility for a devolved budget in relation to local and regional sports capital programmes as part of the Limerick Deal.

IAGR 54. TOURISM, SPORT & RECREATION PROPOSALS - STATUTORY CONSULTEE

The DEM will be a statutory consultee in relation to all tourism, sports and recreation plans and policies as they relate to Limerick.

IAGR 55. MEMBERSHIP OF THE LOCAL COMMUNITY DEVELOPMENT COMMITTEE

The DEM will be a member of the Local Community Development Committee (LCDC) as head of the executive.

IAGR 56. STRATEGIC CAPITAL INVESTMENTS

- **DEM leads planning process for multiannual strategic investment funding.**
- **Limerick to benefit from a multi-annual block capital grant of 200% of the annual operating budget for the term of the DEM (5 years).**
- **Limerick to benefit from multiannual allocation under URDF and RRDF, based on an investment plan with a 10-15 year horizon.**

IAGR 57. MAYORAL DEVELOPMENT CORPORATIONS

DEM to have the power to set up Mayoral Development Corporations (i.e. special purpose vehicles (SPVs)) to help drive regeneration and progress on complex schemes in key locations.

IAGR 58. INCREASED FINANCIAL AUTONOMY PROPOSALS - DEVOLVED POWER

- **Annual DEM block grant which is made available to the DEM to allocate as part of the draft budgetary plan**
- **Decentralised approval for borrowing to the DEM, within set gearing ratios and a separate multi-annual borrowing limit provided to Limerick city & county council.**
- **Co-responsibility with ISIF for special Sub-Fund to be created to support infrastructure and enterprise investment**

IAGR 59. INCREASED FINANCIAL AUTONOMY PROPOSALS - STATUTORY CONSULTEE

- **Statutory requirement to consult with the DEM on any reviews proposed to the NDP.**

IAGR 60. STAFF RESOURCES

An evaluation of the additional staffing needs and policy expertise will be required to deliver on any new mandate. This evaluation to be undertaken as part of the preparations for the introduction of a DEM

IAGR 61. PUBLIC CAMPAIGN

A major national public campaign, prior to the election and funded by Government, is required to raise awareness of the potential a DEM could bring, not just in Limerick, but in any local government jurisdiction.

IAGR 62. THE NOMINATION PROCESS

The nomination process will be aligned with the nomination process for a candidate in the local elections.

IAGR 63. EXPENSES

- **A ceiling on election expenditure will be set in line with the provisions of the Electoral Act 1997.**
- **Mayoral candidates who reach a certain quota will have a proportion of their electoral expenses reimbursed.**

IAGR 64. THE TERM OF OFFICE

- **The first term of office will run from the first election up to the local elections in 2024.**
- **Subsequent terms will coincide with local government terms.**
- **The existing office of Cathaoirleach will cease upon the election of the DEM.**
- **A DEM may serve no more than 2 terms.**

IAGR 65. THE MAYOR'S STAFF

The DEM will have an administrative and research support staff of up to 5, including a special advisor.

IAGR 66. SALARY AND EXPENSES

- **The DEM will receive a salary equivalent to that of a Minister of State.**
- **The DEM will benefit from the same travel and subsistence allowances provided for local authority staff.**

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IAGR 67. GROUNDS FOR COMMENCING A REMOVAL OR RECALL PROCEDURE

The elected council will be able to initiate procedures to remove a DEM from office, only in cases where there is loss of confidence of the council, major failure to perform functions or stated misbehaviour.

IAGR 68. OUTCOME OF A SUCCESSFUL REMOVAL PROCEDURE

> ☐ **A removal procedure can only be initiated every 12 months.**
>
> ☐ **A new Mayoral election must be held within 6 months of a successful removal procedure, unless such a procedure occurs within 6 months of the next local elections.**

IAGR 69. OUTCOME OF A SUCCESSFUL RECALL PROCEDURE

> • **A recall procedure can only be initiated once during a Mayoral term.**
>
> • **A new Mayoral election must be held within 6 months of a successful recall procedure, unless such a procedure occurs within 6 months of the next local elections.**