

***‘Potential implications of a  
Mayoral Model of  
Governance for the Dublin  
City Region’***

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# Trial on the topic of a Dublin Mayor in 2003

- In June, 2003, the Dublin City Development Board & Dublin Community Forum organised a well-attended “public trial” (chaired by Vincent Browne) on the topic of directly-elected mayors. All eight members of the jury panel voted for directly-elected mayors & a straw poll of the audience at the end of the trial, recorded 59% voted for directly-elected mayors.
- Prior to this event, a straw poll had been conducted of 600 members of the public on Grafton Street, asking them if they felt the Lord Mayor of Dublin should be elected by public vote or by the elected members of City Council? No less than 89% of respondents favoured a directly elected mayor. Of these, however, only 55% felt that the Lord Mayor should have decision-making powers and 40% thought the mayor should be a figure-head for the City. (p.19, *Directly Elected Mayors: To Be or Not To Be?*, Mark Callanan, IPA, Local Authority Times, Vol 7, No4, Autumn2003)

# Options for Dublin Mayor discussed in 2013

- A number of options were put forward by Dr. Philip Byrne in 2013 (see article on pages 1-5, *Directly Elected Mayor for Dublin*, Dr. Philip Byrne of IPA, Local Authority Times, Vol 17, No 3&4, 2013) & discussed by a steering committee for a colloquium on August 29<sup>th</sup>, 2013
- Option 1: Directly Elected Executive Mayor
- Option 2: Directly Elected Mayor/cabinet (collaborative) model
- Option 3: Representational Directly Elected Mayor
- These 3 options are based on international examples of Mayoral Governance: UK Model, German Model and USA Model

# Directly elected Mayor of Dublin proposals in 2016

A private member's bill proposing a:

- Directly Elected Mayor (DEM) of Dublin
- Head of a new regional authority for the City
- The new Regional Authority & a DEM Office will sit above the existing 4 Dublin Local Authorities in co-ordinating & leadership role within certain defined strategic policy areas: land-use planning; transport; waste management; water services. The new Authority & Office of the DEM will work through & with existing local government structures
- Vital role in planning and managing how the City is going to work & grow Need to move away from just ceremonial role of Mayor to a more strategic leadership role
- Change from current position of rotating between political parties every 12 months towards a directly elected Mayor for a 5 year term of office (with an option of re-election)

# Why create a Directly-elected Mayor?

There are a number of examples cited by politicians for creating a Dublin mayoral office:

- For instance, the recent National Transport Authority (NTA) & Dublin City Council disagreement over NTA wanting to build an eastern by-pass across Dublin to complete the M50 ring road. But, Dublin City Councillors voted to remove this from the development plan, urging a greater focus on public transport. But this removal was called into question by the City Council Executive as it may be illegal. Who is in charge of resolving these types of disputes? It is believed that a Directly Elected Mayor with overriding powers and strategic leadership would help overcome these types of issues. Another example is the Web Summit, since 2015, moving to Lisbon citing issues of networked infrastructure and transport access.

# Existing structures

- Local Community Development Committee (LCDC) in each of the 4 local authorities in the Dublin region
- The LCDC brings together local authority members & officials, representatives from State agencies, the Local Development Company & the Public Participation Network
- For the purposes of developing, coordinating & implementing a coherent & integrated approach to local & community development in the County
- The LCDC and Economic Development Strategic Policy Committee prepared the Local Economic & Community Plans 2016-2021 in each of the local authority areas: to set out, for a six year period, the objectives & actions needed to promote & support the economic development local & community development of the relevant local authority area, both by itself directly & in partnership with other economic & community development stakeholders

# Existing structures

## Why?

- As existing structures of collaboration happening anyway in each of the 4 local authority areas (LCDCs, SPC&CPGs, networks & fora) but DEM would bring a greater emphasis on strategic collaboration. The directly elected Mayor & Office & new Regional Authority will be working with & through the 4 Dublin Local Authorities (local authorities officials & Councillors; Local Community Development Committees, Strategic Policy Committees, Voluntary groups & bodies & public sector agencies) to create greater focus & drive key strategic issues
- In international examples, a directly elected Mayor is seen as key touchstone for big business to strategically collaborate with various interest groups on large projects (e.g. Weston development in Toronto)

# Strategic collaboration

Norris-Tirrell and Clay (2010:2) emphasise that almost any problem today is too complex to be addressed individually or by organisations working alone in their silos: ***‘What in the past would have appeared as a straight forward administrative problem now more than not requires working with other programs, agencies, citizens, and multiple stakeholders across policy arenas.’*** Strategic collaboration is defined as ***‘an intentional, collective approach to address public problems or issues through building shared knowledge, designing innovative solutions, and forging consequential change. When used strategically, collaboration produces positive impacts, stakeholders committed to policy or program change, and strengthened capacity of individuals and organisations to effectively work together.’*** [Norris-Tirrell, D. and J.A. Clay (2010:2) *Strategic collaboration in public and non-profit administration*, American Society for Public Administration, New York: CRC Press, Taylor & Francis Group]

# Strategic collaboration

- *‘For example, a governor or mayor forms an interagency collaboration on infant mortality, sustainability, workforce development, or the “current topic of the day” to make innovative recommendations; however, conveners fail to proactively establish a strategic agenda around the collaboration. Thus the group remains in their comfortable discipline or agency silos and produces limited results... Unquestionably, collaboration is a useful tool, but, one that we argue **needs to be used with more intentionality**, as public and non-profit administrators wrestle with skilfully engaging in and facilitating collaborative structures, processes, and outcomes.’ (Norris-Tirrell and Clay (2010: xi)*
- We will take a look at some strategic collaboration projects (involving communities) by Mayors in London, Toronto and a number of USA cities

# London Mayor

- Londoners voted in a referendum in 1998 to create new governance structures for Greater London. Directly elected Mayor of Greater London was created in 2000
- An elected politician: first Mayor was Ken Livingstone from 2000-2008; Boris Johnson was elected Mayor in 2008-2016 and Sadiq Khan is current Mayor since May 2016
- Fixed 4 year term (may opt for re-election)
- Most powers are derived from the Greater London Authority Act 1999 with additional functions coming from the Greater London Authority Act 2007, the Localism Act 2011 and Police Reform and Social Responsibility Act 2011

# London Mayor

- The High Street Fund ([www.london.gov.uk/highstreetfund](http://www.london.gov.uk/highstreetfund) ) was launched in March 2015 to re-energise London's high streets by embracing the City's talent for creativity and innovation. It is the first time a Mayor of any major European City has used civic crowdfunding website (Spacehive) to directly pledge money to community projects. Spacehive is where community groups are able to post their ideas and ask for financial support.

<http://spacehive.com/Initiatives/mayoroflondon>

- *Culture on the High Street* (July, 2013) highlights some of the ways which councils, high street and town centre teams are collaborating with artists and the creative community to create better and distinctive places

# London Mayor

- The Mayor's 'Pocket Park' initiative is to create 100 mini-oases (£2million investment from City Hall) by transforming public places (high streets, town centres, parks, rivers & pathways) into vibrant loved places within the City., and is being delivered by Groundwork on behalf of the Mayor to build on the work of Groundwork's Transform initiative which began as a key part of the London 2012 Changing Places programme and has already forged close links with local partners –small community groups [www.groundwork.org.uk/london](http://www.groundwork.org.uk/london)
- 'Pocket Park' are part of the Mayor's London Great Outdoors programme and since the programme began in 2009, over £250million has been invested in over 78 projects, divided into two key areas –better green and water spaces & better streets. [www.London.gov.uk/greatoutdoors](http://www.London.gov.uk/greatoutdoors)

# London Mayor

On 16<sup>th</sup> August, 2016, the new Mayor of London Sadiq Khan marked 100 days in office and spoke about big changes that were required in important areas, such as, housing, transport, culture, skills and equality.

The Mayor highlighted a number of milestones achieved in 100 days:

- the London Night Tube service running;
- announced a Transport for London (TfL) fares freeze for 4 years & announced a Hopper bus fare (2 bus journeys in an hour for the price of one anywhere in London);
- blocked plans to develop on London's green space;
- created a Homes for Londoners team to ensure genuinely affordable homes to rent & buy;
- focus on real neighbourhood policing with an extra police officer in every ward by 2017;
- put together ambitious plan to tackle air pollution in London;
- working on plans for London's first cultural enterprise zone to support arts & culture;
- published the first gender pay audit at City Hall & a plan to tackle pay inequality

# Mayor of Toronto

- Mayor is directly elected; 4 year term (may opt for re-election)

City of Toronto Act, 2006 sets out duties, as follows, the role of the Mayor as the head of council is to:

- act as chief executive officer
- provide information and make recommendations to Council with respect to Council's role in ensuring that administrative policies, practices and procedures and controllership policies, practices and procedures are in place to implement the decisions of Council and in ensuring the accountability and transparency of the operations of the City, including the activities of the senior management of the City
- preside over (chairs) meetings of council so that its business can be carried out efficiently and effectively
- provide leadership to council
- represent the City at official functions, and carry out any other duties under the City of Toronto Act, 2006 or any other Act.

# Mayor of Toronto

**Eleven** committees report to Toronto City Council. The Mayor is a member of all committees and is entitled to one vote.

- The Executive Committee is an advisory body chaired by the mayor. The Executive Committee is composed of the Mayor, Deputy Mayor, and the chairs of the seven standing committees who are appointed by the Mayor and four members appointed by City Council.
- The role of the Executive Committee is to set the City of Toronto's priorities, manage financial planning and budgeting, labour relations, human resources, and the operation of City Council. The Executive Committee makes recommendations to city council on: strategic policy and priorities; governance policy and structure; financial planning and budgeting; fiscal policy (revenue and tax policies); intergovernmental and international relations; Council operations; human resources and labour relations. Several committees report to the Executive Committee: Budget Committee; Affordable Housing Committee, and Employee and Labour Relations Committee.

# Mayor of Toronto

- On June 22, 2016, Mayor John Tory joined a coalition of partners and Weston community members to announce a vibrant new community development in Toronto's Weston neighbourhood. The ground was broken for a planned transition of the site-currently a parking lot & an adjacent high rise between King and John Streets into a mixed use development (incorporates housing, arts and community spaces and a farmers market). Weston has been identified by the City of Toronto as a Neighbourhood Improvement Area.
- Partners in the redevelopment include Rockport Group, the Toronto Parking Authority(TRA), Artscape and Woodbourne Capital Management.
- For the Toronto Parking Authority, the project is the first that encompasses its newly adopted Community Benefits Policy, which states that the TPA incorporate community benefits whenever establishing, refurbishing or redeveloping its off-street parking facilities.

# Mayor of Toronto

The Weston community development will include:

- 8,200 square feet dedicated to arts, cultural and community events programming;
- 370 apartment units, including six affordable rental homes;
- 12,400 square feet of outdoor publicly accessible space for community gatherings and farmers markets; and
- 26 affordable live/work units for artist-led families.

Mayor Tory outlined at the launch that “through this public-private partnership, residents are going to get a complete neighbourhood with mixed housing, public space for farmers markets, and space dedicated for arts and cultural events.” The City Council of Toronto stated that it is the first private investment of its type in Weston in 40 years

# Mayor of Toronto

In January 2015, Mayor John Tory established the Mayor's Task Force on Toronto Community Housing, led by former City of Toronto Mayor, Senator Art Eggleton.

An independent six-person Housing Task Force was appointed to take a hard look at how Toronto Community Housing serves the people of Toronto and how it is governed. The Task Force was asked **to offer advice on how to strengthen and support the delivery of housing to Toronto Community Housing residents in the areas of operations and delivery, partnerships and innovation, capital revitalization and new development, and governance.**

The Task Force held five public meetings to hear from Toronto Community Housing residents. On July 15, 2015, the Task Force submitted an interim report to Mayor Tory entitled *Improved Living at Toronto Community Housing: Priority Action*. The Task Force called on Toronto Community Housing to develop action plans within 60 days to address immediate concerns identified by residents in four key areas: **safety and security, building conditions, jobs and opportunities for residents, and training for staff and contractors.**

# Mayor of Toronto

- Toronto Community Housing presented its action plans, entitled *Getting it done: Real change at Toronto Community Housing*, to Mayor Tory and the Task Force on September 10, 2015.
- The action plans included work that was already underway or planned, plus additional work that could be prioritized immediately or in the short term to bring about sustained positive changes for the benefit of residents.
- The Task Force delivered a Final Report in January 2016. The final report was tabled by the Mayor at the January 28, 2016 Executive Committee. The Committee unanimously voted to refer the report to the City Manager for an initial assessment of the recommendations and underlying assumptions and principles.
- Of the 71 specific projects in the report, 32 were to be completed in 2015 and 19 in 2016. The remaining 20 projects could not be carried out under Toronto Community Housing's current budget and would require additional funding from the City or through partnerships.

# Cross-sector collaboration

- Bryson, Crosby and Middleton Stone (2006:44) note that cross-sector collaboration occurs for many reasons. ‘The first is simply that we live in a shared-power world in which many groups and organisations are involved in, affected by, or have some partial responsibility to act on public challenges. Beyond that, in the United States, advocates of power sharing across sectors are often responding to a long-standing critique of the effectiveness of government when it acts on its own.’ (Crosby and Bryson, 2005)

See: Bryson, J.M., Crosby, B.C., and M. Middleton Stone (2006), The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature, Public Administration Review, December 2006, Special Issue, p44-55, [http://www.hhh.umn.edu/people/jmbryson/pdf/cross\\_sector\\_collaborations.pdf](http://www.hhh.umn.edu/people/jmbryson/pdf/cross_sector_collaborations.pdf)

Crosby, B.C., and J.M. Bryson, (2005) Leadership for the Common Good: Tackling Public Problems in a Shared-Power World, 2nd edn. San Francisco:Jossey-Bass.

# Vision Zero

A paper entitled: *Collaborating across departments to achieve Vision Zero*, (2016) [www.visionzeronetWORK.org](http://www.visionzeronetWORK.org) highlights some useful examples:

- The primary mission of government is to protect the public. Vision Zero Action Plans are the Cities foundation for ending traffic deaths and injuries on City streets. <http://www.nyc.gov/html/visionzero/pages/home/home.shtml>
- This paper highlights a number of USA examples that examine specific ways these Vision Zero cities are restructuring their collaboration in long-lasting ways to take meaningful action for safe streets. One of the defining characteristics of Vision Zero is the key focus on breaking down silos and uniting local stakeholders around common goals.
- Cross-departmental collaboration is a critical basis to a successful Vision Zero commitment. Cities like San Francisco, Los Angeles, Washington, D.C. and New York City have developed ways to bridge unintentional, but, long-standing gaps between key local agencies and identified innovative means to build new organizational architecture to advance Vision Zero.

# Mayor's office

- The Mayor plays a critical role in committing a community to Vision Zero, whether through executive order, as a top priority of his or her administration, or in partnership with other city leaders. But once that commitment is made, many mayors have invested resources from their office to mobilize the right agencies and top leaders within the city to activate things in a meaningful way. In New York City, immediately after the release of the Vision Zero Action Plan in February 2014, Mayor Bill de Blasio's Office of Operations held a meeting at City Hall with agency heads to lay out the framework for the permanent **Vision Zero task force**, as well as to identify agency leads to participate. But de Blasio didn't delegate the work, since its inception the Mayor's Office of Operations (Ops) has been the primary convener and consistent catalyst of the Vision Zero initiative.
- Key city agencies (including transportation, police, health and the mayor's office) appointed by the mayor to lead the strategy and implementation of Vision Zero. The **NYC** Vision Zero Task Force includes the Police Dept, Dept of Transportation, Taxi & Limousine Commission, Dept of Health & Mental Hygiene, Dept of Citywide Administrative Services, Law Dept and Office of Management & Budget. In **LA**, the Mayor appointed the General Manager of the Dept of Transportation and the Chief of Police (or their designees) as co-chairs of the Vision Zero Executive Steering Committee. In **D.C.**, the Mayor tapped the Department of Transportation as the lead agency on the Vision Zero Task Force. Many cities engage community stakeholders in their Task Forces in some way.

# Vision Zero

- In San Francisco, when Vision Zero was first launched in 2014, Mayor Ed Lee's office assigned a dedicated, full-time staff member to assist with convening and mobilizing the city's Vision Zero task force. To ensure the initiative became integral to department operations, that task force is staffed with senior city leaders including the Director of Sustainable Streets at the Municipal Transportation Agency; the Director of the Program on Health, Equity and Sustainability at the Department of Public Health; and Traffic Commander at the San Francisco Police Department. San Francisco released an Action Strategy in 2015 and releases a quarterly progress report to coincide with the quarterly Task Force and Vision Zero Committee meetings, which collectively aims to improve transparency and accountability.
- The Vision Zero SF Two-Year Action Strategy outlines the projects and policy changes the City plans to pursue in the next two years to build safety and liveability into city streets. The Action Strategy encompasses a range of solutions to address street safety comprehensively and citywide that will bring us closer to achieving the Vision Zero goal of zero deaths on City streets by 2024. <http://visionzerosf.org/about/two-year-action-strategy/> Multiple City departments will collaborate to achieve this ambitious agenda over the next two years. The goal is to create measurable progress by the end of 2016 and initiate future strategies in two-year increments that focus on reaching the City's policy goal to save lives and reduce serious injuries .

# Lessons learnt

- **Strategic leadership:** the Mayor commits the city to Vision Zero and plays a key role in managing the process to achieve it.
- **Shared goals and inter-agency conversations through cross-sectoral collaboration (task-forces/sub-committees). Community involvement in these committees & taskforces**
- **Regular meetings & tracking progress -using data to drive collaboration**
- **Joint funding and budgeting** can also unite departments behind a common goal Pursuing **joint funding** to advance Vision Zero: In addition to data, dollars are an essential asset to advance Vision Zero. But not just in funding projects and programs; budgeting can also unite departments behind a common goal. **Innovation**, for instance, through **Vision Zero** the creation of a new transportation database in Los Angeles

# Conclusion

- Norris-Tirrell and Clay (2010:314) suggest that the reframing of collaboration to strategic collaboration offers an increased likelihood of success and positive outcomes from the collaborative venture as public and non-profit managers become more purposeful about collaboration design and implementation processes, enable collaboration inclusiveness and effectiveness, decrease collaboration fatigue and frustrations, and proactively steer toward positive **outcomes**. [Norris-Tirrell, D. and J.A. Clay (2010) Strategic collaboration in public and non-profit administration, American Society for Public Administration, New York: CRC Press, Taylor & Francis Group.]

# Conclusion

- Similarly, Bryson, Crosby and Middleton Stone (2006:52) emphasise that success in cross-sector collaborations depends on **leadership** of many different kinds-they highlight leadership roles such as sponsors, champions, boundary spanners, and facilitators.’[Bryson, J.M., Crosby, B.C., and M. Middleton Stone (2006), The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature, Public Administration Review, December 2006, Special Issue, p44-55, [http://www.hhh.umn.edu/people/jmbryson/pdf/cross\\_sector\\_collaborations.pdf](http://www.hhh.umn.edu/people/jmbryson/pdf/cross_sector_collaborations.pdf)]
- ‘But, Huxham and Vangen (2005:202-212) argue that leadership –in the sense of what “makes things happen”- also occurs through structures and processes. Therefore, **the leadership challenge** in cross-sector collaboration may be viewed as a challenge of aligning initial conditions, processes, structures, governance, contingencies and constraints, outcomes, and accountabilities such that good things happen in a sustained way over time-indeed, so that **public value can be created**’ [Huxham , C., and S.Vangen (2005), Managing to Collaborate: The Theory and Practice of Collaborative Advantage. New York : Routledge]

# Summary bibliography of speaker

- Ms Orla O'Donnell, MBS, MA (Econ), is a Senior Research Officer at the Research Division of the Institute of Public Administration.
- Her primary work since joining the IPA on February 1st, 1999 has been for the Committee for Public Management Research ([www.cpmr.gov.ie](http://www.cpmr.gov.ie)). Specifically in the public management area, this has included studies of innovation, organisational culture, e-government and organisational development, decentralisation, flexible working arrangements, policy development, quality management, evaluation studies of homelessness, and organisational behavior/management related topics (e.g. leadership, culture, strategy and structures, strategic collaboration) and consultancy surveys/projects on customer care issues and evaluation of flexible working arrangement schemes.
- In recent years she has carried out research for the IPA Local Government Research Series (see research section of the IPA website, [www.ipa.ie](http://www.ipa.ie)) and also edits the Local Authority Times.
- Since August 2011, she is Director of the Diploma in Civil Service and State Agency Studies and in December 2012, she also became Director of the Certificate in Civil Service and State Agency Studies.
- Since 2001 she is a thesis supervisor for the MA in Healthcare Management and the MA in Public Management at the IPA.
- She was conferred with both a Masters in Business studies (MBS) in Management and Organisation Studies (MOS) at the UCD Michael Smurfit School of Business in 2007 and a Masters in Economics (MA(Econ)) at UCD in 1996.
- She also lectured Economics in the School of Business and Humanities at Sligo Institute of Technology from 1998-2001.
- Prior to joining the IPA, from 1997-98, she was an Economic Research Officer for the Sligo County Council Economic Development Unit as part of the Sligo County Council-Omagh District Council Partnership Body.
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