UNIVERSITY-COMMUNITY INTERACTION:

THE DEVELOPMENT OF A NETWORK TO FACILITATE KNOWLEDGE AND KNOW-HOW DIFFUSION BETWEEN DUBLIN CITY UNIVERSITY AND FOUR PARTNERSHIP COMPANIES.

Eamonn O'Reilly, B. Comm.

Thesis is submitted in
fulfilment for the Degree of
Master of Business Studies.

July, 1996.

University: Dublin City University.

Supervisor: Dr. Frank Moran, Ph.D.

School: Business School.

I hereby certify that this thesis is based on my own work.

I hereby certify that this material, which I now
submit for assessment on the programme of study
leading to the award of Master of Business Studies
is entirely my own work and has not been
taken from the work of others save and to the extent
that such work has been cited and acknowledged
within the text of my work.

Signed: ....

Date: ...30ᵗʰ July 1996.

ii

Table of Contents

iii

ABSTRACT

UNIVERSITY-COMMUNITY INTERACTION:

THE DEVELOPMENT OF A NETWORK
TO FACILITATE KNOWLEDGE AND KNOW-HOW
DIFFUSION BETWEEN DUBLIN CITY UNIVERSITY
AND FOUR PARTNERSHIP COMPANIES.

Eamonn O'Reilly

Dublin City University, Business School.

Partnership Companies - which unite community development groups with the statutory agencies and social partners - have been established throughout Ireland, to tackle the problem of unemployment in a structured and sustainable manner. Despite the success of these companies to date, there still exists a deficit in the technical skills available to research issues and make better-informed decisions.

The development and acquisition of knowledge and know-how, and its diffusion to students has been, and will continue to be, a major role for universities. However, many higher educational establishments are currently seeking new ways to interact proactively with their local communities. The transfer of knowledge and know-how to communities, offers an opportunity for universities to make a significant contribution to the community development process.

A pilot programme to develop and test the feasibility of an innovative network to enhance the exchange of knowledge and know-how between Dublin City University and four North Dublin Partnership Companies has been initiated. This thesis critically examines the network through both participant observation of the pilot programme and a literature review of related material.

The examination indicates that the network has the potential to benefit the stakeholders - DCU, FÁS, the Partnership Companies, local communities and other network participants - though some issues still need to be addressed. These are: formal recognition for university staff involvement must be initiated; contractual arrangements between the university and the partnership companies must be agreed; and, funding of the network to facilitate the maintenance of more sustainable links must

be sought. Issues that require further research are: the appropriateness of ultimate responsibility for the research resting outside the university; temporary personnel exchanges between the university and the partnership companies; and, the applicability of the network in other situations of university-community interaction.

To Phil

ACKNOWLEDGEMENTS

List of Abbreviations:

AASCU	American Association of State Colleges and Universities
ADM	Area Development Management Limited
AID	Area-based Integrated Development
AnCO	*An Chomhairle Oiliúna* The Industrial Training Authority
BCC	Ballymun Community Coalition
CDT	County Development Team
CE	Community Employment
CEB	County Enterprise Board
CEDP	Community Employment Development Programme
CEP	Community Enterprise Programme
CPA	Combat Poverty Agency
DCU	Dublin City University
DICP	Dublin Inner City Partnership
EC	European Community
ERDF	European Regional Development Fund
ESF	European Social Fund
EU	European Union
FÁS	*Foras Áiseanna Saothair* Training and Employment Authority)
GBDP	Greater Blanchardstown Development Project
INTRA	Integrated Training Programme
IRD	Integrated Rural Development
LEADER	*Liaisons entre actions de développement de l'économie rurale* (co-operation between rural economic development actions)
LEDA	Local Employment Development Action Programme
LRDP	Local and Regional Development Planning Consultants
NESC	National Economic and Social Council
OECD	Organisation for Economic Co-operation and Development

List of Abbreviations (continued):

OPLURD   Operational Programme for Local Urban and
                    Rural Development, 1994-1999.

PESP   Programme for Economic and Social Progress

SES   Social Employment Scheme

UCG   University College Galway

YEA   Youth Employment Agency

List of Figures:

List of Tables:

CHAPTER 1

INTRODUCTION

CHAPTER 1

INTRODUCTION

Could I suggest an examination of how things are made
to happen on the ground, and in places where people
believed they could not happen, might be a more
profitable exercise, than carping about problems or
writing volumes of blue-prints for development?

(Bohan, 1982, p. 103)

1.1 Subject chosen.

Unemployment.

Even though considerable social and economic progress
has been achieved in recent years, unemployment is
currently the most pressing problem facing the Irish
economy (*Forfás*, 1996, pp. 68-85). While there is some
dispute over the actual number out of work (Table 1.1),
'the rate of unemployment in Ireland is higher than in most
developed countries' (*Forfás*, 1996, p. xxi). Furthermore,
this problem is not equally distributed across the country,
but continues to be concentrated on particular social
groups and in specific areas (Area Development Management
Ltd., 1996, p. 1).

Table 1.1 Varying Measures of Unemployment.

Date	Measure of Unemployment	No. of People
April 1995	Labour Force Survey	190,000
May 1995	Live Register	269,019

Source: Central Statistics Office, 1996.

The seemingly intractable differences between the successful and the deprived areas of both urban and rural Ireland, called for a reappraisal of economic strategy in the nineteen eighties (Area Development Management Ltd., 1996, p. 2). This examination brought home to both national and European policy-makers what many communities had already realised - that one way to revitalise a local economy and generate sustainable employment was from the bottom-up (Area Development Management Ltd., 1994a, p. 5). The result of this realisation has been the establishment of a number of state interventions to enhance the capacity of community groups to impact on their local economies.

Local Employment Initiatives.

There have been many different forms of community development in Ireland for over a century, and these programmes, implemented by national and European Union (EU) governments, added new impetus to groups who were now

concentrating on local economic development. Organisations, which up to then had struggled through lack of funding, expertise or information, have since been resourced by many of these initiatives. One such programme has resulted in the establishment of area-based Partnership Companies - which unite community development groups with the statutory agencies and social partners - to tackle the problem of unemployment in a structured and sustainable manner.

It is now an opportune time to analyse the development status of these local employment initiatives, and to recommend what changes or additions, if any, can be made to improve the delivery of perceived solutions to the problem of unemployment.

University-Community Interaction.

Knowledge, or the lack of it, is increasingly being seen as one of the main reasons why unemployment and exclusion affect particular groups and areas: 'social exclusion has reached such intolerable proportions, that the rift between those who have knowledge and those who do not, has to be narrowed' (Commission of the European Communities, 1995, p. 28). Therefore, one option to improve the capacity of communities to deliver solutions, is for them to establish formal links with third-level educational institutions. This has been achieved to some extent in Ireland, whereby universities and colleges have focused on providing

education, training and technical services to community development groups.

An innovative network has recently been developed, whereby Dublin City University (DCU) supplies technical assistance to four local Partnership Companies, initially on a pilot programme basis. As well as fulfilling specific research requirements, the network attempts to diffuse knowledge and know-how between the university and the community. This will enhance the role of the university, while simultaneously developing the capacity of these groups to research, develop and implement, their plans.

1.2 Objective.

There has been little study to date of models of university-community interaction in the area of technical assistance, either in Ireland or abroad. Therefore, this pilot programme is worthy of studious analysis in order to determine the capacity of the network to enhance the flow of knowledge and know-how between DCU and the four partnership companies in North Dublin.

The research work is divided into two parts over a four year period. The first part, the subject of this thesis, deals with the design and establishment of the network, and its assessment in the context of the evolution of the roles of the university and the partnership companies. The second

part, which is ongoing, deals with an evaluation of the performance and development of the network in enhancing information flows.

1.3 Methodology.

This thesis critically examines the proactive DCU/Partnership Company network through an analysis of written sources and participant observation. The literature review is used in evaluating the development status of the community development movement and assessing the role of the modern university. The active participation of this student in the design and establishment of the proactive network facilitates an in-depth description and evaluation of the network.

1.4 Chapter Outline

The approach to this subject is to form the following question, over Chapters 2, 3 4 and 5:

Can the lack of technical skills available to local economic development efforts, be successfully overcome in a sustainable manner, by linking the participants and the process to third-level educational institutions?

Chapter 2 traces the evolution of community development efforts to date, both in rural Ireland and in the city of

Dublin. Various government support programmes are then outlined, and finally the Partnership initiative - which is the Area Based Response to Long-Term Unemployment, under the Programme for Economic and Social Progress (PESP) - is profiled.

Chapter 3 develops a framework for examining the PESP Partnership approach; firstly, in the context, of local employment development initiatives; secondly, regarding the factors necessary for effective partnership; and, thirdly, regarding the components required in an area-based integrated development strategy.

Chapter 4 examines the progress of the Partnership initiative using the framework developed in the previous chapter and outlines the development of four North Dublin partnership companies to date.

Chapter 5 examines the role of the university and its evolving role in the provision of services. The changing focus of Dublin City University is then detailed, and that university's attempts to promote the socio-economic development of the North Dublin area are highlighted.

Chapter 6 details the DCU/Partnership Company network, outlining the design, resourcing and establishment of the system.

Chapter 7 evaluates the network, using the literature available on university-industry links and on university-community interaction. The network is analysed from both the university's and the partnership companies' /communities' points of view.

Chapter 8 summarises the conclusions that can be drawn from the discussion throughout the thesis.

Chapter 9 concludes the thesis with a list of recommendations for the network programme.

CHAPTER 2

EVOLUTION OF THE
COMMUNITY DEVELOPMENT MOVEMENT

CHAPTER 2

EVOLUTION OF THE COMMUNITY DEVELOPMENT MOVEMENT

2.1 Rural and Urban Initiatives.

> The idea that socio-economic development can be achieved through organising people on a community basis has gathered momentum in both rural and urban Ireland in recent times. (Devereux, 1993, p. 63)

2.1.1 Rural Initiatives.

The beginning of community development in Ireland can be traced back to the co-operative movement in the rural regions (Table 2.1). The first example of such a collective bottom-up approach was the establishment of a co-operative farm on the Ralahine Estate, Co. Clare, in 1831 (Tucker, 1983, p. 17). The aim of this initiative was to improve the economic, social and educational standards of all its members. Though this particular experiment collapsed within a few years, co-operativism surfaced again in 1889, with the establishment of the first co-operative creamery in Dromcollogher, Co. Limerick (Tucker, 1983, p. 25). Many other agricultural co-operatives followed, and this movement has been instrumental in organising the Irish dairy industry, which is a commercial success today (Collins, 1991, p. 6).

From the nineteen thirties to the nineteen sixties other issues affecting rural Irish community life, such as infrastructural development and access to education, provided the impetus for the formation of many community development groups. Organisations such as the Irish Countrywomen's Association (ICA), *Macra na Tuaithe* (Rural Youth), and *Macra na Feirme* (Youth of the Farm), involved themselves in social, educational and craft projects (Ó'Cearbhaill, 1982a, p. 122). Another group - *Muintir na Tíre* (People of the Land) - which is still very active today, focused on seeking improvements in both the social and economic well-being of communities (Kelleher and Whelan, 1992, p. 3).

From the mid nineteen sixties to the late nineteen seventies, local organisations were formed in attempts to maintain or regenerate rural communities, which were losing their populations through migration and emigration. This period saw the emergence of a number of Community Development Co-Operatives, which engaged in a wide range of activities, including bulk purchase of farm inputs, setting up Irish language colleges and initiating various craft projects (Kelleher and Whelan, 1992, pp. 3-4).

Table 2.1   Rural Community Development Movements.

Date	Movement
1831-33	Co-operative Farm - Ralahine, Co. Clare
1889	Agricultural Co-operatives
1933	Irish Countrywomen's Association
1937	*Muintir na Tíre*
1944	*Macra na Feirme*
1952	*Macra na Tuaithe*
1960's	Community Development Co-operatives

Sources: Collins, 1991; Kelleher and Whelan, 1992;
Ó'Cearbhaill, 1982a; Tucker, 1983.

2.1.2   Urban Initiatives in Dublin.

While there have been self-help groups operating in
Ireland for over a century, the main thrust in terms of
initiatives, and indeed research, has been in a rural
setting. The beginning of an urban community development
movement, in Dublin, was in 1969 (Table 2.2), when the
Community Welfare Service was established in Tallaght, on
the southern suburbs (Kelleher and Whelan, 1992, pp. 37-
38). This group changed its name to the Tallaght Welfare
Society (TWS) in 1972, and has since been involved in the
provision of a wide range of services including social
work, home help and community information.

In the early nineteen seventies, as a response to Dublin Corporation's Development Plan (1968), indigenous tenant and community groups were established. According to Mick Rafferty, these groups focused on the lack of educational and leisure facilities in many parts of the expanding city (Combat Poverty Agency, 1990, p. 221). By 1974, some of these organisations in the north inner city had come together to form the North Central Community Council, which, in 1978, became the North City Centre Community Action Project. Its work is directed towards involving local people in the decision-making processes that affect their own lives (Kelleher and Whelan, 1992, p. 20).

However, it was not until the late nineteen seventies that the problems of unemployment became a significant issue for many communities (Combat Poverty Agency, 1990, pp. 221-222). Since then, many local groups have been established both in the inner city and the suburbs, while umbrella organisations such as the Ballymun Community Coalition (BCC), Alliance for Work Forum, and Get Tallaght Working Group were also formed (Kelleher and Whelan, 1992, pp. 21 and 104-111). The aim of these groups was to explore, initiate and support a wide range of projects to enhance the economic life of their respective localities.

Table 2.2 Dublin Community Development Movements.

Date	Movement
1969	Community Welfare Society.
Early 1970's	Tenant and Residents Associations.
1974	North Central Community Council.
1978	North Inner City Co-Operative (furniture).
1981	Youth Employment Action Group.
1982	Bonnybrook Unemployment Action Group.
1984	Get Tallaght Working. Ballymun Community Coalition (BCC). Fatima Development Group. Blanchardstown Development Group.
1985	Alliance for Work Forum.
1986	Bonnybrook Centre for the Unemployed. Ballymun Credit Union.
1987	Ballymun Job Centre.
1989	Parents Alone Resource Centre - Bonnybrook.
1995	Community Co-operatives - Ballymun.

Sources: Ballymun Partnership, 1994; Ballymun Partnership, 1994/1995; Bonnybrook Unemployment Action Group, 1984; Combat Poverty Agency, 1990; Kelleher and Whelan, 1992; Northside Partnership, 1994.

Other initiatives followed. Job Centres (including Centres for the Unemployed established by the Irish Congress of Trade Unions) were opened to act as a contact point for local employers and job-seekers (Northside Partnership, 1994, p. 3). Worker co-operatives, were established such as the two in Ballymun - Greencaps (Ballymun Partnership, 1994/1995, p. 6) and Con-Sec Ltd (Ballymun Partnership, 1994, p. 3). Organisations were also established which were aimed at assisting groups of people in particularly difficult situations, such as the Parents Alone Resource Centre in Bonnybrook (Northside Partnership, 1994, p. 3).

The range of activities which focused the efforts of Dublin community development groups can be classified into three main areas (Kelleher and Whelan, 1992, pp. 91-161). These are: local economic initiatives; housing and environmental issues; and community education. A summary of the type of activities within each category is given in Table 2.3. These three areas are, of course, interrelated, and none can be dealt with in isolation. Most groups were seen to participate in all activities to some degree.

Table 2.3 Actions of Dublin Community

Development Groups.

1. Local Economic Initiatives	- training and temporary employment schemes; - job placement in private industry; - community enterprise; - credit unions.
2. Housing and Environmental Renewal	- using politicians and media to highlight housing issues; - lobbying against lack of involvement in planning, housing allocation, and estate management.
3. Community Education	- personal development; - literacy and numeracy education; - leadership courses; - networking.

Source: Adapted from Kelleher and Whelan, 1992, pp. 91-161.

2.2 State Intervention.

> The importance of a local dimension to both
> enterprise and employment creation and the
> importance of encouraging local communities to
> develop their capacity to pursue integrated local
> social and economic development has been
> increasingly recognised by the Irish Government
> and throughout the European Union.
> (Area Development Management Ltd., 1994a, p. 5)

2.2.1 Initial Support for Community Initiatives.

The first notable state support for "bottom-up"
economic development occurred in 1966 in the Gaeltacht
areas (Table 2.4), through the vehicle of *Gaeltarra Éireann*
(now *Údarás na Gaeltachta* - The Authority for Irish-
speaking districts) (Ross, 1989, p. 17). From 1973 to 1980,
the Irish government and the European Community (EC)
together established a national programme to support
community development initiatives, in what was titled the
First EC Poverty Programme (Kelleher and Whelan, 1992, p.
7).

The idea of supporting local self-help activities was
adopted by the Shannon Free Airport Development Company
(SFADCo) in 1981, and by the Youth Employment Agency (YEA)
in 1982 (Collins, 1991, p. 16). The latter agency

17

established the Community Enterprise Programme (CEP) in 1983, 'to assist and facilitate the development of community enterprise groups involved in generating commercial employment and economic opportunities' (Faughnan, 1989, p. 8). The YEA was incorporated into *Foras Áiseanna Saothair (FÁS)* in 1987 (Combat Poverty Agency, 1991, p. 47), which also included two other state agencies (*AnCO - An Chomhairle Oiliúna,* The Industrial Training Authority - and the National Manpower Service) that were responsible for training and employment initiatives (Combat Poverty Agency, 1990, p. 122). *AnCo* had initiated a Start-Your-Own-Business Programme in the early nineteen eighties, which, though unsuccessful as an entrepreneurial initiative, did recognise the need to unite communities and state agencies, and to educate and train the jobless, in attempting to solve the problem of unemployment (Barrett and Curtin, 1991).

By 1987, approximately 300 community enterprises were in existence, having availed of varied supports through the CEP (Faughnan, 1989, p. 8). As well as advice and financial assistance, this programme included training and education, business planning, development support and the provision of workspace. Support for community enterprises was also forthcoming from the EC between 1985 and 1989, through the Second EC Poverty Programme (Kelleher and Whelan, 1992, pp. 7-8). The Combat Poverty Agency (CPA) was established in 1986, under the Department of Social Welfare; its role being to research, educate and advise on poverty issues. It

also has a function in supporting and encouraging all forms of community development (Combat Poverty Agency, 1990, p. 121). The Third EC Poverty Programme operated from 1989 to 1994, and supported 27 action projects aimed at socio-economic development in marginalised areas (FORUM, 1991).

Two schemes with an exclusively rural focus were initiated in the late nineteen eighties. From 1988 until 1990, a Pilot Area Programme for Integrated Rural Development (IRD) operated in a number of sub-county areas, with an emphasis on stimulating and facilitating local development efforts (National Economic and Social Council (NESC), 1994b, p. 163). The Operational Programme for Rural Development (OPRD) functioned from 1989 to 1993, under the Community Support Framework, and included a sub-programme on community businesses (Kearney *et al*, 1994, p. 11).

Table 2.4 Support for Community Development Pre-1991.

Date	Agency/Programme
1966	*Gaeltarra Eireann* - support for Gaeltacht co-operatives.
1973-1980	First EC Poverty Programme - National Committee on Pilot Schemes to Combat Poverty.
1981	Shannon Free Airport Development Co. - support for community enterprises.
1983-1988	Youth Employment Agency (YEA) - Community Enterprise Programme (CEP)
1985-1989	Second EC Programme to Combat Poverty
1986	Combat Poverty Agency (CPA)
1987	*Foras Áiseanna Saothair (FÁS)* - CEP, Community Training Workshops
1988-1990	Pilot Area Programme for Integrated Rural Development (IRD)
1989-1993	Operational Programme for Rural Development (OPRD)
1989-1994	Third EC Poverty Programme.

Sources: Collins, 1991; Combat Poverty Agency, 1990; Combat Poverty Agency, 1991; Faughnan, 1989; FORUM, 1991; Kearney *et al*, 1994; Kelleher and Whelan, 1992; National Economic and Social Council, 1994b; Ross, 1989.

2.2.2 Call for an Integrated National Policy.

A community enterprise consultative forum in January 1987, held jointly by the YEA and the European Community Development Exchange, heard the arguments in favour of a more co-ordinated approach than had happened to date (Youth Employment Agency *et al*, 1987, p. 17). While the relevant state agencies were seen as potential sources of support, it was felt that personnel within the agencies were not always fully up-to-date with what was required on the ground. The feeling of isolation on the part of community organisations, as well as perceived shortages in the skills of evaluation, research and planning, led to 'a widespread belief that an urgent need existed for a national policy on community development' (Youth Employment Agency *et al*, 1987, p. 18).

In discussing the call for a national policy on community development, Fergus Lynch (Combat Poverty Agency, 1990, pp. 129-130), noted that: the roles of the statutory bodies responsible for community development needed to be clarified; gaps and duplication of services eliminated; and a structured approach to support community initiatives should be adopted. These improvements could be achieved through the expansion of an existing agency (for example the CPA) or the establishment of a new separate agency. Its function would be to support community development and act as a 'partnership' agency for all stakeholders (Combat Poverty Agency, 1990, p. 130).

In 1990 the potential for socio-economic area-based strategies was recognised by the National Economic and Social Council (NESC), especially in the area of employment/unemployment measures (National Economic and Social Council, 1990, p. 17). It added (National Economic and Social Council, 1990, pp. 74):

Furthermore, the more closely involved are local communities in planning and delivery of area based projects, the more they will reflect local needs and priorities.

2.2.3   The PESP Partnership Approach.

In 1991, when a three-year Programme for Economic and Social Progress (PESP) was launched by the Government and the Social Partners (the trade unions, employers and farming organisations), it contained a commitment, under Section VII, to the establishment of an Area Based Response to Long-Term Unemployment (Area Development Management Ltd. (ADM), 1994b, pp. 1-2). As well as providing funding, training and facilities, it was generally realised that a more unified approach than heretofore, would be needed to facilitate efficient, effective and sustainable development. Therefore, this initiative aims to establish 'an integrated approach designed to implement a community response, in particular local areas, to long-term

22

unemployment and the danger of long-term unemployment'
(Government of Ireland, 1991, p. 75).

The overall aim of this initiative is to respond to the
problem of long-term unemployment, and the plan is to
tackle this in a 'two-part modular approach' (Area
Development Management Ltd, 1994b, p. 2). Firstly,
education, social welfare, health boards, training and work
schemes must be made more relevant and accessible to
marginalised communities. Secondly, enterprise creation and
employment offers will be targeted. Following these broad
aims, the key objectives of the partnership approach are
(Area Development Management Ltd, 1994b, pp. 3-4):

- to improve the skills, confidence, involvement and
  opportunities of the long-term unemployed,
- to change attitudes to enable enterprise creation,
- to encourage recruitment of the long-term unemployed,
- to generate more jobs through sustainable enterprises,
  and
- to promote projects and initiatives that will stimulate
  confidence and investment.

This initiative requires co-operation between community
groups, state agencies, and the social partners, at local
level. The vehicles that facilitate this co-operation are
partnership companies, established in each area, whose
boards are composed of representatives of the three
aforementioned sectors (Craig and McKeowen, 1994, p. 4).

In 1991 the government selected 12 areas, in which the Area Based Response to Long-Term Unemployment would be piloted (Craig and McKeowen, 1994, pp. 3-4). It was envisaged that the scheme would be implemented nationally, after an initial pilot phase of nearly three years. In 1994, the government included in the National Development Plan 1994-1999, a Local Development Programme, which was later manifested in the Operational Programme for Local Urban and Rural Development 1994-1999 (OPLURD) (Area Development Management Ltd, 1996, p. 5). One of the three sub-programmes of the OPLURD extended to 34 the number of areas that would constitute the fully operational partnership approach to area-based development (Government of Ireland *et al*, 1995, p. 61-62). Since then, a further four areas have been added, bringing to 38 the total number of partnership companies now in operation (Organisation for Economic Co-operation and Development, 1996, p. 9).

2.2.4 Other Current Initiatives.

LEADER. (*Liaisons entre actions de développement de l'économie rurale* - **Co-operation between rural economic development actions)**

In 1992 the government launched the EU-sponsored LEADER I programme, under the management of the Department of Agriculture, Food and Forestry. An area-based scheme for rural development, its principal objective is to organise,

co-ordinate and promote local economic development initiatives, through the advancement and empowerment of local communities (Kearney *et al*, 1994, p. ii). Its strategy is to seek to promote and facilitate, rather than create, economic progress. LEADER followed the pilot IRD programme (see Section 2.2.1), which had been initiated in 12 sub-county areas (Kearney *et al*, 1994, p. 12). For the first phase of this initiative, LEADER I, 16 groups were selected to be funded (National Economic and Social Council, 1994a, pp. 76-83).

In their evaluation of LEADER I, Kearney *et al* questioned the level of local involvement, the quality of business plans, and the lack of targets which should have been specified at the outset (Kearney *et al,* 1994, pp. 97-127). Positive features of the programme included the relatively large number of people now in full-time employment as a result of their efforts and the relevance of strategic plans to their particular localities. According to the figures, 39 per cent of those now in full-time employment as a result of LEADER assistance, were previously unemployed, while 21 per cent had been classified as underemployed. However, because of the lack of information, primary economic effects could not be fully assessed (National Economic and Social Council, 1994a, p. 78). LEADER I was completed in 1994, and has since been extended to operate on a national basis as LEADER II (National Economic and Social Council, 1994a, p. 76).

County Enterprise Boards.

The County Development Team (CDT) system had been operating in Ireland since 1963, with the task of promoting economic development through a variety of roles. These included (Lynch and Boylan, 1991):

- processing grant and loan applications for local businesses,
- co-ordinating state agencies regarding development in the county, and
- acting as the *FÁS* agent for the CEP.

The replacement of CDTs with County Enterprise Partnership Boards (CEPB) was first proposed in 1992, 'to fill a gap in the current support services for local enterprise initiatives' (National Economic and Social Council, 1994b, pp. 175-176). When established in 1993, their title changed to the County Enterprise Boards (CEB), and their remit was specified 'to focus, develop and support local entrepreneurship and enterprise' in their respective counties (Department of Enterprise and Employment, 1993, p. 4). The CEB's are designated to allocate grants funded by the Department of Enterprise and Employment, develop enterprise action plans, create local enterprise awareness and advance a culture of community-based enterprise activity. There are 35 CEB's, which are composed of representatives of local authorities, the social partners and community interests (Kearney *et al*, 1994, p. 13).

2.3 The Partnership Companies - Area Selection,

Structure and Strategies.

2.3.1 Nature and Establishment of

Partnership Companies.

The Nature of Partnership.

The essence of the 'partnership' approach, is that of a relationship between different partners, who have equal status within the group, including participation in decision-making (Craig, 1995, p. 2). The approach is placed in the context of a dual impetus from opposite directions - bottom-up and top-down (Craig, 1995, p. 5). Development of the partnership will vary, depending on the relationship and interaction of these two forces, though both forces may be in evidence over time. Table 2.5 below demonstrates the different approaches to each element in development.

Table 2.5 Context for Partnership Development.

Elements	Bottom-up	Top-down
Growth	Organic	Planned
Impetus	Community-led	Centrally-driven
Focus	Local	Government policy

Source: Craig, 1995, p. 5.

Selection of Areas.

The areas in which the pilot response was established were selected in 1991 using three criteria: geographical spread; level of unemployment and long-term unemployment; and the existence of an infrastructure that would facilitate the functioning of the partnership approach (Craig and McKeowen, 1994, p. 4). Of the 12 companies established, there were four in rural areas, three in urban areas outside Dublin and five in Dublin. Table 2.6 details the unemployment rates associated with all twelve areas, and, as can be seen, the areas selected are generally well above their relevant regional figures for unemployment. Though some reservations have been expressed about the selection of pilot areas, the later extension of the programme, under the OPLURD, has ensured more effective targeting of disadvantaged areas (Area Development Management Ltd, 1996, p. 18).

The existence of community development groups facilitated the establishment of partnership initiatives in the above areas. This presence of mature community infrastructures is noted as a strength of many of the partnership areas (Area Development Management Ltd, 1996, p. 46).

Table 2.6 Unemployment in the Partnership Areas, 1986.

Partnership Areas	Unemployment	Region	Unemployment
Ballymun	47.4%	Dublin	18.6%
Coolock/Darndale	33.3%		
Inner City	28.4%		
Finglas	26.5%		
Tallaght	25.4%		
Cork, North	28.3%	Ireland (excluding Dublin)	17.3%
Dundalk	27.5%		
Limerick	25.2%		
Wexford, Rural	19.3%		
Mayo	19.5%		
Kerry, South West	19.9%		
Waterford, West	17.6%		
		Ireland	17.9%

Source: Area Development Management Ltd, and Geographical and Multi-Media Applications Ltd., based on 1986 Census of Population[1].

---

[1] Area Development Management Limited (ADM), and Geographical and Multi-Media Applications Limited (GAMMA): analysis of 1986 Census of Population commissioned by ADM from GAMMA. Available from ADM to partnership companies for use in compiling area action plans.

2.3.2 Structures and Operation.

National Structures.

In January 1992, when the pilot areas had been decided and the partnership companies established, agreement was reached between the Irish Government and the EU, to initiate a Global Grant (1992-1995) to support this effort at local socio-economic development (Area Development Management Ltd., 1994b, pp. 2,7; Area Development Management Ltd., 1996, p. 1). In October of the same year, Area Development Management Limited (ADM) was established and designated as the intermediary responsible for managing the Global Grant. The Global Grant is financed from two sources: the European Social Fund (ESF); and the European Regional Development Fund (ERDF) (Area Development Management Ltd., 1996, p. v). Responsibility for the ESF lies with the Department of Enterprise and Employment, while the ERDF is overseen by the Department of the Taoiseach (Brennan, 1996)[2]. Both departments have established Monitoring Committees, to which ADM regularly report (Figure 2.1).

---

[2] Brennan, David, 1996. Secretary, Area Development Management Limited (**ADM**). Personal communication on 22nd July, 1996.

Figure 2.1 Management Structure of the PESP

Partnership Initiative, 1996.


```
┌─────────────────────────────────┐     ┌─────────────────────────────────┐
│ Department of Enterprise & Employment │  │ Department of the Taoiseach      │
│  - Monitoring Committee (ESF)   │     │  - Monitoring Committee (ERDF)  │
└─────────────────────────────────┘     └─────────────────────────────────┘
                    ┌──────────────────────────────────────┐
                    │ Area Development Management Ltd. (ADM) │
                    └──────────────────────────────────────┘
                         ┌──────────────────────────────┐
                         │ Area-Based Partnerships Companies │
                         └──────────────────────────────┘
```
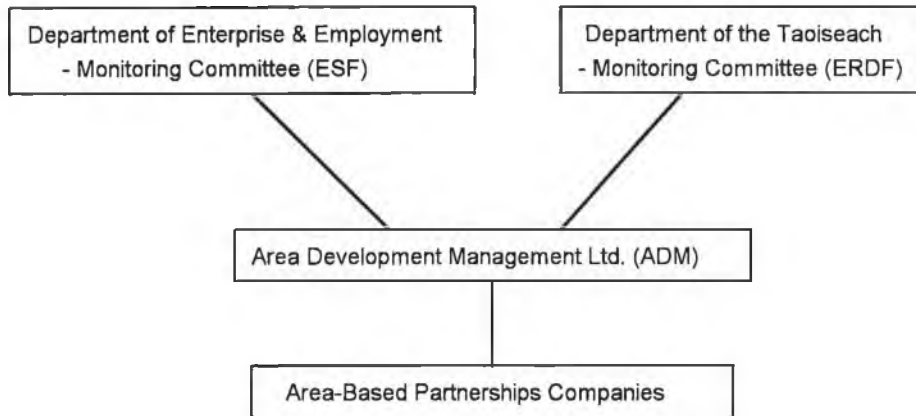
Source: Adapted from Brennan, 1996[3] .

Local Structures.

Figure 2.2 shows how each partnership board is structured (Craig, 1995, pp. 11,19). Instances of the backgrounds of the delegates to the board are given. Each partnership board comprises six directors from the local community, six from the state agencies and six from the social partners, though some companies have co-opted extra directors onto the board. For operational efficiency it is recommended that sub-committees be established (Craig, 1995, p. 20), and figure 2.2 gives examples of how this structure compliments the board of directors.

---

[3] Brennan, 1996. *op. cit.*

31

Figure 2.2 Example of the structure of a partnership board.

Community Sector	Statutory Agency	Social Partner
Community Development Groups	Education and Training	Local Employers
Resource Centres	Social/Community Development	Local Trade Councils
Special Interest Groups	Economic Development	Centres for the Unemployed

Partnership Board of Directors

Working Groups
- Community Development
- Enterprise/ Employment
- Education/ Training

Subgroups
- Travellers issues
- Disability issues

Source: Adapted from Craig, 1995, pp. 11,19.

Operation of the Partnership.

Each Partnership Board employs a full-time manager and staff to run the day-to-day operations of the company. The manager's role is to report to the board, to assist them in planning and to implement decisions made at board level (Craig, 1995, p. 22). The maintenance of links with policy-makers, the management of operational issues and the convening of sub-committees are all part of the manager's function. Personnel have been assigned from statutory

bodies and organisations in the social sector, to staff the partnership offices (Craig and McKeowen, 1994, p. 22).

2.3.3 Strategy of Partnership Approach.

The over-riding commitment of the partnership approach is to work with the communities in devising solutions to the problem of unemployment in their particular localities (Area Development Management Ltd., 1994b, pp. 2-4). This is achieved through open meetings, formal analysis, discussions and interviews, as well as through the Initial Contact Programme. The latter programme is designed to meet the unemployed of each area, and target their needs through adapting existing measures or designing new programmes (Area Development Management Ltd., 1994b, pp. 8-9).

The development of plans by each partnership company is an integral part of the strategy of this area-based approach (Craig and McKeowen, 1994, pp. 29-31). These plans include the overarching mission of each partnership company; the objectives relating to that mission; and the actions required to achieve those objectives. This task was initially undertaken by the 12 pilot companies in 1991, and resulted in the compilation of comprehensive, yet individually tailored, Area Action Plans for the period up to 1993. In 1994/1995 they produced submissions, for further Global Grant funding, also in the form of Area

Action Plans, which will now guide their activities until
1999 (Area Development Management Ltd., 1996, p. 31).

Groups who have been established as partnership
companies since late 1993, had all been asked to submit
plans before they were selected (Area Development
Management Ltd., 1996, p. 32). They are now in the process
of consultation and research, in order to complete more
detailed area action plans for the future.

CHAPTER 3

THE PESP PARTNERSHIP INITIATIVE IN PERSPECTIVE

CHAPTER 3

THE PESP PARTNERSHIP INITIATIVE IN PERSPECTIVE

3.1 Introduction.

The current PESP Partnership approach, as outlined in Section 2.2.3 above, is an attempt 'to implement a community response' to the problem of long-term unemployment (Government of Ireland, 1991, p. 75). In order to examine the progress of this partnership approach to date, an analysis of each component of the phenomena is necessary. Firstly, the main stages in the development of local employment initiatives are detailed. Secondly, the factors required to ensure the success of a partnership approach are outlined. Finally, the components that must be present in an area-based strategy for development are noted.

3.2 Local Employment Development Process.

Three stages have been identified in the development process of local employment strategies, as demonstrated in Figure 3.1 (Martinos, 1989, p. 2). These stages trace the progress of local efforts, from initial defensive actions - aimed at eliminating the risk of further unemployment - to developmental actions - at which point the local economy is capable of generating new opportunities for the community.

The concentration for the first number of years needs to be on mobilising local activists and learning the tools of development. This should yield leaders, structures and some instances of locally-generated ideas. Thus 'the preconditions for development are put in place' (Kearney *et al*, 1994, p. 24). This stage can take as long as eight years.

Figure 3.1. Main stages in local employment strategies.

Strategic Orientation

Developmental

Stage 3.
Self-sustained development: critical mass of projects becomes self-supporting.

Stage 2.
Putting the 'know-how' of development to use: support and encouragement in spontaneous initiatives.

Stage 1.
Acquiring the 'know-how' of development ; mobilisation, learning, creating preconditions.

Defensive

| 0 | 5 | 10 | 15 |

Possible Timescale in Years.

Source: Martinos, 1989, p. 2.

The second stage of local employment strategies, which generally occurs in the second five years of development, seeks to apply these newly acquired skills and capabilities

37

in supporting new projects. The capacity of these new projects to succeed is enhanced through improving procedures and availing of all possible sources of external and internal support. Though the availability of 'top-down' assistance is a decided advantage, the implementation of this stage 'is most effective when it is linked to a partnership structure involving local actors' (Kearney *et al*, 1994, p. 24).

In the third stage of development, the focus of the strategy must widen to encompass the evaluation of core activities, the provision of necessary services to support these activities, and the diversification of enterprises into new products and markets. By now there should be available the critical mass of commercial initiatives sufficient to generate self-sustaining development.

This model should not be interpreted as 'strictly linear', because various aspects of the process will have different beginnings, will advance at varying rates and will encounter different requirements in their development. Thus the three distinct stages, require different strategies for successful implementation within general time-frames. However, the overall 'emphasis must be on diffusing know-how in a long-term process of human resource development' (Martinos, 1989, p. 2).

3.3 Factors for Effective Partnership in Development.

An examination of rural development initiatives in the member countries of the Organisation for Economic Co-operation and Development (OECD), identifies five crucial factors that will have an impact on the effectiveness of both the policy and operations of a partnership approach to development (Organisation for Economic Co-Operation and Development, 1990, pp. 37-44). These are: political feasibility; organisation; managerial capacity; communication; and co-ordination. Though it is suggested that these issues should be applied to structuring the work of rural development initiatives in Ireland in the future (National Economic and Social Council, 1994a, p. 163), it is a very useful tool to guide our examination of the partnership approach in general.

1. The political feasibility of the partnership.

This is largely dependant on the partners themselves. The values and resources that the various "actors" bring with them to the partnership will have an impact on the points of consensus and conflict which will emerge. Beliefs and motivations may not always be in tandem, but when consensus is achieved the feasibility, and indeed impact, of the partnership is enhanced. This argument is not just valid within each company. As will be demonstrated in the next chapter, when the whole partnership movement operates

as a focused and cohesive unit, significant results can be achieved.

2. The organisation of the partnership.

Appropriate structures and processes must be instituted in the partnership companies, to ensure effective planning, organising, staffing, directing and controlling. Of particular importance in the context of efficient organisation are the following factors:
- an appropriate constitutional and legal framework;
- clear, understandable and accepted goals and objectives;
- specified roles and responsibilities for everyone;
- agreed procedures for cost and risk sharing.

3. The managerial capacity in the company.

The authority of the partnership to access and manage resources, such as finance and leadership, is of crucial importance for the effectiveness of this approach. This capacity can be measured in the context of the strategic approach of each particular partnership company, as discussed by Craig and McKeowen (Craig and McKeowen, 1994, pp. 24-26). Three approaches to the operation of the partnership will influence the capabilities needed (Table 3.1).

Firstly, where there is an inadequate infrastructure of community development supports, the "delivery" approach is

most appropriate. It requires the capacity to generate ideas, and access resources appropriate to the direct delivery of services. Secondly, where there already exists the capacity to independently deliver services, the "agency" approach can be used. This approach requires the ability to allocate resources and delegate responsibility to external service providers. Finally, the "brokerage" approach, is appropriate where a well-established and wide range of community service-providers exists. This strategy, in demanding an advocacy role with statutory agencies, necessitates an understanding of policy-making and the capacity to influence decisions.

Table 3.1   Models of working in the PESP Partnership.

Elements	Delivery	Agency	Brokerage
Infrastructure	Underdeveloped.	Developing.	Established.
Orientation	Ideas.	Action. Programmes.	Linkages. Policy.
Service delivery	Key role.	Secondary role.	Advocacy role.
Resource allocation	Spent directly.	Allocated externally.	Allocated externally.
Examples	Finglas	Northside	Ballymun

Source: Adapted from Craig and McKeowen, 1994, p. 25.

4. Effective communication.

This factor requires both clarity and consistency in transmitting information. The most important issue here is that of the dissemination of information which will inform people of the objectives of the initiative, its relevance to their lives, and the options that are being made available to them. The OECD review of development initiatives also highlights the dangers of vaguely defined or inconsistent goals.

5. Effective co-ordination.

To achieve this objective, both structural and process issues must be clarified. The factors that need to be considered in relation to effective co-ordination are autonomy, centralisation, specialised authority and responsibility. This issue is critically important to ensure the efficient and smooth running of a wide network of statutory, community, business and trade union representatives.

3.4 Components of Area-based Integrated Development Programmes.

The issues facing this process of partnership are now examined by utilising the discussion of a 'programme' approach by Commins and Keane (National Economic and Social

42

Council, 1994b, pp. 225-226). Though placed in the context of rural economic development, it is applicable to urban development initiatives in that it allows for a complete and incisive study of the requirements of national development programmes. The authors use the title Area-based Integrated Development (AID), which also supports its appropriateness in this examination of the capacity of the partnership companies, which are, of course, focused on that very idea. It is important to note here that the authors do not conduct a specific discussion on finances. Funding, or the lack of it, will obviously, impact on all components of the programme, but without the other relevant elements being present no amount of money will implement a successful programme.

The five components of AID programmes are:
1. Animation;
2. Professionally staffed;
3. Training;
4. Technical assistance;
5. Resource Centre.

1. Animation.

In community development literature there is a widespread acknowledgement of the need for trained people to act as catalysts (Area Development Management Ltd., 1996, p. 51; Kearney *et al*, 1994, pp. 22-23). As outlined earlier, mobilisation or animation is one of the main

43

requirements in the first stage of local development strategies (Section 3.2).

In a model of the dynamic of animation (Bennett, 1989), the initial emphasis is on the identification of potential contributors to the development of the locality (Figure 3.2). The second phase involves the agreement and establishment of a suitable structure for interaction. The final stage involves a continuous process of assigning roles, setting targets and evaluating outcomes. Simultaneously, local leadership must identify the appropriateness of all available options of support, procedures and strategies. This process of animation must be integrated in order to achieve the most important goal of a sustainable development strategy (Kearney *et al*, 1994, p. 23).

Figure 3.2   Animation of Local Development.
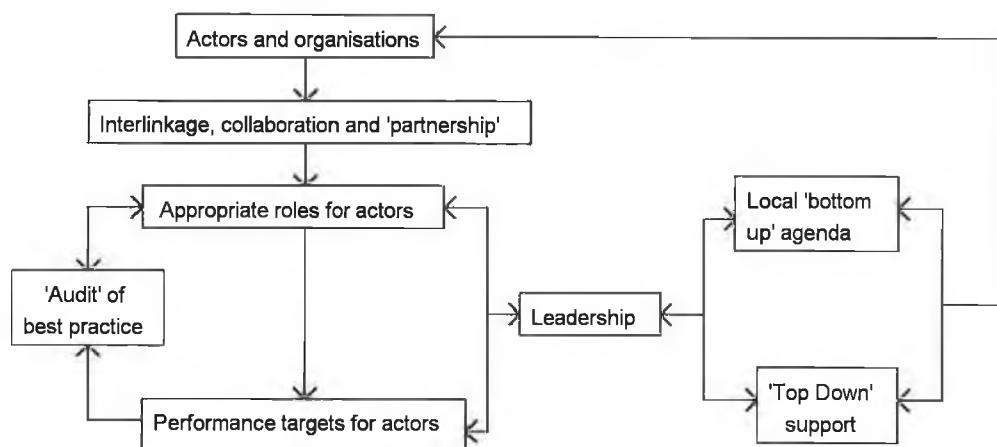
Source: Bennett, 1989.

44

2. Professionally staffed.

In order to realise the full potential of the funding expended on development initiatives, it is imperative to employ quality management and staff. Commins and Keane highlight that the ability to manage in a conventional business sense, needs to be augmented by community development techniques (National Economic and Social Council, 1994b, p. 225). This is supported by Craig and McKeowen who recognise that the range of work involved requires an appreciation of many different disciplines (Craig and McKeowen, 1994, p. 117). Commins and Keane also suggest that where a strategy has been finalised for an area, the employment of 'programme managers' to help in the implementation of the plan could be an option (National Economic and Social Council, 1994b, p. 225).

3. Training component.

In line with the recommendations of Craig and McKeowen (Craig and McKeowen, 1994, p. 118), Commins and Keane (National Economic and Social Council, 1994b, p. 226) suggest that a special training component must be included in this programme approach to area-based development. Though many different agencies and institutions are currently fulfilling some of the training needs of local development, the need to both extend and co-ordinate the range on offer is emphasised.

4. Technical assistance.

The requirement for technical support is evident in such areas as socio-economic studies, market analysis, feasibility studies, planning and evaluation (National Economic and Social Council, 1994b, p. 226). Technical assistance for community development groups is also required to enable them 'to participate at partnership level and to ... input into the planning process' (Craig and McKeowen, 1994, p. 128). The need for people with technical skills, in such areas as information systems and database management, is also acknowledged by commentators on the LEADER I programme (Kearney *et al*, 1994, p. 132).

5. Resource Centre.

The authors recommend the establishment of an infrastructure of 'Resource Centres', so that each local AID programme would be administered from a central location (National Economic and Social Council, 1994b, p. 226). This centre would also co-ordinate all development activities in the area - public and possibly private initiatives -, and operate as an information, advice, training and support centre for local animators. The need for such a centrally supportive office is supported by other studies of local development initiatives. One such analysis suggests that the availability of a 'local support structure was critical to the progress made by individuals and groups in the study', and therefore maintains that the existence of

supportive   relationships,   which   display   'trust   and
enthusiasm,   are   as   important   as   technical   skills   and
business expertise' (Faughnan, 1989, p. 247).

CHAPTER 4

ASSESSMENT OF THE PROGRESS
AND POTENTIAL OF THE
PARTNERSHIP COMPANIES

CHAPTER 4

ASSESSMENT OF THE PROGRESS AND POTENTIAL
OF THE PARTNERSHIP COMPANIES

4.1 Introduction.

Having outlined a framework for evaluating area-based partnership approaches to unemployment, the development to date of the PESP Partnership initiative in Ireland is now analysed. Firstly, the progress of the partnership companies in the context of the three stages of developing local employment initiatives is determined. Secondly, the capacity of the companies to be effective vehicles of partnership is examined. Thirdly, the presence of the key components of an area-based response to disadvantage is examined. Finally, pen-pictures are provided of four partnerships that currently operate in North Dublin.

4.2 Evaluation of the Partnership Initiative to date.

4.2.1 Local Employment Development Process.

The companies now operating in the PESP Partnership initiative are developing at two different levels. Firstly, the 12 pilot partnership companies, which have been in existence for approximately five years, have progressed through training and education to contribute significantly to local development (Area Development Management Ltd.,

1996, pp. 55-76). These 12 companies now see their role as 'enabler, catalyst and influencer' (Area Development Management Ltd., 1996, p. 82), and achievements to date suggest that this is indeed so. This group of partnership companies have been responsible for many achievements to date in the areas of: assisting enterprises; providing training/education for enterprise and employment; and funding infrastructural and environmental projects (Area Development Management Ltd., 1996, p. 75).

It is apparent then that these companies have completed the first stage of the process as outlined in Section 3.2 above. They have acquired the necessary development skills, which include learning, mobilising and creating the pre-conditions for development in their own areas. They have already begun the process of encouraging and assisting spontaneous initiatives. The capacity to continue and improve this process will depend on the resources available to the 12 partnerships and how well they make use of those resources.

Secondly, the new partnerships, established in 1994 (Section 2.2.3), are developing at a different level. They are currently engaged in acquiring the 'know-how of development' (Kearney et al, 1994, p. 24) and in initiating operational structures to enhance future development potential (Area Development Management Ltd., 1996, pp. 55-76). The achievements of these new companies in assisting and promoting employment initiatives, is, therefore,

50

significantly less than the original 12 pilot companies. Thus, this second group of partnership companies are still in the first stage of development, in the context of Figure 3.1 above.

4.2.2 Factors for Effective Partnership in Development.

1. The political feasibility of the partnership.

During the Initial Contact programme in 1991/1992, the partnership companies encountered concerns in relation to services aimed at the unemployed (Craig, 1992). This led to submissions from the partnership companies to the state agencies who have had to allow new policy procedures to be implemented. These have been in the areas of the continuation of secondary benefits and changes in the Social Employment Scheme (SES). The latter became the Community Employment Development Programme on a pilot replacement basis, and was then amalgamated with its predecessor, the SES, and another scheme, Teamwork, to become Community Employment (CE).

The differences between the original SES and the new CE, are threefold (National Economic and Social Council, 1994a, pp. 87-88):
(a) employment projects increased from involving one or two persons to typically ten or more workers;

(b) the employment of a supervisor, whose duty it is to maximise the development of the previously unemployed project workers;

(c) the retention of a range of secondary benefits to which the project workers had been entitled before employment on the project.

The success of this new CE programme is evidence of the viability of the partnership approach in confronting issues in an integrated and innovative manner, both on an individual company level and as a country-wide movement. However, the development of the political strength of the more recently formed partnership companies, is a cause for concern (Area Development Management Ltd., 1996, pp. 82-83). These new companies have not yet succeeded in attracting 'key local decision-makers' to participate in their deliberations or actions.

2. The organisation of the partnership.

Figure 2.2 outlined the structured approach to organising the partnership companies' boards, as well as the role of sub-groups in improving the functional efficiency of operations. For example the Northside Partnership has four sub-groups: Community Development; Education; Employment; and Enterprise (Northside Partnership, 1995, inside front cover). A number of board members are on each sub-group. However, an evaluation of the progress of the 12 pilot companies, suggests that

smaller boards of 12 to 15 members operate more effectively than the current size of 18 or more participants (Craig and McKeowen, 1994, p. 29).

Other organisational issues supporting the effectiveness of these partnership companies are:

- All partnerships have been established as limited company structures (Craig and McKeowen, 1994, p. 19)
- While there was a 'lack of clarity in the aims and objectives of the initiative' (Craig and McKeowen, 1994, p. 18), the compilation of individual area action plans ensured the attainment of common goals and cohesion in the 12 pilot companies (Craig and McKeowen, 1994, p. 32). An examination of their current area action plans, in Section 4.3, demonstrates the identification of clear goals and objectives in each partnership area (Ballymun Partnership, 1995; Finglas/Cabra Partnership, 1995; Northside Partnership, 1995). The new partnership companies, who submitted plans in late 1993, were also 'clearly able to formulate their aims and objectives for the foreseeable future' (Area Development Management Ltd., 1996, p. 49).
- While the potential contribution of each group of partners is identified (Table 4.1), the role which each partner then assumes needs to be clarified (Craig and McKeowen, 1994, 129-130). The need for the clarification of roles, and contractual agreement if appropriate, is especially true of the statutory

agencies, who have an important role in facilitating a multi-dimensional approach at educational, training, economic, social and community levels.

Table 4.1   Potential Contribution of Partners.

Partner	Contribution
Statutory Sector	Funding, expertise and personnel.
Community Sector	Local knowledge and experience.
Social Partners	Planning and networking skills. Knowledge of unemployment issues.

Source: Craig and McKeowen, 1994, 129-130; Craig, 1995, p. 27.

At an operational level, the contrast in the development of the pilot companies and the new partnership companies is evident in the following assessment (Area Development Management Ltd., 1996, p. 81):

In the 12 [original] Partnerships, roles have been reasonably well worked out; by contrast, in the [newly established companies] the development worker or co-ordinator has often been expected to take on too much work and responsibility.

Again referring to the current area action plans of some of the original 12 pilot companies, they clearly outline the financing requirements and sources, as well as the control function in their respective operations (Ballymun Partnership, 1995; Finglas/Cabra Partnership, 1995; Northside Partnership, 1995).

3. The managerial capacity in the company.

The implementation of each partnership company's action plan has demonstrated the capacity of the respective managers to adapt to local situations (Craig and McKeowen, 1994, pp. 24-25). Each manager has utilised one of the three approaches outlined in Section 3.3 above, as appropriate. For example, the 'delivery approach' has been adopted in Finglas and Mayo, where new ideas are generated, researched and implemented by the partnerships themselves. The Northside and Dundalk companies use the 'agency approach', supporting existing initiatives while establishing new independent agencies to delivery additional services. Finally, the 'brokerage approach', in which the partnerships attempt to utilise, strengthen and represent the existing development infrastructure, is used by the Ballymun company and Dublin Inner City Partnership (DICP).

However, most partnership board members interviewed admitted that, though additional resources had been advanced, these were for mainstream services and not

allocable to new innovative measures (Craig and McKeowen, 1994, p. 87). Strengthening the authority of the statutory partners is necessary to increase the autonomy of partnerships, and thus their managerial capacity.

4. Effective communication.

The most important issue here is that of the dissemination of information. A sample survey of unemployed people found that 66.7 per cent were aware of the partnerships' work (Craig and McKeowen, 1994, pp. 44-56). These findings are encouraging, say the authors, since some partnerships are not involved in direct service-delivery themselves. However, they did identify a need for improved dissemination of specific information on education and training options, as well as on employment opportunities.

For the initiative in general there also seems to be a need to improve communication. Though the objectives of the partnerships are specifically to improve the lot of the long-term unemployed, 'there is a need to establish more detailed guidelines for the putting into operation of the work undertaken with a clear reference to focusing on long-term unemployment' (Craig and McKeowen, 1994, p. 112).

5. Effective co-ordination.

Co-ordination and integration, especially in the provision of education and training, will need to be

improved (Craig and McKeowen, 1994, p. 130). However, there are questions relating to the appropriateness of a local development agency attempting to get statutory agencies to work more closely together (Area Development Management Ltd., 1996, p. 84). This may be an issue for the partnership movement in general, for ADM, or, indeed, for the Department of the Taoiseach and the Department of Enterprise and Employment (Figure 2.1).

4.2.3 Components of Area-based Integrated Development Programmes.

Introduction.

The PESP Partnership initiative is now analysed, using the framework as outlined in Section 3.4. In analysing the presence, or not, of the components of an area-based integrated strategy, this section will draw on the work of the partnerships themselves, where they have discussed the issues they will face in implementing their plans. It will also draw on evaluations of the partnership pilot phase, the Global Grant, LEADER I in Ireland, area-based rural development initiatives and other relevant literature. To some extent this section will overlap the previous discussion in this chapter, but in doing so will serve to highlight the successes or deficiencies in the current resources available to the companies.

The five components of the programme are:

1. Animation;

2. Professionally staffed;

3. Training;

4. Technical assistance;

5. Resource Centre.

1. Animation.

There are three stages to the process of animation (Figure 3.2):

(a) the identification of potential contributors to the development of the locality.

The initial formation of the PESP partnership company structures has ensured the targeting of individuals and groups involved in community development. Since then, the capacity of these individuals and groups to mobilise local people into action has been enhanced through a process of education and training (Area Development Management Ltd., 1996, pp. 55-75).

(b) the agreement and establishment of suitable structures for interaction.

Structures suitable for the linkages and collaboration required in animation, are ensured through the partnership company design, as outlined in Figure 2.2.

(c) assigning roles, setting targets and evaluating outcomes.

The assignment of roles has been achieved through the establishment of working groups (Figure 2.2), and the setting of targets has been achieved in the area action plans (Section 4.2.2). The partnerships have also acknowledged the importance of an evaluative role within their operations in specifically including this component in their plans up to 1999 (Ballymun Partnership, 1995; Finglas/Cabra Partnership, 1995; Northside Partnership, 1995).

The capacity for animation is present at least in the original 12 partnership companies. This is apparent in the successful growth of the initiative, and the organic nature of many of the developments in their localities. The new partnership companies will need to be aware of this need for animation, which requires access to training, support structures and funding (Area Development Management Ltd., 1996, p. 51).

2. Professionally staffed.

To date the management of the partnership companies have achieved a balance in retaining the momentum in all the main areas of education, training, enterprise and community development, as well as managing the partnership office, compiling "area action plans", and managing

information flows to and from the boards (Craig and McKeowen, 1994, pp. 117-118). However, the need for more focused training of the managers, in relation to managing a partnership, is raised.

The assignment of staff posed some difficulties for the operation of the partnerships. The quality of the staff was not an issue, but the authors posted some recommendations including (Craig and McKeowen, 1994, p. 118):

- staff who have been seconded to the partnership companies from the statutory sector or social partners should retain reporting lines to their parent organisations,
- staff should be appointed/assigned for three years, allowing continuity at operational level, and
- training should be provided for partnership management and staff, especially in the design and agreement of plans.

3. Training component.

Specifically, Commins and Keane highlight that new training programmes focused on enterprise and community development are recommended (National Economic and Social Council, 1994b, p. 226). It is also recommended that training should be made available in order to progress the partnership operation, to promote integrated planning and to assist the formulation of area action plans (Craig and McKeowen, 1994, p. 128). Faughnan commented on the need for

flexible training, in her analysis of two Dublin community-based enterprise development groups (Faughnan, 1989, pp. 247-248):

It is apparent that training needs are neither unidimensional nor static. Where a community is seriously pursuing enterprise development at different levels and through various forms, flexible training structures are required.

From a community development perspective *FÁS* offers various courses in such areas as leadership, and community and co-operative enterprise (Combat Poverty Agency, 1990, pp. 122-124). The Vocational Education Committees (VECs) also play a role in designing and providing programmes to improve the educational opportunities for individuals and groups involved in community development (Combat Poverty Agency, 1990, p. 126).

Third-level institutions have been offering an increasing number of courses in community development, leadership and voluntary sector management in recent years. The involvement of this sector has been crucial in facilitating the development of individuals and groups involved in many aspects of community development. The most notable contributors to date have been University College Galway (UCG) and St. Patrick's College, Maynooth. DCU has recently instituted a course in Voluntary Sector Management, which is accredited to certificate level.

4. Technical assistance.

Technical assistance, in the context of community development is (Community Technical Services, 1993, p. 3):

> ... a participative process, whereby the expertise
> of professionals, and those with other skills, is
> made available in the form of advice and services
> to the community, on a free or low cost basis ....

The same range of agencies and institutions that provide training, have also been involved to differing degrees in providing technical assistance to community development groups. This service has included socio-economic studies, market analysis, feasibility studies, planning and evaluation. UCG have provided services through the Centre for Development Studies; St. Patrick's College, Maynooth, through the Centre for Adult and Community Education; and University College Cork through the Centre for Co-operative Studies. Significantly, to this thesis, Commins and Keane state that 'this service provided by third-level institutions needs to be more explicitly recognised within their individual administrations and their funding bodies' (National Economic and Social Council, 1994b, p. 226). Currently they see only limited arrangements for the study of programmes and the dissemination of recommendations, which if improved would be of benefit to policy makers, trainers, managers as well as the recipients of the programmes.

Almost all other studies of local economic development initiatives have focused on this aspect of resource requirement. In the context of the PESP partnership initiative, there is a recognition of the need for technical assistance in enabling local community groups to participate as partners and enhance their input into the planning process (Craig and McKeowen, 1994, p. 128). In their analysis of the LEADER I initiative, Kearney *et al* note that one-third of the groups they analysed had hired private consultants to help in the preparation of plans and another third were assisted by the staff of third-level institutions (Kearney *et al*, 1994, p. 43). The need for people with technical skills, in such areas as information systems and database management is also acknowledged (Kearney *et al*, 1994, p. 132).

The lack of technical skills available to community development groups is apparent in the results of a survey carried out by UCG in 1979, which identified problems encountered by community organisations in the west of Ireland (Ó'Cearbhaill, 1982a, pp. 126-129). Out of a total number of 52 community groups that were surveyed, 14 (27 per cent) listed the 'lack of expert or professional advice' available as a problem. Weaknesses in formulating action plans were also noted in most of the groups. In the nineteen eighties, access to technical skills was highlighted as an important requirement of community development initiatives in Dublin (Faughnan, 1989, pp. 40-44).

A report commissioned by the DICP in 1993, into the community development process in the city stated that 'most groups are short of technical aid and financial resources to develop new projects' (Community Technical Services, 1993, p. 13). The report concluded that there was a demand for a community technical aid service in the city, and consequently an independent company - Community Technical Aid (CTA) - was established to work on a contractual basis with DICP. This service has not been extended to other areas of the city, so the need for access to technical assistance is still an issue for the partnership companies elsewhere.

5. Resource Centre.

The partnership companies have all been housed in locations accessible to locals involved in development and to the unemployed. As was discussed earlier, these centres are operated by competent management and staff, who have shown their capacity to administer the partnership functions and co-ordinate development activity in the partnership areas.

4.3 The Four North Dublin Partnership Companies.

4.3.1 Introduction.

In this chapter the various aspects of the area-based partnership approach to long-term unemployment have been discussed. The development of the movement to date has been outlined, as well as some of the problems which it faces. The progress of four of these partnership companies operating on the north side of Dublin city is now detailed. This discussion will serve to supply a clear background to the later description and evaluation of the recently established proactive network between these particular companies and Dublin City University.

Geographic Spread.

All four areas to be analysed here are neighbours on the north-side of Dublin, ranging between three and ten miles from the city centre (Figure 4.1). Ballymun is five miles north of the city centre and two miles south of Dublin's International Airport. One mile east of Ballymun, is the Northside Partnership, originally the Coolock Partnership which was extended after the pilot phase. Immediately to the west of Ballymun, lies Finglas, and the partnership there was recently extended to include Cabra. Further west is Blanchardstown, which covers an extensive area of seven parishes. The proximity of the four partnership areas to Dublin City University is also clear.

65

Figure 4.1. Map of Dublin – The Four Partnership
Companies and Dublin City University.
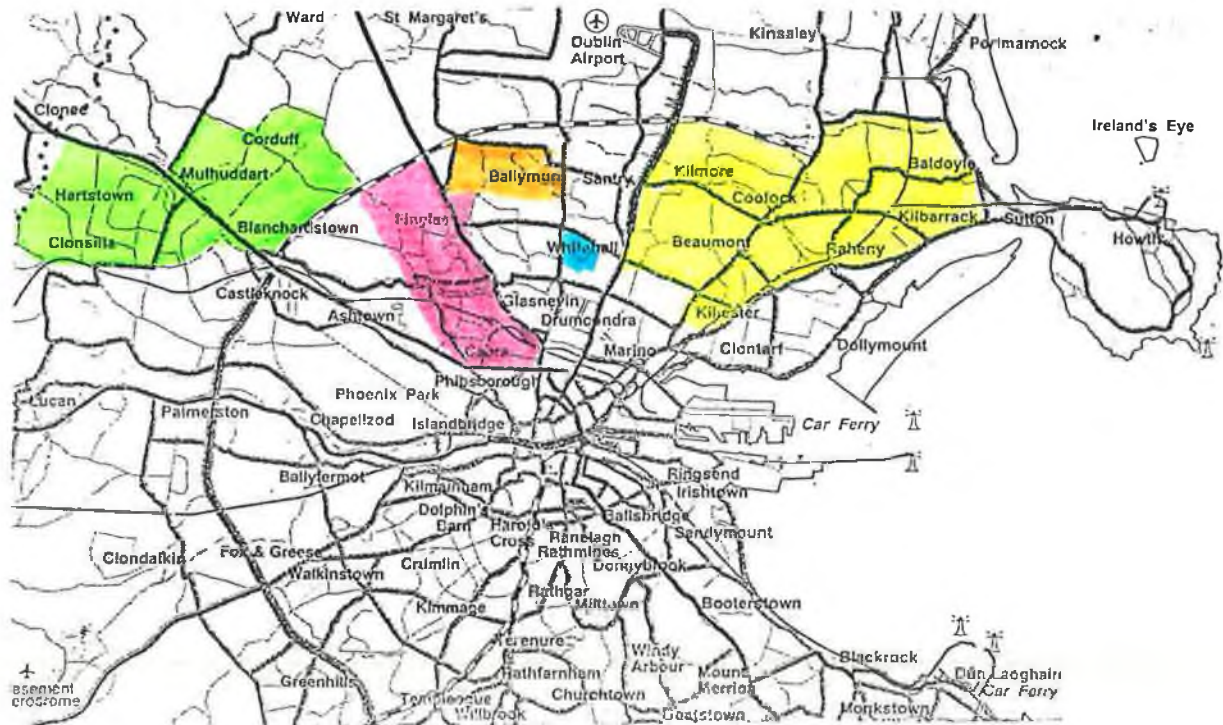
Ballymun Partnership Area

Blanchardstown Partnership Area

Finglas/Cabra Partnership Area

Northside Partnership Area

Dublin City University

Sources: NorDubCo, 1996; Blanchardstown Partnership, 1995.

4.3.2 Ballymun Partnership.

The area covered by the Ballymun Partnership 'is characterised by the highest rate of unemployment in the country' (Ballymun Partnership, 1995, p. 3) at 47 per cent (Table 2.6). The partnership's constituent population lives within a two square mile radius, concentrated on a number of high-rise blocks of flats. The town was built in the nineteen sixties, to solve the housing crisis of that time, and now has a population of over 20,000 (Ballymun Partnership, 1995, pp. 3-5).

Since the mid nineteen eighties, Ballymun has had a very good track record in community action. The BCC, which was established in 1984, has been instrumental in the formation of local initiatives such as the Credit Union and Job Centre, 1986 and 1987 respectively (Kelleher and Whelan, 1992, pp. 34-37). Also in 1987, the Ballymun Task Force was established to initiate improvements in the living conditions in the area (Kelleher and Whelan, 1992, p. 22). The Task Force adopted a partnership approach, to involve local people, public representatives, local authorities, the Eastern Health Board and the CPA. Other community organisations have complemented these efforts yielding an infrastructure of experienced, able and integrated individuals and groups, capable of piloting a new partnership approach to the problems of unemployment (Ballymun Partnership, 1995, p. 5).

The Ballymun Partnership is one of the original 12
pilot companies established in 1991. Given the existence of
a variety of community-based initiatives in the immediate
area, the partnership realised that its objectives would be
best achieved by acting as a central co-ordinator. This
'brokerage approach' adopted by Ballymun Partnership, as
already mentioned in Section 4.2.2 above (see Table 3.1),
does not entail establishing or delivering services to the
unemployed, but in strengthening the existing
infrastructure, through influencing policy, enhancing
linkages and lobbying for support from statutory agencies
(Craig and McKeowen, 1994, p. 24-26). This approach is
similar to 'a community interface model', used by
partnerships - including DICP - in contacting and supplying
the required services to the unemployed (Area Development
Management Ltd., 1994b, pp. 9-10). In this way Ballymun
Partnership has access to over 100 active community groups
in the area (Ballymun Partnership, 1995, p. 53)

In using this approach, which they term a 'Hub and
Spoke' strategy, Ballymun Partnership has succeeded in
integrating the approaches of the community sector, the
social partners and statutory agencies in the area. Some of
the achievements to date are (Ballymun Partnership, 1994,
pp. 2-4):

- researching the needs of and obstacles facing the
  unemployed, resulting in a more relevant approach to
  responses (e.g. SES was replaced by the CE - Section
  4.2.2);

- supporting the Ballymun Job Centre in placing more people in employment;
- helping the Ballymun Task Force establish a concierge and security firm for the refurbished flat complexes;
- commissioning a consultant's report on attracting business to the area, which focuses on a strategy of exploiting the hinterland of the nearby airport, in conjunction with the two neighbouring partnership companies, Northside and Finglas/Cabra (KPMG, 1993).

This emphasis on job brokering is complimented by a Comprehensive Business Support Network, which supports small and medium-sized enterprises, where they see the need for a menu of supports to be made available. The Partnership also supports the Ballymun Into Third-level Education initiative, which incentivises school children to continue through second-level and on to third-level education (Ballymun Partnership, 1994, p. 1).

Area Action Plan - A Strategy for Employment 1995-1999

The Ballymun Partnership has divided its plan up to the year 1999 into four distinct but inter-related areas. They discuss the objectives, targets, and strategies of each aspect of the programme, and the time and cost involved. The four areas of interest are (Ballymun Partnership, 1995):

1. **Enterprise:-** to encourage a spirit of entrepreneurship in the locality, which would generate the creation of new businesses and the expansion of existing ones. This would be supported through the provision of all forms of support, including: workspace; finance; mentors and contacts; as well as improved physical infrastructure. This approach would also serve to attract new investment.

2. **Employment Services:-** to offer career guidance, assessment, information and placement services to local unemployed people, leading to increased ambitions and aspirations, which will result in better qualified workers for more stable types of work.

3. **Education and Training:-** to improve the access, range and take-up of local educational and training opportunities. This is achieved through; enhanced child care supports; an integrated education plan for the area; flexible programmes of alternative and adult education; and support for those who wish to remain in mainstream education.

4. **Community and Environment:-** to improve the capacity of community groups and the physical appearance of the locality, by providing training, finances and facilities.

4.3.3 Northside Partnership.

While the original Coolock/Darndale partnership area had an unemployment level of 33.3 per cent in 1986 (Table 2.6), the recently extended Northside area now has an estimated level of unemployment of 20 per cent (Northside Partnership, 1995, p. 4). However, the level of unemployment in pockets of high disadvantage is estimated at up to 60 per cent.

The Coolock and Darndale areas contain a wide range of concerned community action initiatives, built up through the nineteen eighties. These include Northside (originally Bonnybrook) Centre for the Unemployed, Parents Alone Resource Centre, and the Coolock Development Council (Northside Partnership, 1994, p. 3)

The Northside Partnership, which is also one of the 12 original pilot companies, sees its function as 'a bridge to employment', facilitating training, support, business mentoring, and networking with local employers (Northside Partnership, 1995, p. 5). This strategy is termed the 'agency approach' (Craig and McKeowen, 1994, p. 24). It is characterised by establishing independent operations or using existing service providers, to bring the required services to the unemployed (Table 3.1). This will allow more time for the design of programmes for delivery. An example of this is the setting up by the Northside company of "Contact Point", in the local Centre for the Unemployed,

in late 1992. This is a 'professional placement and recruitment service' whose responsibility it is to 'assist unemployed people and employers to meet their placement and recruitment needs' (Northside Partnership, 1994, pp. 10-11).

The Northside Partnership's achievements to date include (Northside Partnership, 1994):

- Over 800 unemployed clients have been helped in finding jobs by end of 1994;
- Contact Point was providing services to another 1,200 people at the same time;
- 321 unemployed people were assisted in establishing their own enterprises.

From Welfare to Work - Area Action Plan 1996-1999.

The Northside Partnership company has identified a total of seven issues consisting of four objectives and three support programmes. The four objectives detailed below show a degree of correlation with those of the Ballymun Area Action Plan already outlined (Northside Partnership, 1995).

1. **Employment Services:-** to improve access of local people to local jobs through establishing another office on the same lines as "Contact Point" and another

"Jobs club" (both in the new parts of the extended partnership area), as well as maximising the use of the CE programme and investigating the need for and potential of a 'part-time work unit'.

2. **Enterprise and Economic Development:-** to encourage and assist local enterprises, through: programme support; idea generation; as well as education and workspace provision. The partnership also aims to develop the local economy by attracting new investment and co-operating with the other partnerships in developing the 'hinterland' of the airport.

3. **Education and Training for Employment Actions:-** to improve access, availability and participation in education at all levels, and to co-ordinate the full range of opportunities - external, academic, employment, vocational and enterprise.

4. **Child care:-** to facilitate all aspects of child care (training, facilities, minders, advice, helpline), enabling many unemployed to avail of education, training and employment.

The partnership company sees the three 'Support Level Programmes' as necessary for a sustainable recovery in the employment and economic fortunes of the area. These are (Northside Partnership, 1995):

1. **Youth Education & Training:-** to maximise the employment potential of young people, through promoting academic ambition and supporting programmes for early school-leavers.

2. **Family and Youth Welfare:-** to support marginalised sections of the community by appointing subgroups and task forces specifically for families and youth.

3. **Quality of Life:-** to improve the ability of community groups to work more effectively, focus on the physical environment and develop an active interest in arts, culture and heritage.

4.3.4 Finglas/Cabra Partnership.

Unemployment in the Finglas/Cabra area was 27 per cent in 1986 (Table 2.6), and is now estimated at 33 per cent (Finglas/Cabra Partnership, 1995, p. 5). Previously operating only in Finglas, this recently extended area comprising of 18 electoral wards, is seen to be 'relatively homogenous both in terms of its disadvantaged nature and the structures which underlie it' (Finglas/Cabra Partnership, 1995, pp. 5-6). Factors which contribute to the level of disadvantage include educational under-achievement, a young and expanding population, and a concentration on manual occupations (Finglas/Cabra Partnership, 1995, pp. 3-9).

74

While the community infrastructure was not as focused on unemployment as Ballymun, for example, there were approximately 170 representative and development groups in the area (Finglas/Cabra Partnership, 1995, p. 37). These groups, including resident associations and the Finglas Chamber of Commerce, have been instrumental in supplying the initiative for this partnership company (Finglas Partnership, 1992), which was also selected in 1991 as one of the 12 pilot companies.

With an undeveloped business support service, for both start-up and existing enterprises, the partnership immediately established the Finglas Business Initiative. In adopting this approach, they are using what is termed as the 'delivery approach' (Table 3.1) - designing, implementing and financing new services directly (Craig and McKeowen 1994). Achievements of the partnership to date include (Finglas/Cabra Partnership, 1995):

- Options - a Community Guidance and Placement Service, established on a pilot basis in Finglas;
- 11 units opened in a local business incubator centre in 1995;
- 132 long-term unemployed people helped towards self-employment;
- support for Schools-Industry Links Scheme (SILS) and enterprise competitions.

Planning for the Future - Area Action Plan 1995-1999.

The Finglas/Cabra Partnership company has identified six "themes", which correspond broadly with the areas in both Northside's and Ballymun's plans (Finglas/Cabra Partnership, 1995):

1. **Job Creation and Enterprise Development:-** to increase the rate of local economic development in order to enhance employment opportunities, through: supporting new and existing enterprises; generating new business ideas; networking with support agencies and financial institutions; and maximising the potential of the whole area of North Dublin.

2. **Services to Unemployment People:-** to establish, support and evaluate initiatives aimed at enhancing the potential of unemployed people to gain employment, through structured career guidance and advice centres.

3. **Education (Preventative):-** to improve participation rates in primary and secondary education by: tackling early school leaving; supporting alternative education projects; generating interest in third-level education; and enhancing the provision of pre-school facilities.

4. **Complimentary Education and Training:-** to bring about an increase in qualifications and academic/vocational achievement, by supporting and publicising access to

all levels of education for adults, while improving the range of courses available.

5. **Community Development:-** to facilitate the participation of all community groups in the area's development, focusing on the youth, the elderly and establishing a local arts resource centre.

6. **Environment and Infrastructure:-** to stimulate an interest in improving the physical environment and local infrastructure and services, through financial, information and research inputs.

4.3.5 Blanchardstown Partnership.

This area in North-West Dublin, had an unemployment rate of 18.9 per cent in 1986 (Area Development Management Ltd., and Geographical And Multi-Media Applications Ltd)[1]. However, the number of people living in the area has increased rapidly over the last number of years, and the Blanchardstown partnership area currently contains particular pockets of acute disadvantage (Area Development Management Ltd., 1996, pp. 19-20).

---

[1] Area Development Management Ltd (ADM), and Geographical and Multi-Media Applications Ltd. (GAMMA): analysis of 1986 Census of Population commissioned by ADM from GAMMA. Available from ADM to partnership companies for use in compiling area action plans.

In 1984 the Greater Blanchardstown Development Project (GBDP) was established, and, with the co-operation of religious, voluntary and statutory groups, has succeeded in developing a network of over 140 community groups in the locality. Initially concentrating on capacity-building through 'personal development and leadership training programmes', the GBDP, in 1992, began to direct its efforts towards community development (Kelleher and Whelan, 1992, pp. 22-23).

In 1994 the GBDP was instrumental in initiating a proposal under the OPLURD, and subsequently Blanchardstown was one of the new partnership areas selected under the programme. Since then, the partnership company has engaged in a consultation process with 'people, groups, organisations, agencies and businesses' (Blanchardstown Partnership, 1995), in order to compile a relevant action plan for the area.

The range of initiatives proposed by the partnership in their draft plan include (Blanchardstown Partnership, 1995, p. 3):
- Services for the unemployed and other groups;
- Education/Training;
- Personal/Community Development;
- Enterprise/Job Creation;
- Resource Centre

The company are currently in the set-up stage, forming structures, consulting relevant parties, planning and organising staff and premises. There are approximately 140 groups connected to the Blanchardstown partnership company.

4.4 General Comments.

Of the four partnership companies operating in North Dublin, three of the companies have been in operation since 1991, while one was established in 1994. Clearly the former are well developed, focused and are, in fact, putting the 'know-how of development' into action (Kearney *et al*, 1994, p. 24). Thus, they are firmly in the second stage of development, as outlined in Section 3.2. above. The latter company, while extremely active and capable, is currently establishing partnership structures and has not finalised a plan for the next number of years. It is still in the process of creating conditions conducive to development, and therefore, is in the first stage of development (Figure 3.1).

As has become clear in analysing the development of the PESP Partnership initiative, a requirement for technical assistance is accepted by many commentators. This need is also explicitly recognised by some of the partnership companies themselves. Ballymun Partnership acknowledged the need for external technical expertise by commissioning a consultancy group to develop a strategy for improving the employment situation in North Dublin (KPMG, 1993). In the

Finglas/Cabra Partnership Company's area action plan, that company specifically set aside finances for the provision of 'technical assistance supports' to help implement certain aspects of their strategy (Finglas/Cabra, 1995, p. 70). Similarly, one of the specific actions that the Northside Partnership includes in its plan is the provision of resources for 'technical assistance ... to research feasibility of a proposed project, develop legal structures and applications for funding and buy in professional assistance' (Northside Partnership, 1995, p. 21).

One option here, as mentioned in Section 4.2.3 of this chapter, is to formalise, and then develop, the existing relationship that many local groups have with third-level educational institutions in their area. Therefore the ability of these institutions to respond to the needs of community groups must be analysed. As there already exists, in a growing number of institutions, a widening range of training courses aimed at community development, the next chapter will focus on their willingness and capacity to deliver technical assistance to community groups.

CHAPTER 5

THE CHANGING FOCUS OF UNIVERSITIES

CHAPTER 5

THE CHANGING FOCUS OF UNIVERSITIES

5.1 Evolution of University.

The university is the key knowledge institution of modern society (Scott, 1984, p. 21).

Medieval to Liberal.

Though the focus of universities has changed over many centuries, its task remains constant. The university must continue to be 'the prime source of intellectual development for society' (Lynton and Elman, 1987, p. 1). In the Europe of the twelfth and thirteenth centuries, the medieval university firmly entrenched the idea of a separate intellectual authority, independent of the powers of the day, and concentrated on the classics, including law and philosophy (Scott, 1984, pp. 23-27). In the late eighteenth and early nineteenth centuries, after three hundred years of neglect and decay, the revival of higher education saw the establishment of the liberal university (Scott, 1984, pp. 28-52). Charged with the 'custodianship of an intellectual tradition' (Scott, 1984, p. 31), this liberal, or humanist movement, placed culture and people above science and ideas, with history and literature being

the dominant subjects. In broad terms, this remained the situation until the middle of this century.

The Modern University.

As technology and communication advanced rapidly through the middle part of the 20th century, knowledge was seen as an instrument that could make a significant and positive impact on economic growth and social justice (Scott, 1984, pp. 54-57). Where students had been the primary output of the higher education system for centuries, knowledge, as a product, would now be viewed as at least of equal importance to the university. This shift in emphasis has fundamentally altered the relationship between the university and society in two main ways, namely (Scott, 1984, pp. 54-55):

1. knowledge, and thus universities, have become more influenced by the interests of the state, the economy and civil society;

2. where previously the university's role was in maintaining an intellectual and pedagogical process, it now also assumed a political dimension.

Thus, because of the knowledge and know-how potential of the modern university, the independence achieved and retained by the medieval and liberal universities, has largely been eroded. Nonetheless, in an era when many aspects of our lives have become knowledge intensive, the

university remains the 'key knowledge institution' in society (Scott, 1984, p. 21).

The Knowledge Society.

The influence of knowledge on our lives, is shown in three ways(Lynton and Elman, 1987, pp. 16-27):

- technological innovation - material products and intangible services.
- technology transfer and knowledge absorption - the understanding and absorbing of new products and processes by all of society.
- transforming information into knowledge - relating raw data to different issues and activities.

Thus, the importance of knowledge should not be underestimated: 'The position of everyone in relation to their fellow citizens in the context of knowledge and skills will ... be decisive' (Commission of the European Communities, 1995, p. 2). While the impacts of knowledge on our lives impose responsibilities on the university as a 'the prime source of intellectual development for society', they also offer opportunities to the third-level educational system (Lynton and Elman, 1987, p. 1,17).

University-Industry Links.

The constant drive for technological innovation - be it demand pull from industry and consumers, or supply push

from researchers - has resulted in the establishment of many links between university and industry (Lynton and Elman, 1987, pp. 18-19). The nature of such links can cover a broad range of possibilities in areas including research, consultancy, training and education. The university can forge links with individual companies, with particular industries or with regional corporate interests.

A fine example of linkages is the University of Sheffield, in England, which has pro-actively designed and implemented a comprehensive series of such initiatives (University of Sheffield, 1994, pp. 2-9):

- Project Link University of Sheffield (PLUS). Established in 1993, this programme enables individual businesses and organisations to harness student expertise in finding solutions to technical problems, to improve products, services and marketing, and to generate new business ideas.

- New Technology Partnerships. Forums have been set up in the fields of engineering materials and technology, medical equipment and instrumentation, and industrial change and regeneration. These forums bring together users, manufacturers and academic staff, and their purpose is to ensure that research in the university strengthens the competitive edge of local companies.

- Sheffield Regional Technopole. The university has been appointed to develop a framework, in conjunction with other regional employers, for the introduction of Total Quality Management (TQM) in local manufacturing companies.

Other notable examples such as Cambridge, in England, and Silicon Valley and Route 128, in the United States of America, point to the successful linking of university research and industrial application, mainly in high technology industries (Segal Quince Wicksteed, 1988).

5.2 University-Community Interaction.

However, this co-operation with the business community only satisfies some of the knowledge responsibilities of a university (Lynton and Elman, 1987, pp. 21-22). In accepting the role of knowledge dissemination to society, the university can engage itself in substantial opportunities to form links with other 'external constituencies'. The 'hi-tech' industries which work closely with a university research function through formal links, or indeed who have their own facilities, will not achieve economic vitality alone. Lynton and Elman stress therefore, that medium-sized and smaller enterprises require assistance and advice in order to gain access to technology and to absorb this knowledge into their operations.

This need, and the resultant responsibility of universities, is not limited to interacting with private enterprises. Public agencies and organisations, including community groups, also require assistance in coping with new technologies and knowledge. There is an opportunity here for 'a wide range of activities, from individual consultation and short-term analysis and projects, to long-term, interdisciplinary applied research' (Lynton and Elman, 1987, p. 24). Though third-level educational institutions have always had a public service role, the need for a university to maintain this function is more important than ever as society continues to evolve (Roskens, 1985, pp. 85-86). 'Because education is the means by which society keeps pace with change' (Winkler, 1985, p. 143), it behoves the university to react so that both individuals and communities are involved in and are capable of adapting to these changes.

In the current economic situation, where unemployment is an issue for all European countries, educational institutions can become an important part of attempts to solve this problem (Commission of the European Communities, 1995, p. 12). In the past, one's chances of employment were enhanced through 'the traditional route: the paper qualification', but this can be seen to accentuate problems of unemployability, and, ultimately, social exclusion (Commission of the European Communities, 1995, p. 14). A new route, that would assist people in education and training, is emerging: 'the modern route: integration

beneficial for a number of reasons (Young, 1995, pp. 71-74):

1. To add to the knowledge-base available.

Community operators will bring a realism to the partnership, to aid the university's understanding of the issues faced in rejuvenating the locality. Third level institutions can bring their expertise to the partnership, in suggesting and testing solutions.

2. To focus additional minds on the problems.

Partnership is a powerful instrument in the identification of root causes of problems, and in generating new integrated long-term solutions. Collective thinking and co-ordinated action is required to solve complex societal problems.

3. To provide a reality check for ideas.

Theories and projects emanating from university research, which previously would have been shelved through the lack of understanding, could now emerge as complete and achievable strategies.

Where such interaction exists between the university and local communities, theoretical models for development can be used to monitor actual developments analytically (Ross,

1982, p. 118). This analysis will inform the theory, and more relevant and complete models can emerge. However, care must be taken when giving practical advice to communities, as the models which emerge may be inappropriate to particular situations (Ross, 1982, p. 118).

4. To diminish university reputation as exploiters.

Universities have various reputations, some deserved, including treating the local area as property to be acquired for campus extension, or as a convenient and accessible laboratory. The university-community partnership approach can be a vehicle to redress this image and to resolve future problems as equal and involved partners (Goddard, 1996, p. 20)[1]:

> The challenge is to move the university agenda on from an exploitative relationship with the city - in it, but not of it - to a resource/ development/stakeholder/investment model, which highlights the mutual interdependency of the city and the university.

---

[1] Goddard, John, 1996. Managing the University/City Interface. Centre for Urban and Regional Development Studies, University of Newcastle upon Tyne. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

5. **To ensure the long-term viability of university.**

It is in the interest of the university as much as the community to enhance the quality of local community life, as not many third-level students come from the marginalised and under-privileged social groupings. From a funding perspective also, it is important to attach a university to a community. In the 1980's, the Leeds Metropolitan University reacted to the reduction in state funding, by undertaking applied research in such areas as public policy, labour market, and community needs and development, which yielded contractual fees (Burden and Porteous, 1996, pp. 2-8)[2]. Both national governments and the European Union, now emphasise the necessity for partnerships of actors and agencies, in tackling regional development (Goddard, 1996, p. 15)[3]. The requirement that much of the funding available to community development now necessitates the involvement of partners 'outside' the community sector, offers the opportunity for higher education institutions to increase participation in the developmental process.

---

[2] Burden, Tom, and David Porteus, 1996. <u>Policy Research, the Local Economy and Community, and City Governance</u>. Policy Research Institute, Leeds Metropolitan University. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

[3] Goddard, <u>*op. cit.*</u>.

5.3 Dublin City University - Background and Activities.

> An Irish university has to be more proactive than
> its OECD counterparts in jointly exploring with
> external organisations the value to them of
> investing in skills and knowledge (Dublin City
> University, 1995b, p. 23).

The University.

Located in Glasnevin, on the northside of Dublin city,
the campus on which DCU is situated, has been used as an
institute for education since the 1830s (Dublin City
University, 1995a, pp. 5-6). It was originally established
as a centre for agricultural education, and, from 1926
until 1978, housed some of the Agriculture Faculty of
University College Dublin (UCD). A National Institute for
Higher Education was then established there, enrolling its
first students in 1980. Since then, it has provided
programmes to cover the complete range of undergraduate and
postgraduate levels of academic achievement. Seven
faculties provide a wide choice in the fields of business,
computing, mathematics, humanities, engineering, science
and education (Dublin City University, 1995a, p. 7). In
1989, University status was granted to the institute, and
it's name changed to Dublin City University. It currently
has over 5,000 students (Dublin City University, 1996b, p.
4).

External Links.

DCU has always had an extremely co-operative and productive relationship with industry. Many undergraduate students are placed, for at least six months of their courses, with a wide range of businesses. The companies involved in this Integrated Training (INTRA) programme include professional, commercial and industrial operations (Dublin City University, 1995a, p. 46). In conjunction with professional bodies, the university has developed highly focused and industry specific post-graduate courses. Courses such as Masters of Science Degrees in Investment and Treasury Management, Biological Sciences, and Instrumental Analysis, demonstrate the up-to-date focus of the university, and the ability to work in partnership with industry and the professions (Dublin City University, 1996b, pp. 58-67). In the area of applied sciences, 200 students are currently working on industrial research projects, to provide direct technical services to Irish companies (Dublin City University, 1996a, p. 4).

5.4 Dublin City University/Community Interaction.

The mission of DCU is as follows (Dublin City University, 1995b, p. 2):
• to help Irish society to understand social, economic and technological forces for change, within their historical and cultural setting;

93

- to help to lead, question, influence and manage such changes;
- and to prepare people to contribute effectively to the society of the future, in Ireland and world-wide.

The dominant theme in DCU's strategy is for an innovative culture, which will allow new ideas and approaches to the university role to develop and prosper (Dublin City University, 1995b, p. 3). As well as innovating in the areas of education, research, and facilitative organisational structures, the university must find new ways of working with the public, private and voluntary sectors (Dublin City University, 1995b, pp. 9-39). 'Service can be provided to external organisations through research, consultancy, management education and training, conferences, publications, and information services' (Dublin City University, 1995b, p. 25).

The commitment of DCU to a community role has always been an integral part of its overall mission (Dublin City University, 1995b, p. 29). Now, however, it is appropriate that DCU 'should serve as catalyst in the development of the North Dublin region and its environs' (Dublin City University, 1995b, p. 4); it will be 'an engine of transformation for North Dublin' (Dublin City University, 1995b, p. 29). Specifically, the university is committed to working with local organisations and communities.

DCU's Community Mission in Action.

In 1995, Dr. Daniel O'Hare, President of DCU, set up an internal working group to identify, research and recommend initiatives designed to open up the University to north Dublin communities. As a result of the success of the four neighbouring partnership companies in harnessing, co-ordinating, and, indeed, representing local participation in community development - as outlined in chapter 4 - it was agreed that the most efficient way to access local people was through this existing infrastructure (Figure 4.1). This would allow access to approximately 500 community groups, which have established links with the partnership companies in North Dublin.

Up to this point, although there was no formal structure nor unified approach in place, there had been many informal and ad hoc contacts between community groups and DCU personnel on an individual basis. Thus, a certain amount of knowledge and appreciation of the need of such groups was available within the University. As a result, the working group generated some very exciting ideas, that would facilitate the development of links between the university and local communities.

Potential for Formal Links.

Two major avenues of potential emerged. At a strategic level the university could establish contact with the

95

partnership companies with a view to furthering a co-ordinated regional approach to the development of North Dublin. This has since become a reality in the form of NorDubCo - an alliance of DCU, and the Ballymun, Finglas/Cabra and Northside Partnership Companies - whose 'mission is to promote the economic and social development of the North Dublin region' (NorDubCo, 1996, p. 2).

A second innovative proposal to establish interactive systems with local communities, was for the structured provision of technical assistance to the partnership companies, in the form of research skills. Community groups do not have ready access to the resources necessary for the proper and complete research required to provide timely and relevant information on which to base decisions (Section 4.4). In establishing structured links in this way, the diffusion of knowledge and know-how between the university and the local communities would be enhanced. This proposal was also accepted, and a decision to investigate and establish an appropriate network, on a pilot basis, was taken. This pilot programme is described in the next chapter.

CHAPTER 6

ESTABLISHMENT OF THE
DUBLIN CITY UNIVERSITY/
PARTNERSHIP COMPANY NETWORK

CHAPTER 6

ESTABLISHMENT OF THE DUBLIN CITY UNIVERSITY / PARTNERSHIP COMPANY NETWORK

6.1 Introduction.

The design and establishment of a network to enhance the linkages between a major learning/research organisation and local communities, are now detailed in this chapter. The aim of this chapter is to equip the reader with a complete understanding of the pilot programme. The network forms the operational part of DCU's commitment to local communities, by providing technical services and information to organisations involved in community development.

6.2 Objective of the Pilot Programme.

The overall objective of the pilot programme is the development of a system or network, that would improve the knowledge and know-how flows between DCU and the four North Dublin Partnership Companies, with a view to enhancing the community development process. It is envisaged that by providing technical services to the partnership companies, information and skills will be transferred, thereby improving the competencies of community activists, while simultaneously enriching the university as a key knowledge institution in the city.

The implementation of the programme encompasses the following four distinct phases:

- Phase 1: Design of the system;
- Phase 2: Resourcing the system;
- Phase 3: Establishment of the system and development of test criteria;
- Phase 4: Evaluation of flows and impacts of the system.

This thesis deals with the first three phases, which have taken approximately 18 months to complete. The latter phase is currently being undertaken, and will critically analyse the strengths and weaknesses of the system, over the next two years.

6.3 Phase 1: Design of the Network.

The design of the network can be analysed under four headings:

- network specification;
- network participants;
- network processes;
- organisation and management.

6.3.1 Network Specification.

In order to enhance existing linkages and establish new relationships between DCU and the four North Dublin partnership companies, a system is required that will

facilitate both increased interaction and more dynamic information exchanges.

This network or system should be:

- proactive - to enhance the flow of information between DCU and the partnership companies, in both directions;
- flexible - to allow for variations in the number of participants, and improved interaction between participants;
- effective and efficient - in terms of achieving targets and utilising resources;
- informed - to facilitate the definition of real issues, that are relevant to the preparation and/or implementation of the partnerships' area action plans;
- competent - to accurately target sources of information and expertise, both within DCU and elsewhere;
- transparent - to allow monitoring of activities and, in particular, the quantity, quality and content of information flows;
- intelligent - to facilitate quantification of impacts achieved;
- structured - to ensure clarity of roles and communication lines;
- applicable/adaptable to other situations of university-community interaction.

6.3.2 Network Participants.

A fundamental aspect of networks is that information flows between 'people rather than organisations' (Commission of the European Communities, 1992, Chapter 9, p. 5). Therefore, both the 'formal and informal contacts' that are involved in a network are key to its efficiency (O'Doherty, 1995, p. 5).

Firstly, the roles of each group of participants in the DCU/Partnership Company network are outlined, and secondly, the level of interaction that is required within the network is illustrated (Figure 6.1).

The categories of participants required to activate and operate the system are:

- researchers;
- implementors;
- mentors;
- facilitators.

The Researchers.

The key participants in this programme are the researchers. The design of the system requires that they act as the main information transfer vehicle between the partnership companies and DCU. These researchers are assigned to particular research projects, which each partnership company selects. Through utilising the

information, facilities and competencies of the university, the researchers will gather information and knowledge for the partnership companies, while exposing these companies to the skills and methods of knowledge acquisition and discovery. As the conduit of knowledge and know-how exchanges, the researcher must find solutions or make recommendations regarding the issues being researched. Thus the diffusion of both information and skills is facilitated.

The Implementors.

As well as identifying relevant research projects, as mentioned above, each partnership company provides an implementor to each project it has selected. The role of each implementor is to define the precise objective of the research issue; to manage the researcher and the research project; and, ultimately, to implement the recommendations of the completed research, where appropriate. The implementors, therefore, have the main responsibility for the success of the research project.

The Mentors.

Dublin City University, for its part, appoints an academic mentor to each researcher. His/her role involves assisting the researcher in the formulation of a strategy and methodology to meet the research objective; sourcing additional expertise within DCU, and elsewhere, as

required; and networking with the partnership implementor where appropriate.

The Facilitators.

Facilitators are required to establish and support the links as envisaged by the system design. As well as establishing and supporting the network, the facilitators: monitor the information flows within the system; support the development of the competencies of the researchers; and create and maintain a structure and environment that support the effective and efficient functioning of the system (Figure 6.1).

Figure 6.1   Interaction of Network Participants.

────────── = Line of responsibility.

── ── ── = Line of communication.
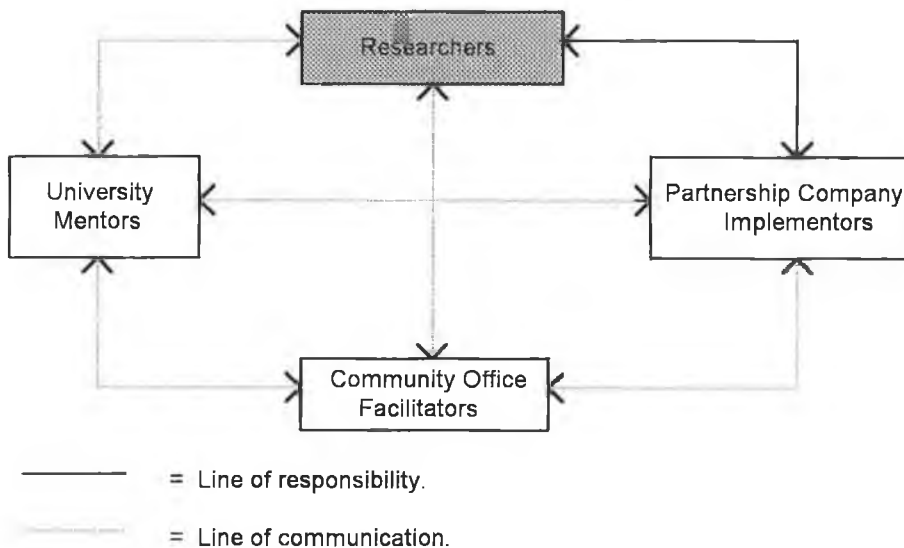
The facilitators are: one supervisor/manager; two assistants; and one senior researcher. The supervisor/manager and the assistants are accommodated in the newly established Community Office in Dublin City University Business School. This office serves is a focal point for the programme and other community related activities. A senior researcher on the staff of DCU is appointed to manage the overall pilot programme.

Critical Mass.

In order to test the feasibility of the system it is considered necessary to initiate a total of eight projects - two for each of the four partnership companies. Thus, the network, as designed, involves twenty-eight participants - eight researchers, eight implementors, eight mentors, and four facilitators.

Building the Network.

The network is established through the creation of 'links' and 'chains' (Figure 6.2). A link between two participants is the simplest form of interaction, for example between a researcher and an implementor. It represents an agreement between the two participants to share information. A chain encompasses two or more links. Therefore, the researcher, implementor and mentor involved in a particular research issue, are in a single chain, which includes the facilitators (Figure 6.1). A network

encompasses two or more chains, and thus the system, which has been designed for this programme, now involves a network of eight chains - being the eight projects.

Figure 6.2 Building the Network.

Link = Two participants

Chain = Three or more participants

Network = Two or more chains
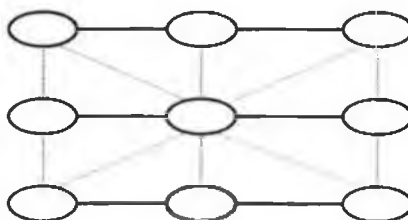
6.3.3 Network Processes.

The successful execution of research projects and the implementation of the resulting recommendations, is the central element employed in the transfer of knowledge and know-how between the partnership companies and DCU. As well as these research and action processes, the network is teaching oriented and is itself a learning system. The roles and expectations of each group of participants are summarised in Table 6.1.

Table 6.1 Network Participants - Roles and Expectations.

Participants	Roles	Expectations
Researchers	Main conduit for diffusion process. Solutions/analysis on research issues.	Meaningful, rewarding work experience. Development of skill base. Contribution to socio-economic development.
Implementors	Issue definition. Responsibility for project. Network with mentors.	Development of links with educational institution. Improvement of knowledge and know-how.
Mentors	Mentor graduates. Network with implementors. Access expertise.	Enhancement of knowledge and understanding of socio-economic issues. Contribution to socio-economic development.
Facilitator	Establish and support links. Monitor information flows. Develop researchers.	Meaningful, rewarding work experience. Development of skill base. Contribution to socio-economic development.

6.3.4 Organisation and Management.

The organisation of the network is outlined in Figure 6.3 below. It clearly shows the main features of the programme - the stakeholders, the projects, and the lines of responsibility and communication. The programme is directed by the senior researcher in the Business School, on behalf of DCU. The Community Office supervisor/manager has a pivotal role to play in the operation of this programme. In addition to responsibilities associated with the day-to-day activities of the programme participants, the supervisor/manager maintains close liaison with the three other major stakeholders in the programme - DCU, the partnership companies, and FÁS.

An important feature of the pilot programme is that the researchers are seconded from DCU to the partnership companies and are therefore in a line management relationship with the partnership implementors. Researchers have informal, though crucial, relationships with the facilitators and the mentors. The researchers prepare progress reports on a weekly, monthly and three-monthly basis.

Figure 6.3 Proactive Network
- Organisation and Management.

☐ = Participant Organisations.	▨ = Stakeholder Organisations.	
⬭ = Network Participants.	⬭ = Steering Group Participants.	
—— = Lines of responsibility.	- - - = Lines of communication.	
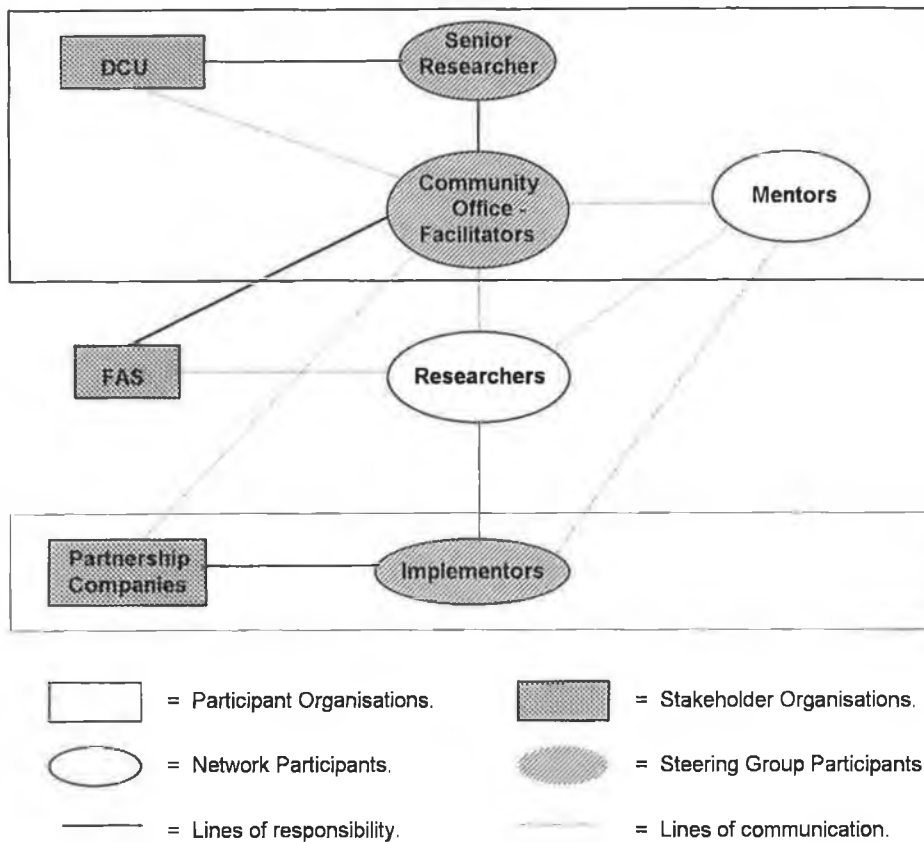
The participants involved in any particular research project meet as frequently as required, while participant groups also arrange meetings at regular intervals. For example, the researchers meet as a group on a weekly basis for a number of reasons: to participate in a specially designed training programme; to discuss and share experiences; and to resolve issues associated with their particular work.

A steering group, composed of representatives of DCU and the partnership companies, meets at two month

intervals, to discuss progress, and advise on policy and management matters.

6.4   Phase 2: Resourcing the Pilot Programme.

The major challenge in putting the network into operation was to fund the eight researchers for the projects and the three facilitators required to staff the Community Office. This was eventually achieved through a FÁS CE Scheme, which, although not ideal, enabled the programme to proceed. The financial contribution from FÁS, over the first year of the pilot programme, amounts to approximately £100,000.

A significant restriction associated with the CE scheme is that the researchers - graduates in this case - can only be recruited from the Live Register on a part-time basis, and are encouraged to seek permanent employment elsewhere at the earliest opportunity (*Foras Áiseanna Saothair*, 1994). This presents a double-edged sword. On the one hand, unemployed graduates are given the opportunity of part-time employment, as well as a training programme, to facilitate their gaining full-time employment. On the other hand, the execution of the research projects can suffer from the very success of researchers gaining full-time jobs before their particular project is completed. Furthermore, contracts can only be issued on a 12 month basis, with no guarantee of renewal.

The contribution from FÁS also paid for the full-time supervisor/manager and two part-time assistants. The senior researcher appointed to manage the network, is on the staff of DCU.

The other resources required to activate the network were forthcoming from the university and the partnership companies. DCU agreed to provide accommodation for the Community Office, in the Business School, and positively encourages academic staff to participate as mentors on a voluntary part-time basis. The partnership companies agreed to appoint implementors - also on a part-time basis - to be responsible for the research projects, and the companies also provide accommodation, including facilities, for the researchers.

6.5   Phase 3: Establishment of the Network and Development of Test Criteria.

6.5.1   Establishment of the Network.

In spite of the restrictions regarding the recruitment of participants as outlined in Section 6.4 above, the calibre of individuals seeking employment exceeded expectations. This facilitated the selection of graduates, suitably qualified in academic fields that are relevant to the issues being addressed. Project topics for the eight researchers were selected by the partnership companies, who

had identified issues, from their individual area action plans, that needed research.

The preparation of detailed project plans proved more difficult. This was due to a combination of factors including; the inexperience of the graduates in carrying out research; the lack of familiarity of the partnership companies in managing research projects; and some initial confusion regarding the roles and responsibilities of facilitators, implementors and mentors. In spite of these difficulties, eight projects have been defined - seven originating from the partnership company programmes and one from a local Chamber of Commerce (at the request of the partnership company in that area). An implementor and a mentor were appointed to each of the researchers. The setting up and staffing of the Community Office proceeded smoothly.

The roles of each category of participants (researchers, implementors, mentors and facilitators) have since been clearly defined. The programme steering group has been appointed and its terms of reference agreed. The complete network was established within four months of the allocation of funding, and conforms in all essential elements to that outlined in Phase 1 above (Section 6.3).

6.5.2 Development of Test Criteria.

The basic hypothesis of the initiative is that it should open up the university to the community in a structured yet flexible manner. It should thus facilitate an enhancement in the rate of diffusion of information and skills from DCU. It should also improve the rate of application of the information through specific partnership company actions. In doing so, it should make a positive and quantifiable contribution to the community development process.

This programme sets out to demonstrate the critical factors which influence the performance of a proactive university-community network. In the research and testing phase, attention is concentrated on the content, quality and volume of information flowing through the system, and on the factors which determine the capability of the system to perform. The data collection will be conducted by the facilitators in the university's Community Office, who are in a unique position to access all participants and observe much of the interaction occurring (see Figure 6.3 above). Analysis of the information will be the task of both the senior researcher managing the programme and the supervisor/manager of the Community Office.

The data collection is focused on the following five areas:

1. Lines of interaction established:
    - range and content of projects presented;
    - number of links and chains in the network;
    - range of expertise of the participants.

2. Quantitative data relating to the volume, content and quality of information moving through the network:
    - number, nature and origin of demands for information, advice and training;
    - number, nature and source of deliverables;
    - number and nature of demands not sourced.

3. Quantitative data on the application of information, advice and training delivered to the partnership companies:
    - timeliness of delivery;
    - implementation of recommendations;
    - results of implementation of recommendations..

4. Subjective data on the system:
    - competencies of the participants in terms of skills, knowledge, experience, contacts and attitude;
    - adequacy of the processes employed;
    - suitability of the organisation and management structure.

5. Quantitative data on the size and nature of the network developed and the potential for expansion and/or replication at other third-level educational institutions.

It is important to note that when a network has been successfully created and sustained over a period of time, it reaches the point where a decision must be made to 'go out of being or to become a formal organisation' (Commission of the European Communities, 1992, Chapter 9, p. 6). The results derived from the data collection and analysis outlined above, should inform this decision in due course.

6.6 Preliminary Results.

Since the pilot programme has only been active for a number of months, the impact of the network cannot yet be quantified. However, it is a worthwhile exercise to detail the initial results and highlight issues that have arisen to date. Details of the eight chains that constitute the network are given in Appendix A. For each chain this details: the relevant partnership company; the research project undertaken; the graduate engaged in the research; the partnership implementor responsible for each project; and the university mentor involved with each project. The facilitators are the link common to all eight chains.

6.6.1 Scope and Content of Research Projects.

The range of projects included in the programme demonstrates the diversity of issues related to community development, and, in most cases, directly to the problem of unemployment (Table 6.2). Research projects on technology issues, the availability of workspace, and an assessment of local enterprise development, are hugely relevant to the lack of jobs in the partnership companies' areas. Groups that are marginalised through under-achievement, violence or discrimination, are being helped by projects focusing on education, training and communications.

Table 6.2   Scope and Content of Research Projects.

1. Unemployed females - technology and enterprise.
2. Part-time adult education courses
        - database development.
3. Communications strategy for Partnership Company.
4. Start-up enterprises - assess and support.
5. Key issues for Partnership Company Year 2000 plan.
6. Increase participation in second-level and
        third-level education.
7. Inventory of local facilities (industrial,
        commercial and community)
8. Level and nature of domestic violence.

6.6.2 Qualifications and Expertise of Participants.

The Researchers.

As mentioned earlier, the calibre of unemployed graduates available to the pilot programme has proved to be very high (Table 6.3). Relating these to Table 6.2 above demonstrates the relevance of each researcher's background to the particular project in which he/she is engaged. For example a Diploma in Education is useful in researching adult education options (Project and Researcher No. 2), while a background in Management Science is very relevant in researching issues relating to enterprise development (Project and Researcher No. 4).

Table 6.3 Profile of Researchers.

1. B.A. - Geography and Economics: Diploma in Education.
2. B. Sc. - Maths, Chemistry and Biochemistry: Diploma in Education.
3. B.A. - Economics and Politics.
4. B.Sc. - Management.
5. B.A. - History: Diploma in Business Studies.
6. B.A. - International Marketing: Diploma in Arts Administration.
7. B.Commerce.
8. B.A. - Social Science.

The Implementors.

An appreciation of the importance of the programme on the part of the partnership companies, has ensured that the implementors assigned to the research projects are capable of managing the research projects, while facilitating the transfer of knowledge and skills. Evidently the process is enhanced by both the quality of the implementors and their status within the partnership company. Table 6.4 summarily profiles the positions of the implementors. As detailed in Section 6.3.2, the ideal number of implementors is eight, two from each partnership. However, Blanchardstown Partnership is not yet in a position to supply two people, but it is hoped that as the company progresses, staff will become available to act as implementors.

Table 6.4   Profile of Partnership Company Implementors.

Northside	1. Women into Enterprise and New Technology (WENT) - Project Co-ordinator.
	2. Education Officer.
Ballymun	3. Community Liaison Officer
	4. Enterprise Manager.
Finglas	5. Chairman Finglas Chamber of Commerce.
	6. Education Co-ordinator.
Blanch-ardstown	7. Manager of Partnership Company.
	8. Manager of Partnership Company.

The Mentors.

The mentors involved in the programme, have been appointed by the university on the basis of enthusiasm/interest and not necessarily expertise. In most cases the programme has achieved a very good fit between the project and the mentor (Table 6.5). For example, the Senior Researcher in Innovation Management is a mentor attached to the enterprise development project, while the Strategic Planning Executive is involved with research on key issues for one partnership company's future plans. Where the fit may not be as neat, the mentor can use his/her experience to access expertise that is currently outside the network.

Table 6.5 Profile of University Mentors.

1. Lecturer, Management, Business School.
2. Senior Information Officer, Library Services.
3. Lecturer, Communications School.
4. Senior Research Fellow, Innovation Management,
   Business School.
5. Strategic Planning Executive, President's Office.
6. Lecturer, Voluntary Sector Management,
   Business School.
7. Senior Lecturer, Economics, Business School.
8. Senior Lecturer, Accountancy, Business School.

The Facilitators.

The quality of the facilitators appointed to the programme is also of a very high standard (Table 6.6). The programme is overseen by a Senior Research Fellow in Innovation Management on behalf of DCU. The Supervisor/Manager of the Community Office is a highly qualified academic and an experienced facilitator. The two assistants facilitating the network are also experienced and capable operators.

Table 6.6   Profile of Facilitators.

1. Senior Researcher.	Senior Research Fellow, Innovation Management, Business School.
2. Supervisor/Manager of Community Office.	B.A. - Philosophy: M.A. - Art, Gallery, and Museum Studies.
3. Assistant.	B.A. - Irish, Archaeology.
4. Assistant.	Administrative Experience

6.6.3 General Comments.

An initial difficulty encountered relates to the continuity of the researchers and the facilitators as participants in the programme. Already, within five months of establishment, three participants have accepted full-time jobs elsewhere. While this is important from the point of view of FÁS, and indeed the participants, it poses a problem in maintaining the momentum of the particular research projects in which they were engaged. Another aspect of the conditions is the part-time nature of the contract work, which can inhibit progress that could be achieved through resourcing full-time technical assistance elsewhere.

However, all participants are pleased with the progress of the pilot programme at this stage and are already noting some tangible benefits. The partnership companies have access to skills and technical services not normally available to them in such a cost-efficient and interactive manner. They are also beginning to appreciate the advantages of a structured access to their local university.

DCU is gathering valuable feedback on the performance of graduates working in the community, as well as an understanding of the types of issues that can be successfully addressed by the university. It is now in a position to assess its capacity to respond to specific

requests for information, training and advice, and to examine the capacity of the partnership companies to apply what the university programme delivers.

FÁS considers that the initial results indicate that this well-structured research programme provides an excellent skills development opportunity for the previously unemployed participants.

It is also important to note that the participants are highly motivated. Researchers, facilitators and implementors enjoy the university atmosphere and culture, while mentors have a personal interest in 'putting something back into the community'. From the research stand-point the mentors are also interested in studying the overall project in relation to the management of knowledge and know-how flows. As was noted in chapter 5, this is a topical subject in the context of the increasing importance of the knowledge-based economy.

CHAPTER 7

EVALUATION OF THE UNIVERSITY/ PARTNERSHIP COMPANY NETWORK.

CHAPTER 7

EVALUATION OF THE UNIVERSITY/
PARTNERSHIP COMPANY NETWORK

7.1 Introduction.

As this programme involves the interaction of two well established and separate parties - the partnership companies and the university -, it is important to analyse the situation from both viewpoints. University-community networking is, as yet, an evolving phenomenon, with little analytical material available. Therefore, it is necessary, in attempting to evaluate the network outlined in Chapter 6, to borrow from more developed study.

As mentioned earlier in this thesis, the existence of links between university and industry is well entrenched in modern society. It is also a well-documented area of analysis. In a study of partnerships between higher educational institutions and business, carried out by SRI International and the American Association of State Colleges and Universities (AASCU) in 1986, 10 elements were identified as being important to the success of economic development initiatives (Powers *et al*, 1988, pp. 124-126). Thus, to structure this evaluation, and to ensure completeness, the above network will be examined, from the university's perspective, under those 10 headings.

123

There are a number of issues to which business must give attention, when entering into research relationships with third-level institutions (Powers *et al*, 1988, pp. 142-143). These, similarly, provide an appropriate and useful evaluative framework for community groups, who are involved in the development of local enterprise and/or the local economy.

7.2 The University Perspective.

The 10 elements highlighted by the SRI-AASCU survey cover a broad range of cultural, physical and structural issues (Powers *et al*, 1988, pp. 124-126). In an analysis of the UK experience of university-industry collaboration, it is stressed that 'no specific rules apply to govern the impact' of a university on the local economy (Segal Quince Wicksteed, 1988, p. iv). What is important is the diversity of factors conducive to partnership. In addition to the 10 elements that are addressed here, many other factors contribute to the success of university-industry interactive systems - such as the financial aspects, and the education and training role of a university (Segal Quince Wicksteed, 1988, pp. 47-64). However, as before, the discussion focuses on the area of technical assistance and the transfer of knowledge and know-how from the educational institution to an external constituent - in this instance, the community.

The 10 elements are:

1. Entrepreneurial Leadership.

2. A Clear Mission.

3. Well-defined and understood community needs.

4. Institutional capacity.

5. Strategic location.

6. Effective relations with public and private sectors.

7. The availability of resources.

8. Supportive culture.

9. Supportive policies.

10. Facilitative organisational arrangements.

1. Entrepreneurial Leadership.

The need for personnel with the ability to identify new opportunities and the skills to implement effective solutions, is very important to the success of the initiative (Powers *et al*, 1988, p. 124). This is a requirement for 'champions', who have 'the vision and strength to conceive and carry through big ideas and projects' (Segal Quince Wicksteed, 1988, p. 39).

In DCU, as outlined earlier, the president has taken a pro-active and positive approach to the network pilot programme. Much of the investigative, discussion and design work has been carried out by the Senior Fellow in Innovation Management, of the Dublin City University

Business School. In this work they have managed to enthuse and involve much of the university population in the effort, including library staff, lecturers and students. The network, as detailed in Chapter 6, facilitates support, mentoring and analysis, which are necessary for the success of the programme, and thus allows additional leaders or innovators to emerge from other areas of the university.

2. A Clear Mission.

The mission of the university must be supportive of the new economic development efforts (Powers *et al*, 1988, p. 124). Conflict with other programs or aspirations will not augur well for its success. An example of a university mission statement specifying commitment to its external communities, is that of the Metropolitan State College of Denver (Scott and Ludwig, 1995, pp. 56-57):

> ... professional service must include: development of creative partnerships with public and private enterprises, that ensure that the intellectual resources of our institution are fully engaged with such enterprises in mutually benefical ways ....

As outlined in Section 5.4, the active involvement of the president and much of the staff of DCU, as well as the explicitness of the commitment to a community role in its strategy, are very supportive of this proactive network. The mission, as detailed in that strategic document,

envisages an innovative and partnership approach to helping communities in North Dublin (Dublin City University, 1995b, pp. 29-30).

3. Well-defined and understood community needs.

To establish relevant initiatives, the university must understand the nature of the work being undertaken in the community, the processes employed, and the expectations of their partners. A focus on current needs is important, but the ability to understand evolving requirements must also be a feature of the programme (Powers *et al*, 1988, p. 124).

In DCU there already existed some ad hoc and informal relationships with community groups, through staff and student involvement in a personal capacity. This knowledge - of community groups in general and the partnership development in particular - helped in the initial discussions, and, over the time needed to design and implement the network, this understanding has increased.

The DCU/Partnership Company network provides for a very interactive relationship between all the participants, which will ensure effective communication and, therefore, a thorough understanding of the issues involved. The ability of the mentors to network with 'experts' - within DCU or external - who have knowledge or know-how directly relevant to the particular areas of need, should also enhance the definition and understanding of needs.

In partnership arrangements, universities should work with a community that has an organised voice (Young, 1995, p. 74). As well as ensuring meaningful communication, an organised community usually will have clear objectives. This is the case in this network, where the partnership companies have, through a long process of analysis and consultation, developed well-defined and easily understood needs and plans (Section 4.3).

4. Institutional capacity.

An obvious, but very important, requirement is that the university must concentrate on areas where it can deliver quality research and service (Powers *et al*, 1988, p. 124). The resulting success of this strategy is demonstrated by the fact that the industrial activity in an area can be linked, quite easily, to the fields of interest of local third-level and research institutions (Segal Quince Wicksteed, 1988, pp. 36-37). There are a variety of reasons why this occurs, but what is important is that, in interacting with its external constituencies, the university matches its own abilities with the needs of its partners.

It is important then that 'community activity should call on the particular knowledge and skills of the university', but also that the programmes touch on some aspect of 'the central responsibility of a university in society – learning, which includes both instruction and

research' (Sundberg, 1970, p. 159). Taking cognisance of the fields of learning in DCU (Section 5.3), the projects, as detailed in Appendix A, provide a reasonable fit. This allows supervision, facilitation and an expansion of the knowledge base, in such areas as education, computing, business/enterprise, humanities, and engineering. It is important also that a university must ensure that their commitment to and capacity for freedom of inquiry is upheld (Sundberg, 1970, p. 160).

5. Strategic location.

The location of a university near a major economic centre, allows the focusing of attention on opportunities in those areas (Powers *et al*, 1988, p. 124). Dublin City University is approximately five miles from the city centre and three miles from the international airport (Figure 4.1). It also is favourably located near a number of industrial estates and close to a major road network.

The 'urban and industrial context' of the region is important for a number of reasons, such as, the history of the local economy and the structure of industry in the area (Segal Quince Wicksteed, 1988, pp. 31-34). The University of Arkon provides us a fine example of using location very

positively (Gappert, 1996, p. 4)[1]. In order to revitalise the town centre, a joint committee was formed to move some university activities and facilities across a dividing railway line - thus a "Span the Tracks" Planning Committee was formed. Led by the university, a new kind of downtown has been developed, with the building of a Convention Centre, an Inventors' Hall of Fame, and a baseball stadium, as well as locating various university activities there.

However, the ability to overcome problems relating to remote location is demonstrated by the following example (Ó'Cearbhaill, 1982b, pp. 151-161). In Killala, Co. Mayo, which contains a small community of 3,500 people, there has been an ongoing, wide-ranging and innovative use of links with third-level institutions. Though the city of Galway is over 80 miles away, the local Harbour Committee, in 1970, commissioned UCG to conduct a seismic study of the harbour, which greatly benefited improvement work on that facility. In the late nineteen seventies, when Killala Community Council set up a small oyster farm, as a pilot project, the Zoological Department of UCG gave advice on the matter to the council. This council was also assisted by Bolton Street College of Technology, Dublin, in drawing up a development plan for the area. The architects, planners and

---

[1] Gappert, Gary, 1996. It's The Polymers! Stupid. Department of Public Administration & Urban Studies, University of Arkon, Arkon. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

students came to the village, integrated and consulted with the local people.

6. Effective relations with public and private sectors.

The initiation and nurturing of external relationships allows cultural differences between academic institutions and external organisations to be overcome. This is vitally important in generating and accessing support for economic initiatives (Powers *et al*, 1988, p. 124).

DCU's abilities in this regard bode well for support for future collaborative efforts. The establishment of this network reinforces the reputation of DCU as a well-respected and focused institution in the eyes of the public sector. Contact with and support from senior personnel in the Department of the Taoiseach and ADM at all stages of the design and establishment of the DCU/Partnership Company network, is indicative of effective relations. As stated earlier, DCU is also well respected by the corporate sector, placing under-graduates in a wide variety of companies and successfully tailoring programmes towards particular industries.

7. The availability of resources.

The most inhibiting factor for a third-level institution focusing on this non-traditional area of interest, was seen, in the SRI-AASCU survey, as the lack of

resources (Powers *et al*, 1988, p. 124). It is important that support is available for special initiatives, in order to ensure early momentum, and thus enhance the chances of long-term success (Segal Quince Wicksteed, 1988, pp. 39-40). Given a general scarcity of resources, the expansion into this non-traditional area of knowledge and know-how transfer can generate conflict for internal university resources.

As outlined in Section 6.4, problems did arise in locating resources for the programme, as internal DCU funding was not available. Finance was then accessed through the FÁS CE scheme. This scheme pays the researchers to work on a part-time basis, and also pays for a full-time supervisor/facilitator and part-time assistants, to co-ordinate and support the network. However, the part-time nature of the researchers work, coupled with the aim of their moving on to full-time employment elsewhere, is not the ideal way of ensuring continuity of research. This problem may be overcome somewhat by the appointment of permanent mentors from the university, who will form sustainable links between the university and the partnership companies through networking with the implementors.

The Business School has also facilitated the venture by allowing a room to be used as the Community Office. Library, conference and training facilities are also made available by the university, as required.

8. Supportive culture.

While it is suggested that institutions can develop a culture that will support external partnership toward local development (Powers *et al*, 1988, pp. 124-125), others believe that a better chance of success exists where there already is a network of 'talented, supportive and motivated individuals ... in the university' (Segal Quince Wicksteed, 1988, p. 37-39).

As a relatively young university, DCU has proved itself as supportive of innovation in different areas of third-level education. Shedding the traditional model of the campus being the university, it has developed facilities in distance education, and formed 'joint faculties' with another third-level institution - St. Patrick's College, Drumcondra (Dublin City University, 1996b, p. 5). Such initiatives, and our earlier discussion regarding the pro-active approach of senior staff, indicate the culture of innovation and support in the university. The commitment to 'structures which facilitate initiative (Dublin City University, 1995b, p. 37), is also supportive of this new proactive university-community network.

9. Supportive policies.

The lack of reward structures in educational institutions is second only to the lack of resources as the most inhibiting factor in developing successful programmes

for local economic development, according to the SRI-AASCU survey (Powers *et al*, 1988, p. 125). Specifically the lack of recognition, time and support is a barrier to the community service mission (Scott and Ludwig, 1995, pp. 55-69). To encourage and retain faculty participation, universities have redesigned their reward systems, increased time allocated to community work and publicised individual and departmental efforts. Policies may need to be changed, in order to (Powers *et al*, 1988, 154-165):

- facilitate compensation for courses and research time,
- ensure consistent quality in teaching and research, possibly by hiring adjunct faculty members where appropriate,
- establish criteria for salary increases, promotion and tenure decisions, and
- protect the confidentiality of information, and the interests of faculty members not involved in the programme.

Though DCU does recognise this need for supportive policies (Dublin City University, 1995b, pp. 31-39), they have not, as yet, established a particular approach to incentivising staff involvement. In recognising the need to reward exceptional contributions to the university's mission, DCU states that 'given the salary constraints in higher education, it is likely that rewards will take the form of increased opportunities for promotion, research, travel, and sabbatical leave' (Dublin City University, 1995b, p. 32). Action in this regard will need to be taken

at some future date, to continue the initial momentum and enthusiasm.

Adapting policies to be more supportive of community involvement, can also include encouraging student participation through competitions, training, and rewarding community service. The Richard Stockton State College (USA) introduced such a programme (ULTRA) to encourage, record and incentivise student participation in community service (Scott and Ludwig, 1995, pp. 62-63). Significantly, DCU, as part of their strategy for the next number of years, will include an option for students to work in the community sector as part of the aforementioned INTRA programme (Dublin City University, 1995b, p. 12).

10. Facilitative organisational arrangements.

In order to allow adequate co-ordination of activities, to promote cross-faculty participation, and to facilitate meaningful communication with external partners, proper structures must be established (Powers *et al*, 1988, p. 125). In the USA, educational institutions have established resource centres, whose functions are to: channel requests; facilitate access to resources; and to improve service to the communities (Scott and Ludwig, 1995, p. 62).

Five basic models for providing such a public service, have been identified (Winkler, 1985, p. 147). These are:

1. **Academic Unit Model** - the responsibility rests within a traditional academic faculty.

2. **Extension/Continuing Education** - a division of the continuing education section of the university is used, to provide services both on and off campus.

3. **Service Unit Model** - a series of units is established outside the academic structure.

4. **Centre Model** - a centre is provided, usually, though not always, outside the traditional academic structure, offering services and research to the community.

5. **Brokerage Model** - this is where representatives of the university and the local community together identify and address problems of mutual concern.

In discussing the most appropriate model it is important to examine the literature further. The need for university-wide structures which would allow an inter-disciplinary approach, advises against accepting the first example - the academic unit model (Lynton and Elman, 1987, pp. 45-55). This point is supported by the suggestion that the initial contact point, which external constituents encounter, must allow access to all areas of university, and not constitute a convenient cul-de-sac (Powers *et al*, 1988, p. 125). The second model - continuing education - does not conform with the need for an independent liaison function, which is crucial to such linkage initiatives (Segal Quince Wicksteed, 1988, p. 35). The establishment of

a service unit model, with a number of new units, would not seem feasible in a relatively small university such as DCU.

The centre which DCU has instigated is a combination of the latter two models. Firstly, in establishing a Community Office on campus they have adopted the Centre model. Though it is within the Dublin City University Business School, it is under the direction of the Senior Fellow in Innovation Management, which, by its nature, must be inter-disciplinary. Secondly, it reports to the Steering Committee, which can deal with problems and discuss opportunities that arise, and as such resembles the Brokerage Model.

Significantly, it is emphasised that universities should not be direct service providers to communities or community groups (Bartelt, 1995, p. 24). By facilitating, supporting and, ultimately, using mediating institutions, the goal-oriented behaviour of colleges and the diffuse nature of community organisations can be gelled into a powerful force. For example, the University of Pennsylvania has, for many years, worked closely with community groups through the West Philadelphia Partnership (Bartelt, 1995, p. 24). Success in community revitalisation and capacity building, along with economic and environmental development, are testimony to the advantages of this approach (Bartelt, 1995, p. 25). Thus the involvement of DCU through the facilitatory role of the partnership companies, appears to be a recipe for success.

Another aspect of the network, which may appear very involved, is the number of lines of communication between the parties. Each stakeholder organisation has, of course, a direct line to its own constituents. Other lines of communication cross boundaries not previously explored. The university mentors must stay in touch with the researchers and partnership implementors. The researchers, as well as reporting to the implementors, are in communication with the community office and the university mentors, and are funded by FÁS. However, a feature of successful interactive projects is the level and frequency of verbal contact between the teams involved (Powers *et al*, 1988, p. 144). Moreover, an important aspect of networks is that all participants must be able to interact with the other members of the network (Commission of the European Communities, 1992, Chapter 9,p. 5). While Figure 6.3 does show the main lines of interaction, it is limited in illustrating the overall potential for networking. Therefore, though the organisational arrangements may appear ambitious, the pilot network between DCU and the four partnerships does have the characteristics of a potentially successful model.

7.3 The Partnership Company/Community Perspective.

Though the possibility of linking with a third-level educational institution may be seen as a valuable opportunity, it is not something that should be presumed to be advantageous to the community. This will only be the case where certain basic issues have been addressed. In this regard, there are five questions which business managers should ask before entering a research arrangement with industry (Powers *et al,* 1988, pp. 142-143). These questions are now used to form a framework for analysing community concerns regarding the pilot network in North Dublin.

1. What benefit will accrue to the partnership company/community by delegating the research to the graduate researchers, compared to conducting it in-house, elsewhere or not at all ?

In order that the community benefits from the network, the third-level institution must have access to knowledge and know-how which would not be readily available to the community groups. A corollary of this is that the community groups or partnership companies must decide what research activities should be performed in-house and which need to be given to the university.

The DCU/Partnership Company network overcomes this problem, in that the partnership companies identify the

139

projects themselves and then select researchers with the appropriate experience, in conjunction with the university. Thus they can decide on projects for which they, or their constituent groups (community organisations, working groups reporting to the board, Chambers of Commerce, etc.), do not currently have the capacity, or resources, to complete.

Besides accessing this external capacity, the flow of other benefits will be enhanced by the interactive and innovative nature of the model. The aim of collaboration between universities and outside parties is not just to disseminate research findings. It must also form part of the university role of the transfer of knowledge and know-how. In this regard the network will facilitate the transfer of research skills, reporting techniques and other attributes associated with the manipulation of information. This transferability is illustrated by the impact of the work of the Policy Research Institute, which was established in Leeds Metropolitan University, UK in 1987 (Burden and Porteous, 1996, pp. 2-7)[2]. The Institute, located in the business school, was involved in auditing community needs, and worked closely with the local authority. Over a series of five audits, the research skills required for the work were assimilated by the local authority departments, such that, at the end, these local departments were capable of managing the entire process.

---

[2] Burden and Porteus, *op. cit.*.

2. What individuals will be responsible for research ?

The commitment and skills of the researchers are crucial to the success of the projects. However, Figure 6.3 shows the level of interaction between all parties, and this demonstrates that all are in some way responsible for the research projects: the graduates who are researching; the partnership companies and the implementors; the university which provides mentors and access to facilities; and FÁS, which employs the researchers and three of the facilitators.

However, the final responsibility for the research projects lies with the partnership implementors. As detailed in Section 6.3.2, they must define the precise objective of the research issues; manage the researcher and the research project; and, ultimately, implement the recommendations of the completed research, where appropriate.

3. Will commitments be met ?

The partnership company must determine that commitments regarding personnel, time, quality and scope, are fulfilled. University researchers sometimes have the reputation of being laid back regarding agreements (Powers *et al*, 1988, p. 143). Community groups involved in economic/enterprise development must see themselves as business people, and thus seek reassurance from those

responsible for delivering on agreed inputs and outputs. However, the commitment shown to date by the university in initiating, developing and actively supporting the network, would indicate that delivery of ongoing commitments will be met. Also involvement of the main groups in the Steering Committee, should ensure consistent and satisfactory progress on projects.

Success stories from the literature are not in short supply. Following on from the community needs audits, Leeds Metropolitan University has initiated and delivered two complementary community development projects (Burden and Porteous, 1996, pp. 7-8)[3]. Firstly, they developed a community profiling software package enabling organisations to conduct their own needs audits. Secondly, they now regularly conduct and deliver research projects for groups who cannot afford to contract the Policy Research Institute. Examples from Killala (Ireland) and Arkon (USA) were already described (Section 7.2), illustrating that universities have the capacity and willingness to deliver on commitments.

---

[3] Burden and Porteus, *op. cit.*.

4. Will the partnership company's interests and information be protected ?

As in any business dealings, the importance of guarding proprietary information needs to be stressed from the outset. A responsible customer relationship, ensuring that the community groups' interests are foremost in the attention of all concerned, is also crucial. This may cause conflict as the university must maintain its status in the freedom of inquiry, so it is imperative that agreements be drawn up to protect the positions of both parties to this network.

However, it is equally important to note the experience of the University of Edinburgh, which has been heavily involved in local collaboration, through a Partnership for Action on the Environment. The benefits of 'collaboration and the open sharing of information, experience and skills', far outweigh the results of a tendency for 'rivalry, concealment and special interest' (Talbot, 1996, p. 5)[4].

---

[4] Talbot, Dr. Roger, 1996. Partnerships for Action on the Environment: The Edinburgh Experience. University of Edinburgh's Environmental Action Group. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

5. Does the partnership company have confidence and trust in the key people involved ?

The partnership companies must have faith in the abilities of all the participants, as such an initiative needs the investment of much time and effort on the part of partnership companies' personnel. Until research project results come through, such trust is the only insurance that resources have been wisely invested. However, building a relationship takes time and patience, therefore small, complete and, possibly slow, steps are most conducive to a productive, sustainable relationship.

The network as currently constituted involves graduates on a part-time and temporary basis. This is not ideal from the perspective of the partnerships/communities, who would obviously prefer full-time researchers, at least on a contractual basis. However, a link will be maintained between the university and the partnership company through the mentors, who are assigned to each project.

It is also important to note that, in examples of university-industry collaboration, results are usually slow and not always dramatic (Powers *et al,* 1988, p. 145). Success is often based on shared research interests, and good relationships between the operators. Therefore, in providing focused and practical technical assistance, good relations may yield more sustainable and fundamental linkages (Powers *et al,* 1988, p. 146). From this viewpoint

144

the DCU/Partnership Company Network is a useful starting point for long-term university-community collaboration.

7.4 Summary Evaluation.

It is obvious, from our discussion above, that benefits can accrue to both the community and the university through the network. In order for this to occur, the university must firstly be committed to and capable of defining the community's needs. Secondly, it must be willing and able to respond to this analysis and deliver results. However, the community must also be committed to and capable of assimilating the knowledge and know-how which the university is engaged in transferring. This leads us to a summary evaluation exercise, where these aspects of the capacity of the participants to engage and succeed in this knowledge and know-how transfer process are examined. Three questions are posed:

1. Can the university define the needs of the community?
2. Can the university respond in a meaningful way?
3. Can the community assimilate the knowledge and know-how?

1. Can the university define the needs of the community?

Dublin City University is a young, innovative and well-respected third-level institution. It has academic

expertise in a wide range of disciplines; proven networking ability with both public and private sectors; and is located on the north side of Dublin city, close to all four partnership companies with which it is in collaboration. Close co-operation with these partnership companies through the steering committee, the supervisor-implementor linkage, and the researchers, will ensure a regular and meaningful flow of information between participants. Thus, proper use of the expertise and facilities available, regular communication along the designated channels, and the continued commitment to the programme should facilitate problem understanding and definition.

2. Can the university respond in a meaningful way?

The outputs required from the university range from research reports and development strategies, to establishing data-bases and implementing specific parts of the action plans. With academic expertise, modern information systems and facilities, capable mentors, and a designated community office, the capacity to deliver these outputs exists. Care should be taken to ensure adequate resources are available to all involved, and that, where advantageous, personnel and faculty should be incentivised to participate. The clarity of the strategic mission statement should enhance the ability to harness the required resources as appropriate.

3. Can the community assimilate the knowledge and know-how ?

The partnership company structure, developed over the last five years, is well positioned to assimilate the knowledge and know-how being transferred through the network. It is a capable and representative structure, which has already impacted on its local communities over that period. The existence of specific, tailored and relevant action plans for each area, will enhance the ability of each partnership company to initially select projects, and ultimately to assimilate the research and the skills required to implement particular objectives.

Finally, it is important to note that in facilitating the transfer of knowledge and skills to the community, this proactive network can become a crucial conduit in 'diffusing know-how in a long-term process of human resource development' (Martinos, 1989, p. 2)(See Section 3.2). This will ultimately have sustainable benefits for the socio-economic development of the North Dublin area.

CHAPTER 8

CONCLUSIONS.

CHAPTER 8

CONCLUSIONS.

1. Despite the growth and development of the Irish economy over the last number of decades, unemployment has been a constant problem for particular disadvantaged communities. Because of the lack of success of economic policies to alleviate this problem, innovative approaches must be implemented.

2. The most striking difference between rural and urban community development initiatives is the length of time taken to evolve into their current roles. Rural-based efforts have been mobilising for more than a century, while urban-based initiatives have rapidly evolved over a shorter period of thirty years or so. Both strands of community development groups, though initially focused, to a large extent, on social, educational and infrastructural issues, are now focusing on unemployment in an attempt to improve their localities.

3. Local issues are best identified and addressed where there is participation by the local communities. The PESP Partnership approach has demonstrated the ability to mobilise such communities, as well as focusing their efforts, and those of the statutory agencies and social partners, on area-based integrated development.

4. The 12 partnership companies which were established as pilot programmes in 1991, are now well-developed entities capable of supporting and encouraging new initiatives. However, the partnership companies that were formed during and after 1994, are still at the stage of mobilising individuals and organisations, acquiring development skills and creating conditions conducive to local socio-economic development.

5. The main factors necessary for these partnership companies to be effective are present. The companies have proved to be capable on political, organisational and managerial grounds, though improvements are desirable in the areas of communication and co-ordination. The authority of the statutory partners also needs to be strengthened.

6. Positive aspects of the area-based partnership companies' development to date are: their capacity for animation; the professionalism of their management and staff; and the effectiveness of the partnership offices as resource centres. However, there exists the potential for improvement in the areas of technical assistance and training.

7. The changing context in which universities operate, has ensured that they are now more open institutions than in previous centuries. Formal relationships between university and industry are now common-place, while

many universities are actively establishing partnership and networking arrangements with local communities. However, the supply of technical services from third-level educational institutions to groups involved in development, should be improved.

8. DCU is a young and innovative university, with a specific commitment to enhancing local socio-economic development, through the formation of alliances with local groups and organisations. DCU has designed an innovative network to enhance the diffusion of knowledge and know-how between the university and four local partnership companies. The process involved in achieving this, is the supply of technical assistance to the partnership companies by the university.

9. A pilot programme has been initiated to test the capacity of this network to exchange knowledge and know-how. The programme has been in operation for five months, and initial results are very encouraging. The participants in the network are appropriately qualified and experienced. The scope and content of the issues being addressed is wide, but also very relevant to the socio-economic development of the particular partnership areas.

10. From the university perspective, the strengths of the network are:

- the entrepreneurial leadership, and supportive culture that exists in the university;
- its location near centres of economic activity;
- the existence of an established and highly competent community development structure;
- its ability to network with and enlist the support of both the public and private sectors;
- the structure of the network which facilitates communication, co-ordination and responsiveness.

Again from the university point of view, weaknesses in the existing set-up are:

- the lack of a formalised incentive scheme to encourage and retain faculty participation;
- the current shortage of resources to employ full-time researchers on fixed-term contracts.

11. From the perspective of the community/partnership companies the advantages of the network are:

- the retention of responsibility for each project, from selection through to implementation;
- the clear commitment of the university to community development, both in its strategic statement and subsequent development and establishment of the programme;
- the nature of the pilot programme allows tentative and measurable advances to take place, thus allowing time

to prove the trustworthiness and reliability of the university in relation to: commitments made; and the protection of community information and interests.

Issues which the partnership companies will need to clarify are:

- the protection of the information and interests of the partnership company/community;
- the employment of researchers on a more satisfactory basis, to ensure completeness and consistency in the projects.

CHAPTER 9

RECOMMENDATIONS

CHAPTER 9

RECOMMENDATIONS

In order to enhance the smooth operation of this DCU/Partnership Company network, to ensure its sustainability, and to improve the potential for any mutually benefical expansion of the model, there are some recommendations which are appropriate:

1. The fields of research undertaken must be consistent with the university's expertise. In order to ensure the proper transfer of knowledge and know-how, as well as the stimulation and retention of interest in the initiative, areas of study and action should fit closely into the range of academic expertise in the university.

2. University staff must be encouraged to become and remain actively involved in the programme, through formal recognition. Therefore, university policies may need to be changed, though not radically, to facilitate and reward participation, while maintaining academic standards.

3. All parties involved must enter into formal agreements regarding freedom of inquiry on the part of the university and the publication of information and

results. Such action would allow very little room for error and misunderstanding in the future.

4. An examination should be conducted into the appropriateness of ultimate responsibility for the research projects and the researchers, resting with the partnership implementors, as opposed to within the university. Issues that may advise towards switching this responsibility to the university include: ensuring correct research methodology and presentation of results; and the retention of the freedom of enquiry of the university.

5. An option which could afford opportunities to both the university and the community organisations, but which would need very careful study, is the issue of exchanging personnel between the university and the partnership companies for specified periods of time. Advantages associated with interchanging staff include: increased understanding of each other's roles; and improved networking.

6. The issue of resourcing the system will have to be addressed, in order to establish the programme on a firmer footing. The temporary and part-time nature of the researchers is not ideal in relation to the continuity and consistency of the projects undertaken. While FÁS may continue to fund certain aspects of the work, other sources of finance must be investigated.

There may prove to be funds available internally, as DCU is committed to establishing 'a central seed fund', which will be available for project innovations (Dublin City University, 1995b, p. 39). External sources that should be examined include: EU, national and local government; benevolent trust funds (local, national or international); private companies; and trade unions.

7. Information for evaluating the pilot network initiative in relation to the test criteria, as outlined in Section 6.5.2, should continue to be collected. This data is of most significance when the pilot programme is deemed to have reached a 'steady state'.

8. Since there are difficulties in replicating successful interactive models, owing to the uniqueness of each situation (Hall, 1996, p. 23)[1], further pilot networks should be initiated before extending this particular network model to other areas. Variables in the system should be explored including: the rural versus urban context; the proximity of the university to the target communities; and the proximity of centres of economic activity to the university and the communities.

---

[1] Hall, Peter, 1996. The University and The City. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

APPENDIX

Appendix A.

The Eight Project Chains in the Pilot Programme.

Partnership	Project	Researcher	Partnership Implementor	University Mentor
Northside	1. Unemployed females - technology and enterprise.	B.A. - Geography and Economics Diploma in Education.	Women into Enterprise and New Technology (WENT) - Project Co-ordinator.	Lecturer, Management, Business School.
	2. Part-time adult education courses - database development.	B. Sc. - Maths, Chemistry and Biochemistry Diploma in Education.	Education Officer.	Senior Information Officer, Library Services.
Ballymun	3. Communications strategy for Partnership Company.	B.A. - Economics and Politics.	Community Liaison Officer	Lecturer, Communications School.
	4. Start-up enterprises - assess and support.	B.Sc. - Management.	Enterprise Manager.	Senior Research Fellow, Innovation Management, Business School.
Finglas	5. Key issues for Partnership Company Year 2000 plan.	B.A. - History Diploma in Business Studies.	Chairman Finglas Chamber of Commerce.	Strategic Planning Executive, President's Office.
	6. Increase participation in second-level and third-level education.	B.A. - International Marketing Diploma in Arts Administration.	Education Co-ordinator.	Lecturer, Voluntary Sector Management, Business School.
Blanchardstown	7. Inventory of local facilities (industrial, commercial, community)	B.Commerce.	Manager of Partnership Company.	Senior Lecturer, Economics, Business School.
	8. Level and nature of domestic violence.	B.A. - Social Science.	Manager of Partnership Company.	Senior Lecturer, Accountancy, Business School.

BIBLIOGRAPHY

BIBLIOGRAPHY

Area Development Management Limited, 1994a. Annual Report 1993, Dublin: ADM Ltd.

Area Development Management Limited, 1994b. Report on the Area Based Response to Long-Term Unemployment 1991-1993. Dublin: ADM Ltd.

Area Development Management Limited, 1996. Local Development Strategies for Disadvantaged Areas - Evaluation of the Global Grant in Ireland (1992-1995). Dublin: ADM Ltd.

Ballymun Partnership, 1994. Ballymun Partnership's Action Plan 1992-1994. Summary outline of area action plan and report on progress to date - 'It's Working'. Dublin: Ballymun Partnership.

Ballymun Partnership, 1994/1995. Hub & Spoke - The newsletter of the Ballymun Partnership. Issue No. 1. Dublin: Ballymun Partnership.

Ballymun Partnership, 1995. Area Action Plan - A Strategy for Employment 1995-1999. Dublin: Ballymun Partnership.

Barrett, Tony, and Chris Curtin, 1991. 'Training for Self-Employment: A Study of the LINC Start-Your-Own-Business Programme'. Varley, Tony, Thomas A. Boylan and Michael P. Cuddy, Rural Crisis: Perspectives on Irish Rural Development. Galway: Centre for Development Studies, University College Galway.

Bartelt, David, 1995. 'The University and Community Development: A Common Cause'. Metropolitan Universities, Vol. 6, No. 3, pp. 15-28.

Bennett, Robert, 1989. Local Economy and Employment Development Strategies: An Analysis for LEDA Areas. Report for Local Employment Development Action (LEDA) Programme. London: Local and Regional Development Planning (LRDP) Consultants.

Blanchardstown Partnership, 1995. Local Development - You Have A Role To Play. Summary of First Draft Action Plan - Handbook For Consultation. Dublin: Blanchardstown Partnership.

Bohan, Fr. Harry, 1982. 'Economic and Social Trends 1881-1981 - Local Involvement'. Sewel, John, and Diarmuid Ó'Cearbhaill (editors), Co-operation and Community Development - A Collection of Essays. Galway: Social Sciences Research Centre, University College.

Bonnybrook Unemployment Action Group, 1984, Annual Report.

Central Statistics Office, 1996. Live Register - Monthly Area Analysis. 31 May, 1996. Cork: Central Statistics Office.

Collins, Thomas, 1991. The Role of Community/Private Enterprise in the Area Based Response to Long-Term Unemployment. Dublin: Work Paper Series No. 3. Combat Poverty Agency.

Combat Poverty Agency, 1990. Community Work in Ireland: Trends in the '80's, Options for the '90's. Dublin: Combat Poverty Agency.

Combat Poverty Agency, 1991. Urban Poverty, the economy and public policy - Options for Ireland in the 1990s. Dublin: Combat Poverty Agency.

Commission of the European Communities, 1992. Employment Action - A Practical Manual. Luxembourg: Office for Official Publications of the European Communities.

Commission of the European Communities, 1995. White Paper on Education and Training: Teaching and Learning - Towards the Learning Society. Brussels: Commission of the European Communities.

Community Technical Services, 1993. A Feasibility Report on a Community Technical Aid Service for Dublin. Prepared for the Community Development Sub-Group of the Dublin Inner City Partnership; August, 1993 . Belfast: Community Technical Services.

Craig, Sarah, 1992. An Assessment of the Activities of the Area-Based Partnerships - The Initial Contact Programme. July, 1992. Dublin: Combat Poverty Agency.

Craig, Sarah and Kieran McKeowen, 1994. Progress Through Partnership - Final evaluation report on the PESP pilot initiative on long-term unemployment. Dublin: Combat Poverty Agency.

Craig, Sarah, 1995. Making Partnership Work - A Handbook on Involvement in Local Development Partnerships. Dublin: Combat Poverty Agency.

Department of Enterprise and Employment, 1993. Interim Operating Guidelines for the County Enterprise Boards. September, 1993. Dublin: Department of Enterprise and Employment.

Devereux, Eoin, 1993. 'Negotiating Community: The Case of a Limerick Community Development Group'. Curtin, Chris, Hastings Donnan and Thomas M. Wilson (editors), Irish Urban Cultures. Belfast: Institute of Irish Studies, The Queen's University of Belfast.

Dublin City University, 1995a. Student Handbook 1995-1996. Dublin: Student Services Unit, Dublin City University.

Dublin City University, 1995b. Strategy for The Year 2000. Dublin: President's Office, Dublin City University.

Dublin City University, 1996a. Newslink Magazine. No. 25. May, 1996.

Dublin City University, 1996b. Graduate Studies - Prospectus 1996. Dublin: Office for Academic Affairs, Dublin City University

Foras Áiseanna Saothair, 1994. Community Employment - Sponsor Operating Guidelines. Dublin: Foras Áiseanna Saothair.

Faughnan, Pauline, 1989. From the Ground Up: A Study of Local Employment Initiatives in Dublin. Dublin: Social Science Research Centre, University College Dublin.

Finglas Partnership, 1992. Finglas Partnership Action Plan, 1992-1994. Dublin: Finglas/Cabra Partnership.

Finglas/Cabra Partnership, 1995. Planning for the Future - An Integrated Area Action Plan for Finglas and Cabra 1995-1999. Dublin: Finglas/Cabra Partnership.

Forfás, 1996. Shaping Our Future - A Strategy for Enterprise in Ireland in the 21st Century. Dublin: Forfás.

FORUM - The North and West Connemara Rural Project Ltd., 1991. North-West Connemara - A Base-Line Study of Poverty. Third EC poverty Programme. Galway: FORUM, Letterfrack.

Government of Ireland, 1991. Programme for Economic and Social Progress. Dublin: Stationery Office.

Government of Ireland and Commission of the European Communities, 1995. Operational Programme: Local Urban and Rural Development 1994-1999. Dublin: The Stationery Office.

Kearney, Brendan, Gerry E. Boyle, and Jim A. Walsh, 1994. EU LEADER 1 in Ireland - Evaluation and Recommendations. Dublin: Department of Agriculture, Food and Forestry.

Kelleher, Patricia, and Mary Whelan, 1992. Dublin Communities in Action. Dublin: Community Action Network, and Combat Poverty Agency.

KPMG Management Consulting, 1993. Ballymun Partnership - The Hinterland Strategy. Dublin: KPMG Management Consulting.

Lynch, Charles P. and Thomas A. Boylan, 1991. 'The Contribution of the County Development Teams to Rural and Regional Development: The Implications of Recent Changes in Industrial Policy'. Varley, Tony, Thomas A. Boylan, and Michael P. Cuddy (editors), Rural Crisis: Perspectives on Irish Rural Development. Galway: Centre for Development Studies, University College Galway.

Lynton, Ernest A., and Sandra E. Elman, 1987. New Priorities for the University, San Francisco: Jossey-Bass.

Martinos, Haris, 1989. 'Strategies For Local Employment Development'. LEDA (Local Employment Development Action) Magazine, No. 2. p. 2. London: Local and Regional Development Planning (LRDP) Consultants.

National Economic and Social Council, 1990. A Strategy for the Nineties. Dublin: Report No. 89, NESC.

National Economic and Social Council, 1994a. The Councils Report - 'Rural Development'. New Approaches to Rural Development. Dublin: Report No. 97, NESC.

National Economic and Social Council, 1994b. Patrick Commins and Michael J. Keane - 'Developing the Rural Economy - Problems, Programmes and Prospects'. New Approaches to Rural Development. Dublin: Report No. 97, NESC.

NorDubCo, 1996. NorDubCo - Strategic Plan. March, 1996. Dublin: Ballymun Partnership, Dublin City University, Finglas/Cabra Partnership and Northside Partnership.

Northside Partnership, 1994. Progress in Partnership - Report 1993/94. Dublin: Northside Partnership.

Northside Partnership, 1995. From Welfare To Work - Improving Life in Our Community - Area Action Plan 1996-1999. Dublin: Northside Partnership.

Ó'Cearbhaill, Diarmuid, 1982a. 'Community Organisations and Economic Development in the West of Ireland'. Sewel, John, and Diarmuid Ó'Cearbhaill (editors), Co-operation and Community Development - A Collection of Essays. Galway: Social Sciences Research Centre, University College Galway.

Ó'Cearbhaill, Diarmuid, 1982b. 'Development through Self-Help - The Achievements of Killala Community'. Sewel, John, and Diarmuid Ó'Cearbhaill (editors), Co-operation and Community Development - A Collection of Essays. Galway: Social Sciences Research Centre, University College.

O'Doherty, Dermot, 1995. Globalisation, Networking and Small Firm Innovation. London: Graham and Trotman Ltd.

Organisation for Economic Co-operation and Development, 1990. Partnerships for Rural Development. Paris: OECD.

Organisation for Economic Co-operation and Development, 1996. Ireland - Local Partnerships and Social Innovation. Paris: OECD.

Powers, David R., Mary F. Powers, Frederick Betz, and Carol B. Aslanian, 1988. Higher Education in Partnership with Industry, San Francisco: Jossey-Bass.

Roskens, Ronald W., 1985. 'The Public Service Role of the State University in a Changing World'. Koepplin, Leslie W., and Wilson, David A., (editors). The Future of State Universities. New Jersey: Rutgers University Press.

Ross, Miceal, 1982. 'Macro Social Factors and Rural Mobilisation in Ireland'. Sewel, John, and Diarmuid Ó'Cearbhaill (editors), Co-operation and Community Development - A Collection of Essays. Galway: Social Sciences Research Centre, University College.

Ross, Miceal, 1989. Urban Unemployment Initiatives; a case study of Dublin. Liverpool: University of Liverpool, Institute of Irish Studies.

Scott, Joyce A., and Meredith Ludwig, 1995. 'Community Service at Urban Public Institutions: A Report on Conditions and Activities'. Metropolitan Universities, Vol. 6, No. 3, pp. 55-70.

Scott, Peter, 1984. The Crisis of the University, London: Croom Helm.

Segal Quince Wicksteed, 1988. Universities, Enterprise and Local Economic Development: An Exploration of Links, London: HMSO.

Sundberg, Norman D., 1970. 'The Community Concern of the University'. Paulsen, F. Robert, Higher Education: Dimensions and Directions. Arizona: University of Arizona Press.

Tucker, Vincent, 1983. 'Ireland and the Origins of the Co-Operative Movement'. Carla Keating (editor), <u>Plunkett and Co-Operatives - Past, Present and Future</u>. Cork: Centre for Co-Operative Studies, University College Cork.

University of Sheffield, 1994. <u>The University of Sheffield - Regional Partnerships</u>.

Winkler, Henry R., 1985. 'The Future Role of the Urban University in Teaching, Research and Public Service'. Koepplin, Leslie W., and Wilson, David A., (editors), <u>The Future of State Universities</u>. New Jersey: Rutgers University Press.

Young, Wendy B., 1995. 'University-Community Partnerships - Why Bother?'. <u>Metropolitan Universities</u>, Vol. 6, No. 3, pp. 71-77.

Youth Employment Agency, and European Community Development Exchange, 1987. <u>Development of Community Enterprise in Ireland</u>. Report on Consultative Forum, January, 1987. Dublin: Youth Employment Agency.

OTHER SOURCES OF MATERIAL

Area Development Management Limited (ADM), and Geographical and Multi-Media Applications Limited. (GAMMA): analysis of 1986 Census of Population commissioned by ADM from GAMMA. Available from ADM to partnership companies for use in compiling area action plans.

Brennan, David, 1996. Secretary, Area Development Management Limited (ADM). Personal communication on 22nd July, 1996.

Burden, Tom, and David Porteus, 1996. Policy Research, the Local Economy and Community, and City Governance. Policy Research Institute, Leeds Metropolitan University. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

Gappert, Gary, 1996. It's The Polymers! Stupid. Department of Public Administration & Urban Studies, University of Arkon, Arkon. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

Goddard, John, 1996. Managing the University/City Interface. Centre for Urban and Regional Development Studies, University of Newcastle upon Tyne. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

Hall, Peter, 1996. The University and The City. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.

Talbot, Roger, 1996. Partnerships for Action on the Environment: The Edinburgh Experience. University of Edinburgh's Environmental Action Group. Paper presented to Conference on 'Urban Universities and their Cities'. Amsterdam: University of Amsterdam, 27-29 March 1996.