

# Draft documents re PPN establishment

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# Memorandum of Understanding

Between

Xxx City / County Council Of Address Phone, Email

And

XXX PPN (Public Participation Network) Of Address, Phone, Email

## Purpose and Scope

To outline in a clear and unambiguous manner the roles and responsibilities of <XXX> City/County Council and <XXX> Public Participation Network with regard to the delivery of the PPN Programme as laid down in <DECLG Guidelines>.

An annual Service Level Agreement (SLA) may be required subsequent to an agreement on a detailed annual workplan. This objective of the SLA will be to ensure that work is undertaken in a timely and appropriate manner and fulfils the requirements for the PPN

## Context

(from Department Guidelines / Task Group report)

*A new framework for public engagement and participation, to be called "The Public Participation Network (PPN)" will be developed within each local authority area (engaging in and within municipal districts and at the County/City level) to enable the public to take an active formal role in the policy making and oversight activities of the Local Authority's areas of responsibility.*

*The PPN will be the main link through which the local authority connects with the community, voluntary and environmental sectors without prejudice to other consultation processes.*

*The aim of the structures and processes is to facilitate and enable the public and the organisations to articulate a diverse range of views and interests within the local government system, not to reduce or homogenise this diversity. A parallel and equally important aim should be to facilitate the local authority in making better and more timely decisions.*

*Members of the local community interact with local government at different levels. The PPN facilitates input by the public into local government through a structure that ensures public participation and representation on decision-making committees within local government.*

*The Network is expected to perform its functions following core principles to facilitate active participation with decision making bodies as identified earlier i.e. participation, trust, accountability, transparency and independence.*

## Goals and Objectives

To establish and develop a Public Participation Network in XXX which ..... (extract from guidelines)

- *Facilitates the participation and representation of communities in a fair, equitable and transparent manner through the environmental, social inclusion and community & voluntary sectors on decision making bodies*
- *Strengthens the capacity of communities and of the environmental, social inclusion, and community & voluntary groups to contribute positively to the community in which they reside/participate*
- *Provides information relevant to the environmental, social inclusion and community & voluntary sector and acts as a hub around which information is distributed and received.*

*In particular the role of the Network is:*

1. *To contribute to the local authority's development for the County/City a vision for the well-being of this and future generations.*
2. *to facilitate opportunities for networking, communication and the sharing of information between environmental, community and voluntary groups and between these groups and the local authority.*
3. *to identify issues of collective concern and work to influence policy locally in relation to these issues.*
4. *to actively support inclusion of socially excluded groups, communities experiencing high levels of poverty, communities experiencing discrimination, including Travellers to enable them to participate at local and county level and to clearly demonstrate same.*
5. *to encourage and enable public participation in local decision making and planning of services.*
6. *to facilitate the selection of participants from the environmental, social inclusion and community & voluntary sectors onto city/county decision making bodies.*
7. *to support a process that will feed the broad range of ideas, experience, suggestions and proposals of the Network into policies and plans being developed by agencies and decision makers in areas that are of interest and relevant to the Network.*
8. *to work to develop the Environmental, Social Inclusion and Community & Voluntary sectors so that the work of the sectors is clearly recognised and acknowledged and the sectors have a strong collective voice within the County/City.*
9. *to support the individual members of the Public Participation Network so that:*
  - *They can develop their capacity and do their work more effectively*
  - *They can participate effectively in the Public Participation Network activities*
  - *They are included and their voices and concerns are heard.*

## Roles and Responsibilities

- XXCC will deliver a Public Participation Network in its operational area. XCC undertakes to provide a minimum of €30,000 funding to maximise the budget available to PPN
- XXX PPN will take responsibility for the operational rollout of the PPN in <geographical area>
- XXX PPN will delegate up to three individuals to act on its behalf with regard to the negotiation and progress of this MOU. Any change in these individuals must be communicated in writing to both parties
- The Director of Services whose responsibility includes Community or their appointed representative (minimum Administrative Officer level) will act on behalf of XCC. Any change in this individual must be communicated in writing to both parties.

## Workplan and budget

### *PPN will:*

- Devise an annual detailed workplan (See Appendix 1) which will clearly demonstrate how it will achieve the aims and objectives of the PPN within that period
- Identify the itemised budget and resource requirements under the workplan
- Have in place a robust financial management system and financial reporting structure
- Have a clear reporting mechanism on key performance indicators and other items related to PPN activity.

### *XXX CC will:*

- Agree the workplan for <period>
- Agree a resource allocation for <period> and a payment schedule based on satisfactory reports
- Appoint a liaison person between the CC and the PPN who is at least at Administrative Officer level.

## Staffing

PPN and XXXCC will together devise a suitable structure for the employment of the resource worker (see Appendix 2)

### *PPN will:*

- Devise a job description (See Appendix 3) and terms and conditions of employment for the resource worker
- Participate in the recruitment of the resource worker, where appropriate
- Facilitate the provision of suitable workspace and equipment for the resource worker
- Manage the day to day work of the resource worker in the furtherance of the workplan.
- Offer support, supervision and relevant training and development opportunities to the worker.

### *Optional depending on the employment model used*

- Act as the employer of the resource worker, taking responsibility for all relevant HR and Health and Safety matters, including having clear processes and procedures
- Undertake to pay the resource worker, deducting all taxes and charges and paying them to Revenue

- Have employer's liability and other relevant insurances.

*XXX CC will:*

*Optional depending on the employment model used*

- Participate in the recruitment of the resource worker
- Act as the employer of the resource worker, taking responsibility for all relevant HR and Health and Safety matters, including having clear processes and procedures
- Undertake to pay the resource worker, deducting all taxes and charges and paying them to Revenue
- Have employer's liability and other relevant insurances.

## Operational Co-operation

*XX PPN will:*

- Work constructively and collaboratively with XXCC in the furtherance of the aims of PPN as set out in the Department's guidelines as set out in Circular CVSP1/2014.
- Take out suitable insurance policies as are required for its activities, and those policies will specifically indemnify XX CC
- Engage in other activities provided they are complementary to this workplan and that they can access the extra resources required to undertake such work
- Work with XX CC on any funding applications which may be appropriate.

*XXX CC will:*

- Support the development of a wellbeing statement at local and county /city level.
- Approach PPN for representatives for all seats on decision making / advisory bodies under their auspices which require Environmental, Social Inclusion, or Community and Voluntary members
- Pay expenses to the PPN representatives on such structures according to a mechanism to be agreed with the PPN
- Work with the PPN to agree, adopt and implement a protocol for all committees/decision making bodies with PPN representatives that will enable the representatives to engage fully, taking into consideration timing, location, documentation etc.
- Use the PPN as their main way of communicating with the Environmental, Social Inclusion and Community & Voluntary Sector, including formal consultations.
- Offer workshops and training as required to PPN members to build their capacity to feed into policies and plans
- Provide a designated official who will liaise with and support the PPN
- Work with XX PPN on any funding applications which may be appropriate.

## Reporting and Evaluation

*XX PPN will:*

- Submit quarterly reports to XX CC detailing progress on the workplan in accordance with agreed Key Performance Indicators (KPIs)
- Submit quarterly financial reports to XXCC
- Attend a quarterly / half-yearly review meeting with XXCC

- Devise, agree and implement a participatory evaluation framework which involves all stakeholders in the PPN process
- Carry out Annual Reviews and produce an Annual Report on the PPN.

*XX CC will:*

- Submit reports to the Department as required to draw down funds
- Pay over approved funds to PPN in a timely way to enable them to discharge their responsibilities
- Participate in evaluation and monitoring of the PPN’s performance.

**Conflict resolution**

Every effort should be made to avoid serious conflict between the parties, by providing good communication protocols that will enable any issues to be dealt with early and in a timely manner.

In the event that any dispute relating to this MOU cannot be resolved by settlement between the parties, the parties shall attempt to resolve all disputes through informal means. Dispute resolution may include mediation, arbitration, or any other procedures upon which the parties agree.

**Review**

This MOU will be reviewed in writing every year on the anniversary of its signing. Any recommended changes must be agreed by both parties.

**Commencement**

This agreement will come into force on dd/mm/yyyy and be effective until dd/mm/yyyy.

Name

Name

Signed

Signed

On Behalf of XXCC

On Behalf of XX PPN

## Appendix 1 – Draft Workplan

<b>Goal 1</b>		
<b>Facilitate the participation and representation of communities in a fair, equitable and transparent manner through the environmental, social inclusion and community and voluntary sectors on decision making bodies</b>		
<b>Action</b>		<b>KPIs / Targets to be developed (<i>Local authority targets in italics</i>)</b>
Nomination and election of representatives to committees/boards.		<i>Number of requests for representatives from LA and other relevant bodies, number of elections, number of reps, Participation in elections, Number of committees with PPN reps etc.</i>
Establishment and maintenance of linkage groups as effective feedback and feed in mechanisms between reps and the groups they serve.		No of linkage groups, No of meetings, attendance at meetings, evidence of communication and engagement.
Support / training of representatives.		Development and agreement of representative’s charter, number of training events
Effective representation.		Attendance of reps at meetings, participation in sub-groups, participation in linkage groups etc. Evidence of participation by reps at meetings, <i>impact of community reps in LA policies and decision making</i>
Participation in county / city consultations.		<i>Number of invitations from LA and other relevant bodies to the PPN for consultation.</i> No of consultations participated in by PPN, Formal PPN inputs made. Inclusion of PPN inputs in policy.
Facilitation of / Participation in local area / sector consultations / plans		<i>Number of invitations from LA and other relevant bodies to PPN for local consultation.</i> Number of local consultations facilitated and contributed to. Inclusion of PPN inputs in policy.
Establish Municipal District PPNs and interaction with the Local Authority at that level.		Number of meetings held, interaction with LA.
Active promotion of the voices of those who are traditionally excluded including the development of Thematic Networks <sup>1</sup> .		Number of traditionally excluded groups in PPN, Participation in Linkage groups etc Number of Thematic Networks established, Meetings and activity of Thematic Networks. No. of reps of Travellers, Roma, ex-prisoners, migrants and other disadvantaged groups nominated to SPC’s/LCDC’s

<sup>1</sup> A Thematic Network deals with a particular section or group e.g. Young People, People with a disability, Older People etc

Networking with Local Authority and other statutory bodies to develop PPN as the reference point for the community and voluntary sector in the county/city		No of requests to PPN for information / reps etc. <i>Evidence of interactions between all sections of LA and PPN</i> , Evidence of interaction between other statutory bodies and PPN.
Facilitate the development of a well-being statement at county/city and MD level.		Documentation of process, existence of statement

<b>Goal 2</b>		
<b>Strengthen the capacity of communities and of the environmental, social inclusion and voluntary groups to contribute positively to the community in which they reside / participate</b>		
<b>Action</b>		<b>KPIs / Targets to be developed</b>
Establishing training needs within the local area.		Training needs report.
Working to meet those identified needs via formal or informal training.		Number of programmes offered, uptake, outcomes.
Networking and collaborating with other agencies to support capacity building e.g. LCDCs Volunteer Centres, Development Companies, ETBs etc.		Number and type of organisations, level of interaction, outputs.
Focussing on involving groups who are under-served in the decision making processes.		Outreach to specific areas / sectors, engagement of those sectors.
Focussing on the needs of groups who are under-served through the decision making process. Including the development and support of Thematic Networks.		Number of programmes offered focussed on these groups, uptake, outcomes. Supports provided to thematic networks, outcomes.
Promote networking and mentoring between groups to share best practice. Including the development and support of Activity <sup>2</sup> Networks		Number of events held, no of attendees, number receiving publications etc. Supports provided to Activity networks, outcomes.

<sup>2</sup> An Activity Network deal with a particular activity e.g. Tidy Towns, Local Heritage, Sport, Social Enterprise etc



<b>Goal 3</b>		
<b>Provide information relevant to the environmental, social inclusion and community &amp; voluntary groups and acts as a hub around which information is distributed and received</b>		
<b>Action</b>		<b>KPIs / Targets to be developed</b>
Establish PPN as the recognised way of sharing information with the sector, and between member groups.		Number of contributors of information.
Develop clear communication materials which will facilitate understanding of PPN and its role.		Materials.
Newsletters.		Number and content of newsletters, distribution.
Website.		Website hits, interactions.
Social Media.		Friends and interaction etc.
Telephone / email / face-to-face communications.		Query register.
Traditional media / papers / local radio etc.		Record of coverage obtained.

<b>Other activities in support of the above aims</b>		
<b>Action</b>		<b>KPIs / Targets to be developed</b>
Establish and implement policies and practices to enable the PPN to operate effectively, including financial, staff and other resource management.		Existence of written policies and procedures. Evidence of implementation.
Recruitment, employment and management of full time equivalent resource worker.		Worker in place. Relevant management structures in place and implemented.
Secure suitable office space and equipment for the PPN.		Suitable space sourced and PPN address established
Promote the PPN and its work to member groups and the wider community and stakeholders.		Awareness of PPN, evidence of promotional activity.
Manage and maintain an active register of groups.		Number of member groups, existence of up to date register, protocols for

		updating, data protection policy implemented.
Hold regular Secretariat meetings (min 4 per year).		No of meetings, attendance, outcomes.
Hold regular Plenary Meetings (min 2 per year).		No of meetings, attendance, outcomes.
Hold regular Municipal District (or other area based) meetings (min 2 per MD per year).		No of meetings, attendance, outcomes.
Demonstrate Plenary as the decision making body of PPN.		Proposals brought to PPN, Approval of nominees by Plenary, Approval of other proposals by Plenary.
Monitoring and evaluation of the plan.		Evaluation framework, results of evaluation, Annual Report.

DRAFT

## Appendix 2 Possible structures for employment of resource worker

According to the guidelines one of the roles of the Secretariat is to “Manage the resource worker who will be provided to PPN at a county level to enable them in delivering their objectives.”

This offers a particular challenge in terms of enabling a structure which

- Offers direct line management of the worker by the PPN. It is essential to avoid a position where a worker is conflicted between their responsibilities to the organisation that pays them and is their legal employer and the PPN Secretariat managing them
- Can operate to good HR practices including clear pathways for reporting, responsibilities and conflict resolution
- Minimises risk to Secretariat members / PPN in case of liabilities
- Plans for long term issues such as staff security and entitlements, liabilities etc.
- Incorporates TUPE concerns where relevant.

Under all circumstances

- PPN will have to create a mechanism whereby the worker reports to a single individual, who may be backed up by a small staff sub-group. Any structures created should also be able to accommodate the employment of ancillary workers e.g. CE, Job Bridge, Tús, student placements etc.
- a suitably equipped office location will have to be found for the worker. Arrangements here will differ across the country depending on the local situation, and may include remote working
- it should be open to the PPN in each county to decide on the best way to provide full time equivalent staffing i.e. one full time worker, two part time etc.
- the worker will be required to do a significant amount of evening and weekend work.

A range of options are open to the Local Authority

- PPN is the employer
- Local Authority is the employer
  - Existing Staff member
  - New recruit to Local Authority
- “Host” organisation employs worker
- Worker is retained on contract for service basis.

### PPN is the employer

The PPN takes out relevant insurances and recruits and employs the worker, provides their workspace, taking responsibility for all HR, payment and management. Key issues

Positives	Negatives	Logistics
Independence: Worker is recruited by PPN.	Potential of liability for PPN Secretariat, in the event of funding reducing etc. – redundancy.	LA pays grant over to PPN.
Independence: Worker reports directly to PPN.	Admin burden on Secretariat.	
Flexibility re remuneration package and work arrangements.	Lack of security and career structure for worker.	
Independence: PPN clearly perceived as separate from LA.		

### Local Authority is the employer

#### *Existing Staff member*

In a number of local authorities, an existing staff member has already been allocated to PPN. This staff member (usually in Community and Enterprise) has a line manager within the LA.

Positives	Negatives	Logistics
Strong HR / admin framework within LA.	Lack of independence: PPN likely to be seen as part of LA.	Requires a very strong MOU.
Security of tenure, and career structure for worker.	Lack of Independence: Potential for worker to be pulled away to other LA business / be redeployed / conflict of interest.	
Low risk for PPN / Secretariat.	Lack of Independence: PPN may have no control over what worker is assigned to them.	
	Potential difficulties for worker if PPN opposing LA on policies etc.	
	Potential lack of flexibility re remuneration and work arrangements.	
	How does PPN “manage” the worker when their core employment is with LA?	
	PPN budget could be “absorbed” into general LA structure covering a currently existing salary, and lack transparency.	

### *New recruit to Local Authority*

PPN and LA recruit a new worker on a temporary (renewable) contract. The LA takes on the payment and HR functions, and assigns the worker completely to PPN under an SLA/MOU. Some aspects of the Sports Partnerships model may be relevant here.

<b>Positives</b>	<b>Negatives</b>	<b>Logistics</b>
Independence: PPN involved in recruitment.	Potential for conflict between LA and PPN re role of worker.	Requires a strong MOU and reporting mechanism
Independence: Seen as somewhat independent from LA.	Potential difficulties for worker if PPN opposing LA on policies etc.	Is “non-salary” budget paid over to PPN for use on programmes etc?
Strong HR/admin framework within LA.	Possible issues with staff complement and recruitment embargo – non-replacement re sick leave, maternity leave etc.	
Flexibility re remuneration package and work arrangements.	How does PPN “manage” the worker when their core employment is with LA?	
Security and career structure for worker.		

### **“Host” organisation employs worker**

An external organisation to the LA and PPN agrees to host the worker.

<b>Positives</b>	<b>Negatives</b>	<b>Logistics</b>
Independence: PPN involved in recruitment.	Confusion for worker in terms of line management.	Requires a strong MOU and reporting mechanism.
Independence: Seen as independent from LA.	Conflict between host and PPN re role of worker.	Is total budget paid over to host? What about programme costs etc?
Flexibility re remuneration package and work arrangements.	Potential difficulties for worker if PPN opposing host on policies etc.	Dependent on HR framework in host.
Lack of security and career structure for worker.	Risk of host organisation being seen to dominate PPN.	
	Lack of independence: Identification of PPN with host organisation.	
	Risk for host organisation if funding reduced – redundancy.	

### Worker is retained on contract for service

The tasks to be done are tendered for (on e-tenders), and a contract for service entered into with the successful tenderer for a fixed term period. The contractee is then self-employed and takes responsibility for their own tax, hours and place of work etc. To meet the Revenue guidelines <http://www.revenue.ie/en/tax/rct/determining-the-correct-employment-status-of-a-worker.html>, the person must not work exclusively for one organisation, must provide their own materials etc.

Positives	Negatives	Logistics
Independence: PPN involved in recruitment.	Short term contract only – contract would have to be re-advertised regularly. Continuity not possible.	Requires a strong MOU and reporting mechanism.
Independence: Seen as independent from LA.	Difficult to meet Revenue Commissioners’ restrictions on who can be “self-employed”.	May offer a short-term solution for 6 months while Secretariat gets organised.
Independence: Direct Line Management by PPN.	No security for contractee or PPN. No career structure.	
Flexibility re remuneration package and work arrangements.	Difficult to change duties to meet changing circumstances.	
No Employers PRSI to be paid.	Potential conflict of interest for contractee with other work they may be tendering for.	
No employer liability.		

## Appendix 3: Draft job description for resource worker

**Job Title:** PPN Resource Worker

**Reporting to:** PPN Secretariat via their designated structure (to be determined)

**Purpose:** To support the work of the Secretariat to develop the PPN in <area> as an effective structure to promote public engagement and participation via the environmental, social inclusion and community & voluntary sectors in accordance with the relevant guidelines.

The Resource Worker will be a strongly motivated person, with a strong sense of commitment to the ideas and values inherent in the work of PPN.

### Key Objectives

- **Facilitate the participation and representation of communities in a fair, equitable and transparent manner through the environmental, social inclusion and community & voluntary sectors on decision making bodies**
- **Strengthen the capacity of communities and of the environmental, social inclusion and voluntary groups to contribute positively to the community in which they reside / participate**
- **Provide information relevant to the environmental, social inclusion and community & voluntary groups and acts as a hub around which information is distributed and received.**

### Key duties

- Support the Secretariat to develop an integrated workplan to meet these objectives
- To support the Secretariat by organising and attending meetings, providing reports and any other reasonable tasks as directed
- Networking and collaborating with the Local Authority and other statutory bodies to develop the PPN as the reference point for the environmental, community & voluntary and social inclusion sectors in the county/city and to further the aims of the PPN
- Co-ordinate the nominating and election process for representatives onto Boards and Committees including liaison with the requesting body
- Support elected PPN representatives in their work, and in particular facilitating effective feedback between them and their linkage group and the wider PPN community, leading to the full diversity of views being reflected.
- Co-ordinate and prepare submissions from the PPN to public consultations as directed, working with member groups to participate in consultations and planning that affects them
- Facilitate the development and monitoring of a well-being statement at county/city and MD level
- Develop and manage a PPN database as an active and accurate register of member groups, including data protection policies
- Promote PPN membership and encourage participation by all groups, especially those traditionally excluded
- Facilitate the involvement of all sectoral interests in PPN, including establishing Thematic Networks and supporting them as appropriate. Such Thematic Networks could focus on areas such as Youth, Disability, Women, Older people etc.
- Co-ordinate and facilitate PPN events including meetings of the Plenary, Municipal Districts, Linkage Groups and other such structures as may be required

- Establish capacity building needs for member groups and work to meet those identified needs via delivering formal or informal training and networking. This is likely to include collaborating with other agencies/entities e.g. Volunteer Centres, LCDCs, Local Development Companies, ETBs etc.
- Develop and implement a communications strategy for PPN to include personal contact, and traditional and social media -
  - Research, produce and distribute a regular newsletter for members
  - Manage the PPN website ensuring it is up to date.
  - Promote the PPN and its work to member groups and the wider community and stakeholders
  - Devising materials to be used for PPN responses to requests including online consultations, public meetings, workshops, surveys etc.
- Identify, source and manage the resources necessary (human, financial and material) to implement the workplan
- Manage the day to day workings of the PPN, including administration, financial accounts and expenses payments
- To devise systems and keep accurate and methodical records for all internal processes and procedures
- Complete all relevant funding applications and reports as required for the Local Authority, including financial accounts
- Sourcing supplementary funding from other sources, and accounting for such funds, and managing any projects arising from such funding
- To develop and implement an evaluation framework for the PPN to support its strategic development and continuous improvement
- Any other reasonable duties which may be requested in furtherance of these aims.

## Requirements

- Relevant 3<sup>rd</sup> level qualification or substantial work experience in a relevant area
- A minimum of 3 years community development experience, or experience working with the “not for profit” sector
- Knowledge and understanding of public participation and in particular the barriers to participation of socially excluded groups
- Knowledge and understanding of public policy development and relevant structures at Local Authority level.
- Knowledge and experience of the community and voluntary, environmental and /or social inclusion sectors.
- Project management experience & ability to manage multiple projects at once
- Experience of building, managing and nurturing partnerships and relationships across a wide range of key stakeholders
- Strong analytic, report writing, strategic, organisational, governance, financial skills.
- Excellent facilitation skills
- Effective communication skills
- Leadership and people management skills in a paid or voluntary capacity
- Excellent IT & administration skills, including MS Word, Excel & Power Point, social networking, website maintenance etc.
- Experience of working with a Voluntary Board of Management
- Full clean driving licence & access to own transport for service delivery
- Evening and weekend work will be required for this role
- Garda vetting is essential.