

chapter 10



Social Infrastructure Priority

Social Infrastructure Priority

Introduction

Investment under the Social Infrastructure Priority of NDP 2007-2013 is indicatively estimated at just over €33.6 billion. This investment will be spread across the following Programme areas:

Social Infrastructure Priority

Programme	All figures in € million current prices					
	Exchequer	PPP	Local Auth.	State Bodies	Other	Total
Housing	15,455	255	858	4,507	140	21,214
Health Infrastructure	4,555	415	0	0	0	4,970
Justice	1,551	795	0	0	0	2,346
Sports, Culture, Heritage & Community Infrastructure	3,312	288	31	0	0	3,631
Unallocated Capital Reserve	636	814	0	0	0	1,450
Social Infrastructure Total	25,509	2,567	889	4,507	140	33,612

The main outputs under this Priority will be to:

- Meet the housing needs of some 140,000 new households;
- Enhance our hospital infrastructure;
- Enhance primary community and continuing care facilities, particularly for older people;
- Modernise prison infrastructure;
- Overhaul Courts infrastructure;
- Enhance Garda infrastructure and supports; and
- Provide new facilities in the areas of sport, culture and community infrastructure as well as protecting our natural and built heritage, including waterways.

Role of Social Infrastructure

Social Infrastructure has a key role to play in promoting social inclusion and improving the quality of life of our citizens especially those who are disadvantaged economically and socially. A major enhancement of social infrastructure took place under NDP 2000-2006 and this was especially evident in the output of social and affordable housing and in the improvements in health infrastructure.

The very substantial investment in social infrastructure in the NDP 2007-2013 underlines the ongoing commitment to promoting social inclusion. As well as investing in economic development and infrastructure, this Plan will ensure that the fruits of our economic success continue to be distributed as widely as possible.

As such, much of the investment under the Social Infrastructure Priority will complement the efforts made under the Social Inclusion Priority (see Chapter 11) to combat social exclusion.

Housing Programme

Investment under the Housing Programme will total some €21.2¹ billion over the period of the Plan and will be delivered through two Sub-Programmes:—

- Social Housing Provision and Renewal (€17 billion); and
- Affordable Housing and Targeted Private Housing Supports (€4 billion).

Strategic Context and Objectives 2007-2013

Good quality housing is fundamental to the social and economic development of the country and the economic well being of its people. As an important component of national infrastructure, housing is central to social development, competitiveness and ultimately economic growth.

Over the period of the NDP 2000-2006 investment in water, sewage and transport services has helped to underpin improvements in housing supply with an estimated 480,000 completions. As a result, Ireland is providing new homes at a much faster rate than other countries in Europe, with about 20 new homes produced annually per 1,000 population compared with 5 per 1,000 on average in the EU. There is also relatively strong activity by first time buyers in the market with an estimated 45% in this category in 2005. In addition, the average age of first time buyers in 2005 was 30: this compares with a corresponding average age in the United Kingdom of 34.

As Chapter 3 indicates, population growth will underpin significant housing demand in all regions into the future, with the population likely to increase to over 5 million by 2020. Therefore, maintaining the impetus for the delivery of housing at affordable prices to meet demand remains at the centre of housing policy. The social partnership agreement, *Towards 2016*, and the *Housing Policy Framework: Building Sustainable Communities*, jointly set out the broad approach being taken to housing policy under the NDP 2007-2013.

The bulk of housing output over the period of the NDP 2000-2006 was provided by the private sector and this will continue to be the case under this Plan. However the overall policy approach recognises that the market alone will not address the housing needs of all sections of the population. There has been a sustained targeting of less well-off households through social and affordable housing schemes and an expansion in the range of supported housing is being provided under the Plan. The Housing Programme will be structured around the two Sub-Programmes — Social Housing Provision and Renewal, and Affordable Housing and Targeted Private Housing Supports. The make-up of these Sub-Programmes reflects the variety of policy responses required in a complex housing market and local authority multi-annual housing action plans provide the basis for the coherent and integrated planning and delivery of the programmes. These actions are complemented by the provision of tax relief on mortgage interest. The value of this relief was significantly increased in Budget 2007 especially for first time buyers.

Towards 2016 sets out the objective of addressing the accommodation needs of some 60,000 new households over the period 2007-2009. In this context, it is estimated that the accommodation needs of some 140,000 new households (excluding persons assisted under the Social Welfare Rent Supplement Allowance - 60,000 per annum at present) will be assisted through the various social and affordable housing measures over the period of the Plan. Further households will have the quality of their homes improved through housing renewal or adaptation schemes, leading to better quality of environment and quality of life.

¹ Includes a provision for Supplementary Welfare Allowance (Rent Allowance).

A critical factor in determining housing interventions is the requirement for a clear perspective as to the scale and nature of need, including local variations. The life cycle approach, adopted in *Towards 2016*, has a particular significance in the area of housing and in framing responses, account will be taken of individual and family circumstances and each person's position in the life cycle. The approach will also seek to encourage choice, personal autonomy and a sense of community involvement for all those across the life cycle. To advance these goals, a new means of assessing housing need is being developed to provide a better basis for policy development and service delivery to ensure that all people can live with maximum independence within their community.

Social Housing Provision and Renewal Sub-Programme

A total of €17.1 billion (including a provision for rent supplement) will be invested under this Sub-Programme over the period of the Plan. This investment is being targeted at the provision of an expanded range of tailored social housing support and an accelerated programme of renewal and improvement of the existing stock. Some 200,000 households currently receive housing support provided by local authorities, voluntary and co-operative housing associations or in private rented accommodation. It is expected that over the period of the Plan, a greater range of options will be available to households within a growing level of provision and an improved quality of housing.

The aim of the Sub-Programme is to deliver greater quantity of social housing options and at the same time to improve the overall quality of this tenure. This will involve a commitment to delivering high quality development in mixed community settings with proper attention to the planning and design of new housing to ensure that developments do not contribute to or reinforce social segregation.

New Social Housing

To achieve these objectives, some 27,000 new homes for people in need of social housing will be commenced or acquired over the period 2007-2009. These homes will come through a combination of local authority, voluntary and co-operative housing and Rental Accommodation Scheme (RAS) contractual arrangements. Over the period of the Plan there will be a gradual movement from rent supplement provided under the Social Welfare Rent Supplement Allowance to RAS. This will benefit additional households whose long-term accommodation needs will be met through contractual arrangements with landlords for existing properties transferring from rent supplement.

Progress will be reviewed following the first three years of activity under the Plan and will feed into the overall 2010 mid-term review. This will inform the proposed delivery under the next series of multi-annual local authority housing action plans, taking account of housing needs, market developments and capacity. Overall, it is estimated that the Sub-Programme allocation will fund the provision of over 60,000 new units (comprising local authority, voluntary and RAS) over the Plan period 2007-2013.

Targeted programmes are also in place to address the particular accommodation needs of the homeless and Travellers. The Plan will build on the significant progress made over the period of the previous NDP in meeting the needs of these groups together with the special housing needs of people with a disability and older people.

In addition to the capital programme, this Sub-Programme includes substantial provision of Exchequer monies to support the provision of accommodation in the private rented sector for those with a housing need. There are two vehicles for funding this: the Social Welfare Rent Supplement Allowance (RS) operated by the Health Service Executive and the Rental Accommodation Scheme (RAS) run by housing authorities. In the region of 60,000 households currently receive support through these two programmes. As already indicated, over the period of the NDP, there will be a gradual movement of households with long-term housing need from RS to RAS.

Community Sustainment and Housing Renewal

Chapter 3 highlighted the role that investment in the regeneration of social housing estates may play in enhancing the attractiveness of the National Spatial Strategy Gateways as places of investment often as part of wider urban renewal objectives.

Investment under this Sub-Programme will be used to intensify efforts to rejuvenate and, where necessary, regenerate existing social housing communities. It will allow for the completion of the current phase of the regeneration of Ballymun under the Master Plan for that area. Further renewal schemes will be rolled out nationwide, part-funded by the resources made available through the sale of dwellings.

Affordable Housing and Targeted Private Housing Supports Sub-Programme

A total of €4.2 billion will be invested under this Sub-Programme from Exchequer and other sources over the period of the Plan. The objective is to provide support for people seeking accommodation in the owner-occupied sector through the provision of affordable housing. It will also assist in the upgrading of the physical condition of certain categories of private housing with particular emphasis on those who are most in need including the disabled and the elderly.

Affordable Housing

Home-ownership remains the preferred option of the majority of people and, in this context, the commitment to the provision of assistance to low-income households to acquire affordable accommodation within the private sector will continue. Output under affordable housing has expanded in recent years and the Government is committed to delivering some 17,000 new units over the period 2007-2009. Progress will be assessed in the 2010 mid-term review of the Plan and any new targets will be set in the light of market development and needs. The financial framework reflected in the Plan will allow for broadly similar levels of output beyond 2009, resulting in some 40,000 households benefiting from affordable housing over the period of the Plan.

The Affordable Homes Partnership, established in 2005, has made good progress in accelerating affordable housing in the Greater Dublin Area. It will build on this growing experience to assist, in the early part of the Plan, in the roll-out nationally of certain initiatives, e.g. affordable housing communications campaigns.

Exchequer funding is focussed on the provision of subsidies to make homes affordable, while other expenditure relates to funding of mortgages by means of loans raised through the Housing Finance Agency (HFA). In many cases, local authorities will act as enablers of affordable housing provision and will be in a position to offer homes on their own lands, State lands or under arrangements with private developers at discounted prices without the need for financial subvention. In these instances the beneficiaries can access mortgage finance for their homes through a number of financial institutions.

In addition to Exchequer expenditure, a number of PPP type projects will be progressed over the period of the Plan under the Sustaining Progress Affordable Housing Initiative. This Initiative involves the making available of surplus State lands and property to private developers, thereby enabling the latter to provide private housing at more affordable prices.

Targeted Private Housing Support

Support will also be provided under this Sub-Programme to people with special housing needs and acute affordability problems, including people with a disability and older people.

Non-Exchequer Funding

Of the total funding under the Housing Programme of some €21.2 billion, the local authorities will fund some €858 million from their own resources and the HFA will fund some €4.5 billion.

HFA Funding

While many of the 40,000 households likely to benefit from affordable housing may avail of mortgages from financial institutions, substantial resources are being made available through the HFA over the period of the Plan. This will fund loan finance for low income households and ensure that access to finance is not an obstacle to home ownership for this group. The HFA also assists local authorities in the delivery of programmes through the provision of loan finance for land acquisition and bridging finance to cover the costs of developing affordable housing. Some 50% of output delivered through various collaborations with the voluntary and co-operative sectors under the Plan will also be facilitated by HFA loans.

PPPs and Housing

There is a range of interaction with the private sector in the provision of social and affordable housing. Successful public/private partnerships, funded by private finance, have been promoted by local authorities, particularly in the area of major regeneration projects such as Fatima Mansions and O'Devaney Gardens. This model will be used to develop other projects throughout the programme period.

More recently, PPP arrangements have been undertaken as part of the Rental Accommodation Scheme. These partnering roles will be expanded under the Plan and will include investing the equivalent of some €255 million of capital funding over the period. New procurement options will also be advanced whereby social housing is provided by private companies which will be responsible for the design, construction and maintenance of units, often in co-operation with the voluntary and co-operative sector.

Health Infrastructure Programme

The Health Infrastructure Programme will invest some €5 billion over the period of the Plan and will comprise three Sub-Programmes:

- Acute Hospital Care (€2.4 billion);
- Primary, Community and Continuing Care (€2.1 billion); and
- Health Information and Communications Technology (€490 million).

Strategic Context

Capital investment of the order of €3.3 billion under the National Development Plan 2000-2006 has brought about a significant improvement in the standard of facilities across all care programmes. However, despite this unprecedented level of investment, a significant proportion of Irish health building stock must be upgraded for contemporary clinical and healthcare use. There is also a need to build on the major progress made under the previous Plan 2000-2006 in capital investment in primary and community care.

Health Infrastructure planning must take account of trends in medical innovation, healthcare practice and demography. Trends in healthcare performance have led to more people surviving serious illness and, therefore, living longer with chronic conditions and disability. At the same time, in line with international trends, there has been a consistent effort in recent years to refocus the delivery of services towards primary healthcare and community based care. Services traditionally provided in institutions will continue to be relocated to more appropriate community based settings. New technologies, improving skill levels and increased investment will underpin this development.

Overall, the more significant trends and factors affecting the type and quantity of health capital infrastructure are:

- The total population of Ireland will grow over the lifetime of the Plan while trends may vary somewhat by region;
- The impact of increasing life expectancy and population ageing will also be significant;
- Disability rates are likely to increase as a result of reducing mortality from serious illness;
- While progress has been made, the benefits of improving health status and increasing longevity have not been experienced equally by all sectors of the population. There are continuing disparities in access and outcomes by ethnicity and income;
- The necessary shift towards a greater team-based provision of services in all aspects of health care will be supported;
- Health infrastructure will be developed in line with best practice, the highest standards, maximum patient safety and the requirement for efficient and effective services;
- There are likely to be significant gains in the efficiency of some of our health service delivery e.g. length of stay;
- Advances in medical technology create the potential to facilitate moving care from hospitals and other institutions into more appropriate and effective community settings. Better diagnostic techniques, as well as newer medications and medical or surgical interventions, are likely to be associated with fewer complications thereby facilitating less dependence on in-hospital care; and
- In future, service providers will be more integrated through electronic linkages, common information systems and electronic records.

These factors will inform the prioritisation and delivery of Health capital investment over the period of the Plan. A key determinant will be that capital investment should be seen as a way of securing desired health service objectives and improved health outcomes. Capital investment in health infrastructure under the Plan will therefore be targeted at the provision of the best possible service, in terms of effectiveness, safety and quality, to service users. In this context, the Government is reforming the health delivery system, the key elements of which include:

- Developing and improving primary care services;
- Improving and enhancing home and community supports;
- Improving timely and appropriate access to key services;
- Delivering and sustaining reform and innovation, including driving value and process efficiency; and
- Reforming organisational arrangements.

Government policy aims to maximise the health and social well-being of the population. The primary focus is the promotion and protection of the health of the whole population, with particular emphasis on reducing health inequalities. It takes account of all the factors that can influence the health and well-being of the population, such as demographics, socio-economic factors, chronic disease and health technology. It also recognises that everyone has a responsibility to promote and protect their own health and the health of others.

Healthcare studies have shown that a well-designed and well maintained health estate improves patient recovery rates. Investment in health infrastructure under this NDP will aim to provide a healthcare environment, which, in terms of design and ambience, will benefit patients. A well designed healthcare environment can lead to faster recoveries, reduced suffering for patients and reduced risks of infection.

There is a strong correlation between the location of major health infrastructure and the Gateways identified in the National Spatial Strategy (NSS). Health infrastructure investment can play a significant role, in conjunction with other major public investment programmes, in the implementation of the Regional Development Strategy set out in Chapter 3 of the Plan. It will be an important reference point for Health infrastructure investment over the period of the Plan.

Arising from the above, Health capital investment over the period of this National Development Plan includes the following priorities.

Increasing the emphasis on primary care and health promotion

In the past, the major share of the Health capital programme was spent on the acute hospital system. In order to deliver the type and range of primary and community care facilities required, a more balanced approach will be taken under the new NDP to the allocation of capital investment between the acute and primary, community and continuing care sectors. By increasing its emphasis on primary care, integrated accessible services can be provided to people in their own communities. This approach will ensure that preventative services and high quality care can also be provided, through community-based primary care teams, to people with stable chronic diseases, such as diabetes, heart disease and chronic obstructive airways disease, within their own communities.

Freeing up the hospital care system

By shifting care, where appropriate, from hospitals to the community, hospitals will be better positioned to focus on meeting acute secondary, tertiary and quaternary patient care needs, driven by international best practice and delivered through the integration of clinical practice, education and research.

Ensuring integrated care

Well integrated hospitals and primary, community and continuing care service will enable the health system to function as a single service delivery unit and make it easier for people to access the right service in the right place at the right time, through, for example, agreed care pathways, protocols for referral and joint planning for discharge.

Improving health outcomes

By seeking to improve the health and well being of the whole population and, in particular, the health of population sub-groups, survival rates from heart disease, five year survival from cancer, and the social well-being of older people and disadvantaged groups will increase.

Improving quality and safety

By strengthening quality and risk management governance structures and processes, the goal of improving the ability of all health and social care providers to offer a safe and seamless service to the highest international standards will be supported.

Promoting equity

There is a strong social class gradient in health status. Those in the lowest socio-economic group have the highest death rates and the lowest survival rates for major preventative diseases such as cancer or cardiovascular conditions. To narrow this gap, actions will be developed to influence the major factors which determine the health and well-being of the population by targeting resources to those most in need.

Current Expenditure Implications

The rollout of capital investment under the Health Infrastructure Programme will be managed in a planned way that ensures that any additional current expenditure requirements are accommodated within the overall Health Group Vote for current expenditure as agreed over the period of the Plan. As regards staffing

implications, it will also be necessary to comply fully with Government policy in relation to public sector numbers.

Acute Hospitals Sub-Programme

A total of some €2.4 billion will be invested in acute hospital infrastructure over the Plan period under the following headings.

Accident and Emergency Services

A&E Departments deal with over 1.2 million persons annually. Capital expenditure will focus on the development and expansion of minor injury units, chest pain clinics and respiratory clinics, the provision of Acute Medical Assessment Units, and the development of transit wards in A&E Departments. Additional long-term care and rehabilitation facilities will be developed to address problems in A&E units which are exacerbated by the number of delayed discharges. Funding will also be available to continue the modernisation of the ambulance service.

Acute Hospital Bed Capacity

The ESRI evaluation of priorities for the NDP identified a need to undertake a comprehensive analysis of the need for additional acute hospital beds. A review of acute hospital bed capacity requirements over the period to 2020 is currently being undertaken by the Health Service Executive. This review will take into consideration projected population growth, age profile and birth rates. The outcome of the review will inform Plan investment at project level.

Infection Control

The prevalence and spread of Health Care Associated Infections, including MRSA, presents a significant challenge to health care providers. Investment in new hospitals and the refurbishment of existing hospitals will take account of the need to guard against such infections.

Re-Configuration of Acute Hospital Services

Patient safety must be paramount and must be the key driver in the re-configuration of the acute hospital services and, indeed, services generally. Investment under this measure will focus on the reconfiguration of acute hospital services to achieve better standards of care and greater efficiencies. The objective will be to build up regional self-sufficiency in certain specialities and to improve the infrastructure supporting the delivery of supra-regional and national services.

Co-location of private hospital facilities on public hospital sites

In July 2005, the Minister for Health and Children issued a policy direction to the Health Service Executive (HSE), which is aimed at freeing up to 1,000 additional beds for public patients through the development of private hospitals on public hospital sites. The intention is to transfer private activity to those hospitals thereby freeing up capacity for public patients.

Apart from increasing bed capacity for public patients, this policy will:

- Encourage the participation of the private sector in generating extra capacity;
- Maximise the potential use of public hospital sites;
- Promote competition among public and private acute service providers; and
- Offer improved quality and choice to all patients.

The HSE is currently engaged in a procurement process with the private sector to build and operate private hospitals on a number of public hospital sites.

New Children's Hospital

Funding will be available under this measure to build a new independent national tertiary paediatric centre on a site to be made available by the Mater Hospital in Dublin.

Maintenance of Facilities and Equipment

Proper maintenance of the extensive health infrastructure is essential to a modern health system; this includes maintenance of facilities and equipment; equipment replacement and ambulance fleet renewal. Funding will be made available to ensure proper estate management in a planned and efficient way.

Specific Specialty/Service Developments

Funding will be available to improve service in specific areas, including kidney dialysis, organ transplantation, cystic fibrosis and diabetes.

Cancer Control Strategy

The Acute Hospitals Sub-Programme will include a major investment in the development of facilities to treat people affected by cancer.

A new National Cancer Control Strategy, launched in June 2006, will be funded under this Sub-Programme. The service delivery model will involve the establishment of four Managed Cancer Control Networks, each serving a population of about 1 million people. Networks will consist of primary, hospital, palliative and supportive care. Cancer Centres will deliver and lead the delivery of care, including acute care, in each network which will also involve other acute hospitals. Infrastructural investment will include modern diagnostic equipment and facilities, adequate day and outpatient facilities for cancer patients, modern facilities for the administration and preparation of cytotoxic drugs and ICT platforms to support high resolution data transfers between hospitals.

Radiation Oncology

A National Network for Radiation Oncology Services was announced in 2005. The Network will consist of four large centres in Dublin (two), Cork and Galway with satellite centres in Waterford and Limerick. This will require a substantial increase in capacity and will involve significant capital investment. Most of this extra capacity will be procured as a Public Private Partnership by the National Development Finance Agency on behalf of the HSE.

Advances in Health Technology

Rapid developments are taking place in relation to diagnostic imaging which provides a better biological and molecular understanding of diseases. Positron Emission Tomography (PET) allows for more advanced imaging of tumours, organs and tissues. The technology supports better and more accurate diagnosis and hence more effective treatments. In addition, drug therapies can be more effectively targeted and monitored to determine effectiveness. Funding will be made available during the Plan period under this heading from the Acute Hospitals Sub-Programme. The Health Information and Quality Authority will have a statutory role in the evaluation of the clinical and cost effectiveness of health technology.

Primary, Community and Continuing Care Sub-Programme

This Sub-Programme will invest some €2.1 billion in the primary, community and continuing care infrastructure over the next seven years. Access to a quality multi-disciplinary primary care service is one of the issues raised in public consultations on poverty and social inclusion. The NDP will help to improve the physical facilities required to implement the national policy on team-based primary healthcare.

Disadvantaged groups have greater requirements for the varying elements of such a service and therefore potentially more to gain from it. These groups are also those most dependant on the public hospital system. A well developed primary care service will provide a more appropriate and effective alternative to hospital care for an increasing range of diseases and conditions with a proportionately greater gain and outcome for those who experience greatest disadvantage. Improved physical infrastructure for people who are disabled, for those who are mentally ill, and for children in need of care and protection will not only benefit individuals, but will also help alleviate the burden on carers, families and communities.

Capital investment in primary and community care under this Plan will support the following overall strategic approach:

- Developing modern primary care infrastructures at local level;
- Ensuring the delivery of local services in an integrated way;
- Achieving the fullest possible integration between hospital and community based services;
- Providing better or increased access to services; and
- Developing strong community based supports for vulnerable or targeted population groups.

Primary Care Services

Modern, well-equipped accessible premises are needed to support the effective functioning of primary care teams and the wider primary care networks of professionals. The “Towards 2016” partnership agreement contains a commitment to the development of primary care services, drawing on the National Primary Care Strategy. This will entail ongoing investment to ensure integrated, accessible services for people within their own community with a target of 300 primary care teams by 2008, 400 by 2009 and 500 by 2011. A review of these targets will be undertaken in 2008.

Funding will be provided to support a range of approaches to the provision of an appropriate infrastructure. Capital developments will take place according to local circumstances and service needs. These will range from 100% State-funded facilities to joint projects with other interests involving a lesser degree of State contribution. In other instances, there may be no need for State capital investment, e.g. if the HSE became a tenant in a third-party-owned facility. There will also be scope for resources to be realised from the disposal by the HSE of existing unsuitable older premises.

In addition to capital investment in Primary Care Services, there will be substantial ongoing current expenditure at this level over the period of the Plan notably through the GMS and Drug Payment Schemes.

Services for Older Persons

In the next 10 years, the numbers of over 65's will increase by about 165,000. The demographic pressures will increase further over the following 20 years so that, by 2036 about one fifth of the population will be over 65 compared to about 11% now. Accordingly, this trend will require ongoing investment in developing residential and community care for the elderly.

Much of the investment over the lifetime of the Plan will focus on community care services which will enable Older People to live independently in their own homes for as long as possible. Supports will include Home Care Packages, Home Helps, Day Care and Respite Services.

With regard to Residential Care, the HSE has completed a Needs Assessment which identifies three priority areas: increasing bed capacity, replacing existing bed stock and completing necessary refurbishment and upgrading. This work will be progressed in the context of the overall funding for Services for Older People and Palliative Care.

Palliative Care

A Baseline Study, launched in 2006, showed that the number of patients who needed palliative care in 2002 was 10,350. This will rise to 12,500 by 2016. The Study also highlighted that there are regional variations across the country in the provision of hospice/specialist palliative care. Support will be provided to develop specialist palliative care bed in-patient units, palliative care community support beds, day services and ancillary supports.

The HSE has worked with key stakeholders to prioritise capital projects for palliative care. These projects will be progressed in the context of overall funding for Services for Older People and Palliative Care.

Services for People with Disabilities

The special needs of people with disabilities will be supported under this Sub-Programme and will enhance the Multi-Annual Investment Programme 2006-2009 which provides for capital expenditure of €220 million in that period. Funding will be available for community-based residential and respite services; residential accommodation for those currently in inappropriate settings such as psychiatric hospitals, nursing homes and older campus style accommodation; day centres and resource facilities; aids and appliances, including assistive technology; specialist facilities for those who require a more intensive level of care; and ongoing maintenance of existing and expanded infrastructure.

Mental Health

A national policy framework for the modernisation of the mental health services “*A Vision for Change*” — *Report of the Expert Group on Mental Health Policy* has been accepted by Government as the basis for the future development of mental health policy. Following on from this report, a programme of capital and non-capital investment in mental health services will be implemented in a phased way under this Sub-Programme over the period of the Plan, in parallel with the reorganisation of mental health services.

Funding will be provided in respect of child and adolescent in-patient units, community mental health centres, mental health crisis houses, upgrading of crisis houses for homeless people, continuing care beds for people in later life and with challenging behaviour, day hospitals, day support centres, user-run day support centres, staffed hostel places and intensive care rehabilitation unit places. A plan to bring about the closure of all mental hospitals to fund this new mental health infrastructure will be drawn up and implemented.

Over the period of the Plan, a new mental health facility will be provided in North Co. Dublin to replace the Central Mental Hospital, Dundrum. It is intended that this project will be funded through the sale of the existing site in Dublin.

Child Welfare and Protection

Physical infrastructure for children in the care of the State and in respect of children in need of family based support, will primarily be located in local community settings. As part of the development of Family Support structures in collaboration with other agencies, local multi-purpose facilities located in areas of disadvantage will be developed during the period of the NDP.

Specialist provision will also be required. This will include Sexual Assault Treatment Units, strategically located across the country in large population areas. Support for troubled and troublesome children will be more community-based and will require capital investment in designated areas to respond to the local needs. For some areas, residential care will still be part of the range of services and will require upgrading and refurbishments.

The HSE has reported that, as part of improving the integration of service delivery, it will require enhanced hardware and improved networks and specific ICT developments to provide comprehensive recording of service interaction with the client which will also facilitate information management and assist service planning.

The capital development projects are a continuation of the localising theme of the previous NDP and further development in this manner throughout the period of the new Plan is in keeping with overall strategy in developing a more community-based response to at risk children, with the aim of reducing reliance on residential care as an intervention measure.

Health Information and Communications Technology Sub-Programme

Capital funding of €490 million will be provided under this heading in the Health area under the Plan. The vital importance of the availability of comprehensive and relevant information in support of the delivery of appropriate and effective health care is widely recognised by health providers and consumers worldwide. Health is one of the most information dependent industries of all, with the delivery of good health care being critically dependent on the availability of good information. ICT is therefore a crucial enabling factor for achieving high performance.

ICT enabled health care is essential to ensuring that care is delivered in a safe and more efficient manner by providing complete, accurate, and timely information at the point of care, whether within the hospital setting, in the community, or in the home. In addition, comprehensive information is essential to those working in support of front line care delivery professionals to ensure that health services can be appropriately planned, monitored and evaluated. The National Health Information Strategy (NHIS), published in 2004, confirms the importance of ICT in making the health service more people-centred, improving the quality and safety of care, helping staff to make better use of their time and expertise and promoting greater efficiency.

While there have been significant advances in the deployment of ICT in healthcare over recent years, there is still very significant scope for its greatly enhanced use. The NHIS clearly sets out the value of comprehensive information systems across the health service and identifies a number of key objectives, including the development and deployment of electronic health records, communication of appropriate information to the point of care and the measures necessary for proper information governance. In essence, the strategy maps out the way forward to a significantly improved position where appropriate, timely and comprehensive information is available to all those working within the health service, so as to ensure that services can be effectively and efficiently delivered and planned. From the health consumer's point of view, the strategy is designed to deliver optimised care while greatly enhancing and protecting confidentiality.

Developments in the areas of Telemedicine and Telecare will utilise ICT to facilitate the greater delivery of healthcare services over considerable distances. These developments will employ advanced communication technology between doctors, other carers and hospitals and will be increasingly focused on enabling care delivery in the community and in the home, thus offering significant opportunities for improving the way in which healthcare is delivered.

The funding being made available under this Plan represents a significant and sustained recognition of the increasing importance of ICT support within healthcare, and will enable the NHIS to be further progressed during the period of the Plan. ICT and health-related information systems will be implemented in accordance with an overall ICT and information management strategy for the HSE.

Justice Programme

The Justice Programme will involve a total investment under Plan 2007-2013 of €2.3 billion capital expenditure.

Strategic Context

It is a key social responsibility of Government that it provides a safe living environment for its citizens. This involves a multi-faceted approach which requires the imposition of sanctions for crime and the putting in place of interventions to address the social factors which tend to lead to crime. Capital investment under this Programme will help implement this approach.

The promotion of social inclusion is also critically important to dealing with crime and promoting a safer environment. Accordingly investment under this Programme will complement the framework for promoting Social Inclusion and the various Sub-Programmes set out in Chapter 11. Other Plan investment in areas such as social housing and human capital are also important in this regard.

Garda

The Government is committed to improving the standard of Garda stations and facilities throughout the State. Following on from the recent development work at Templemore Garda Training College and at a number of Garda stations, investment under the programme will be targeted on construction, extension and refurbishment of a number of further Garda stations, starting with a new Garda station at Ballymun as well as the provision of a new Forensic Science Laboratory.

The provision of appropriate support facilities is of crucial importance to the effective operation of a modern police force. The Plan will make available the funding required to address these needs, through the continued development of IT and communications infrastructure and equipment, as well as the accommodation requirements of the force.

Detention and Rehabilitation Facilities

The Irish Prison Service is embarking on a major capital programme involving the replacement of the four prisons on the Mountjoy complex (Mountjoy, Training Unit, Dóchas Centre and St. Patrick's Institution) with a new modern prison complex at Thornton, North County Dublin. The existing Mountjoy Complex is wholly incapable of serving as a centre for rehabilitation and detention of prisoners in the 21st century.

As part of the Prison Service capital programme to modernise the prison estate, the provision of a new complex in Munster to replace existing facilities will be progressed. Together, these developments will enable the Prison Service to develop modern rehabilitative facilities for prisoners in accordance with its mission statement and objectives.

Juvenile Detention

Over the period of the Plan investment under this heading will deliver the necessary redevelopment of existing detention facilities and the development of new facilities, if required, to meet the provisions of the Children Act 2001 in respect of offending children under 18 years sentenced to detention by the courts

While detention of children is to be a measure of last resort under the Children Act 2001, children who are detained need safe, secure and appropriate facilities. The existing detention facilities for children under 16 consist of five industrial and reform schools which are currently run by the Department of Education and Science. Under the new youth justice arrangements, four of these schools will transfer to the Irish Youth Justice Service. The Irish Youth Justice Service will also assume responsibility for the detention of young

people aged 16 and 17 years. A number of the existing facilities are in need of major redevelopment and this will be funded under this Sub-Programme.

Courts

The Courts Service is committed to improving the standard of court buildings and facilities throughout the State and is planning, in addition to the Exchequer funding available under the Plan, to use PPP projects to develop its infrastructure. The new Criminal Courts Complex in Dublin is being developed as a PPP project. In addition there will be ongoing investment in Courthouses in various locations over the period of the Plan.

Sports, Culture, Heritage and Community Infrastructure Programme

The Sports, Culture, Heritage and Community Infrastructure Programme will provide some €3.6 billion towards a comprehensive programme of investment in Ireland's sporting, cultural and community life. The funding will be provided under the following Sub-Programmes:

- Sports;
- Culture;
- Built Heritage;
- Natural Heritage;
- Waterways; and
- Community Infrastructure.

Strategic Context and Objectives 2007-2013

There has been increasing emphasis on the need to put in place a range of appropriate public infrastructure in the areas of sports, culture and heritage. Such facilities can provide attractive recreational outlets for individuals and can also provide benefits for society at large. Investment under this Programme is important in improving the attractiveness of places to live in and can also be important tourism attractions. This type of investment can play an important role in improving the attractiveness of the NSS Gateway centres. Under NDP 2000-2006 there was a significant increase in investment in these areas and this will be consolidated and built on in Plan 2007-2013.

Sports Sub-Programme

Under this Sub-Programme, an investment of €991 million will be made in sports infrastructure over the period of the Plan. There is a growing realisation that the pace of living today involves negative aspects such as stress, obesity and other health concerns which can be alleviated by physical activity and exercise, most readily accessed through sporting activity. Participation in sport, whether at the level of competitive sport, recreational sport or active leisure activity can yield physical and psychological well-being as well as fostering social development both in terms of the individual and the community. Participation in sport also teaches discipline and team activity generates positive inter-personal skills.

To ensure that as many as possible can tap into the benefits of participation in sport, there is a need to encourage and maintain an interest in sport and to create an attractive, well-equipped, well-managed and

easily accessible sporting infrastructure. At a broader level, there is a need to provide supports and facilities that will allow Irish athletes to compete on an equal footing with their international competitors.

Sport also has a role in increasing economic activity — it can be an asset in attracting foreign tourists and business investment and it can in itself provide significant employment as a growing service activity. Sport can act as an alternative diversion for young people at risk of engaging in anti-social activity, drug abuse or other criminal activity.

Recognising the potential which can be delivered by sport, and aware of the need to foster such development with Exchequer support, the Government wish to reinforce their support for the availability of a range of sporting facilities at local, regional and national level to meet the needs of Irish people (whether as recreational or elite participants or as spectators). This will benefit a wide section of the population whether professionally involved in sport or participating for health, recreation, relaxation and enjoyment.

The objective of the investment under this Sub-Programme is therefore:

- To support the availability of a range of facilities which will be available for sporting, exercise and recreational purposes. This will ensure that those with the interest and ability have an opportunity to develop their talent and which will allow those who are appropriately gifted to excel and achieve elite sports status and to compete on an equal level with top international competitors;
- To contribute, as a preventative measure, to a healthier nation which is conscious of the benefits of a healthy and active lifestyle;
- To generate a positive impact by building stronger communities; and
- To support employment in the sports service sector and encourage sports tourism.

Proposed Measures — Sports

Under the NDP 2007-2013 funding will be provided for the following developments under the Sports Sub-Programme:

- Development of a Campus of Sports Facilities at Abbotstown;
- Redevelopment of the Stadium at Lansdowne Road;
- Continuation of the Local Authority Swimming Pool Programme;
- Provision of sport and recreational facilities on a nationwide basis; and
- Continued development of Horse and Greyhound racing industries

The development of a campus of sports facilities at Abbotstown

The Government has undertaken to develop, on a 500 acre State-owned site in Abbotstown, a Campus of sports facilities which would meet the needs of Irish sports people (both at elite and recreational levels), on a par with the best standard of facilities available in similarly developed economies. Funding is provided for the development of Phase I of the Abbotstown site. Consideration to the further phased development of the site will be given later in the Plan period.

The Redevelopment of the Stadium at Lansdowne Road

The Government has agreed to provide funding of €191 million towards a joint IRFU/FAI project to redevelop the existing Stadium at Lansdowne Road, at a total cost of €365 million. The project will involve the demolition of the existing stadium and its replacement by a curvilinear stand, enclosing all four sides of the ground. It is intended that there will be seating for 50,000 spectators with attendant state of the art facilities,

including hospitality, for both players and spectators. When the stadium project is completed it will meet the international rugby and soccer fixture requirements of the Irish Rugby Football Union and the FAI.

The provision of sport and recreational facilities on a nation wide basis

Under the Sports Capital Programme, significant funding will continue to be allocated to the provision of sporting and recreational facilities at local level by sports clubs and community groups; to supporting the development of a range of municipal multi-sports centres and meeting the needs of National Governing Bodies of Sport for sport specific national facilities. In the identification of the locations to be supported, full account will be taken of the Regional Development Strategy in Chapter 3.

Local Authority Swimming Pool Programme

The current round of the Local Authority Swimming Pool Programme has been closed to new applications since 2000. The projects identified for support under the current programme should be in use by 2008. A new programme, which will be introduced in 2007, will apply refined selection criteria, prioritising need and disadvantage, developed as a result of a review of expenditure on the existing programme.

Investment in Horse and Greyhound Racing Facilities

Support for the Horse and Greyhound racing industries will assist the development of a network of modern, well-managed facilities for both industries which will continue to be attractive to the general public. Horseracing, in particular, gives beneficial economic impacts both nationally and regionally. It is estimated that some 16,500 are employed in this industry. In addition, it has major potential to increase domestic and foreign tourist numbers already exemplified by successful racing festivals such as Galway and Punchestown.

Culture Sub-Programme

The Culture Sub-Programme will invest €1,130 million in Ireland's cultural infrastructure and the Irish language over the period of Plan 2007-2013. The strategic rationale for investment in the Culture Sub-Programme lies in the need to protect and showcase our cultural heritage, both for the benefit of people today and of future generations; the need to support the Government policy on universal access to arts and cultural facilities; the desire to enrich the lives of the people of Ireland; and to assist the tourism industry in product development in this area.

A main objective of the Sub-Programme will be to ensure that the National Collections are housed in appropriate modern facilities and displayed in the most appropriate fashion. Enhanced facilities will be a valuable national resource, which will enable Ireland to celebrate its history, to foster its literary and cultural legacies, to enhance the lives of its citizens through access to art and music and to establish itself in the international cultural tourism market. Improved facilities will also enable the National Cultural Institutions to pursue positive educational and outreach programmes expanded to take account of the multi-cultural society which now exists in Ireland. Funding will be available under the Plan for a new National Concert Hall, a new National Theatre and for the provision to the National Cultural Collecting Institutions of additional facilities for conservation and safeguarding of their collections.

The Culture Sub-Programme will also take account of the regional development strategy in the NDP. This Sub-Programme will contribute to the development of cultural facilities in the NSS Gateways, including by way of exploiting the potential for sharing by the Dublin-based institutions of national resources with regional institutions. The Sub-Programme includes a new Access Programme which will aid arts and culture facilities throughout the country.

The Government policy on universal access to arts and cultural facilities will be supported by the exploitation of technological developments through the commencement of a digitisation programme. The digitisation of the collections of the National Collecting Institutions will be supported under this Programme. The proposed digitisation will give the potential for access country-wide and from abroad to the national collections. It is an essential element in broadening access to elements of the National Collections and will form the nucleus of public education in arts. The Culture Sub-Programme will also take account of the North/South dimension.

The development of pro-active exhibitions and outreach programmes and North/South co-operation and the enhancement of the facilities of the major cultural institutions to contribute to the celebration of the centenary of the 1916 Rising, is part of the strategic policy framework. The cultural facilities will be used for the celebrations.

In addition to the Irish Language measure, the Culture Sub-Programme will therefore include the following four measures:

- Cultural facilities and infrastructure;
- A new ACCESS Programme which will aid arts and culture facilities throughout the country;
- Exhibitions, Outreach and Co-operation; and
- Digitisation in the context of education, research, scholarship, preservation, and North/South co-operation.

The Irish Language

The Government affirms its support for the development and preservation of the Irish language. A twenty-year strategy for the Irish language will be developed to increase the use and knowledge of the language nationally.

Against this background, direct support will be provided under this Sub-Programme to support the Irish language through the Department of Community, Rural and Gaeltacht Affairs.

Promoting interest in, and extending usage of, the Irish language as widely as possible is a key strand of Government policy. In order to realise this objective, assistance will be targeted across a broad range of measures, including support for the provision of high quality Irish language courses by third level institutions, both in Ireland and abroad.

Built Heritage Sub-Programme

The Built Heritage Sub-Programme will invest €373 million in a range of measures to conserve and protect our architectural and archaeological heritage. Expenditure on heritage typically involves small to medium amounts of grant aid for a large number of projects. Thus expenditure on Heritage will have a considerable local impact across a broad geographical area. As such, it benefits a large number of local communities by supporting tourism, enhancing quality of life and assisting balanced development.

The specific measures funded under this Sub-Programme are as follows.

Archaeological Heritage

Funding will be provided under this Sub-Programme for a range of measures to support archaeological heritage protection. In archaeological terms, this Sub-Programme has the overarching aim of developing a relevant research agenda and the broadest possible dissemination of knowledge in the most accessible manner. The Record of Monuments and Places (RMP) is the statutory record of archaeological sites. Over the period of the Plan funding will be provided to update the record, which will be published on a county

basis, to ensure statutory protection to newly discovered sites. Work will also continue, through Plan funding, on the Archaeological Survey of Ireland (ASI), which is a descriptive survey of the archaeological heritage of the State. The ASI's archive, the RMP and the Archaeological Inventory series are essential tools for the protection of the State's archaeological heritage.

Architectural Protection Expenditure

In addition, the Sub-Programme will fund the ongoing National Inventory of Architectural Heritage (NIAH) the function of which is to record and evaluate structures of architectural interest.

This expenditure is for major capital projects, carried out mainly by the Office of Public Works, on heritage sites of national and international importance in State ownership. Ongoing capital investment will be carried out under Plan 2007-2013 on a range of important heritage properties, of which there are in excess of 700 in State ownership or guardianship, and many of which are of major national and international significance. Investment will focus, not only on the conservation and presentation of the properties, but also on the capacity to attract visitors. In addition, the Heritage Council will continue to co-fund under this Sub-Programme major renovation works on heritage properties in private ownership, where it is important to ensure their conservation and where the owners are not in a position to meet the cost in full.

Local Authority Architectural Protection Grants

The Sub-Programme will fund the scheme of grants administered by Local Authorities for the conservation of protected buildings (i.e. those on the Record of Protected Structures in Local Development Plans). This is an ongoing commitment to support smaller-scale local effort to ensure conservation of the built heritage.

Architectural Heritage Conservation Grants — Civic Structures

The Sub-Programme will also fund, from the overall allocation, grants for the conservation of the architectural heritage, which supports local authorities, Civic Trusts, and other "not for profit" bodies to upgrade buildings of significant architectural heritage merit and which are in public ownership or open to the public generally.

Irish Heritage Trust

An independent Irish Heritage Trust has been established with Government support and has a mandate to acquire, for public access, major important heritage properties where the State does not wish to acquire them directly and where there is imminent risk to their heritage value through neglect, or where an appropriate use cannot be brought forward through sale to a private sector investor. As part of the Sub-Programme, it is estimated that capital funding of some €35 million will be provided for this purpose over this period.

Natural Heritage Sub-Programme

Investment in nature conservation will help to preserve Ireland's unique natural heritage, providing significant, measurable and lasting benefits to the economic, social and overall sustainable development of the State. Continued investment in nature conservation is also needed to help meet Ireland's legal obligations arising from EU Directives and other international obligations. Under the NDP 2007-2013, a programme of capital expenditure amounting to €167 million on National Parks is envisaged under three main categories:

- (i) *Purchase of Designated Lands, including acquisitions for the National Parks and Nature Reserves*
Acquisition of targeted Natura 2000 sites comprising Special Areas of Conservation (SACs) for habitats and species and Special Protection Areas (SPAs) for birds to allow follow-up implementation of enhanced management planning for the sites. A programme for the acquisition

of habitat-rich sites is also planned for the National Parks and Nature Reserves to build upon recent strategic purchases.

(ii) Purchase and Restoration of Designated Raised Bog

Ireland is unique within the EU in having particularly heavy obligations to protect our raised bogs. Now that the designation of such sites has been completed, this NDP will provide funding for the purchase of key designated sites of raised bogs and for their restoration and conservation management.

(iii) Development of Visitor Facilities for the National Parks and Nature Reserves

Enhanced visitor facilities are planned for National Parks and Nature Reserves, especially, but not exclusively, those, which are identified as being near the NSS Gateways. 5-year Management Plans are being put in place in each of Ireland's six National Parks and these will form the basis for the selection of important strategic projects.

Waterways Sub-Programme

Some €75 million will be available over the period of the Plan to support the Waterways Sub-Programme.

Restoring the navigation system remains a strategic priority. The waterways run through some of the less developed areas of the country and their effect in acting as regeneration catalysts for rural tourism has been demonstrated for example by the impact of restoration of the Erne navigation; the latter project also has an important all-island dimension. The inland navigations open up access to rural Ireland to boaters and to walkers, providing leisure opportunities for an increasingly urbanised population as well as tourists from outside Ireland, and providing opportunities for entrepreneurs, and thereby driving regeneration in towns and villages around the navigation routes. This helps the development of rural areas especially, enhances the attractiveness of Ireland to foreign tourists, provides facilities for leisure and outdoor activity for Irish people and helps preserve an important part of our economic and historical heritage.

The Waterways Sub-Programme will fund the following general activities:

- Putting in place both onshore and water based facilities to serve the local communities and the visitors to the waterways and to attract additional people to the existing network; and
- Investigating the feasibility of providing additional destinations and extending the navigations to provide social and recreational opportunities, opportunities for local regeneration and rural tourism and to attract visitors to areas of relative disadvantage.

Restoration and development of the waterways is an area of practical co-operation between North and South through Waterways Ireland, a North/South implementation body. As referred to in Chapter 5, the Government will also examine the possibility of restoring the Ulster Canal to provide a major inland waterway for the border region.

Community Infrastructure Sub-Programme

The Community Infrastructure Sub-Programme will invest some €895 million over the period of the Plan. The primary objective is to improve the fabric of the built environment in support of social and economic development, enhance the attractiveness of urban areas as places to live and work, promote environmentally sustainable development and support tourism development. It will also fund essential services such as Libraries, Fire Services and Flood Risk Management. This programme will be broken down into the following measures:

- Urban and Village renewal;
- Public Libraries;
- Fire Services; and
- Flood Risk Management.

Urban and Village Renewal

The public realm — e.g. streetscapes, public buildings, squares, parks and green spaces, riverfronts, street furniture, cycling and pedestrian facilities — is a key element of the overall urban fabric, and an important contributor to visual amenity, safety and a sense of place.

Investment in urban renewal under the new NDP will have a strategic and highly visible impact, reinforcing the sense of place, identity and attractiveness of each location concerned. Accordingly, in allocating funding, priority will be accorded to projects encompassing and demonstrating good urban design, innovation, appropriate scale and cost effectiveness. Projects will, therefore, be required to compete for funding under the new investment programme. A range of criteria will be developed to ensure a minimum project standard is assured before funding is allocated.

A particular focus will be the Gateways and Hubs identified in the National Spatial Strategy, but support will also be available for county and other towns. Funding will also be available to support renewal and remediation works in small towns and villages, with an element of competitive assessment.

Developing Public Libraries

Investment will be targeted at library infrastructure provision, ICT provision, improvements in the range and quality of stock and improvements in service provision.

Enhancing Fire Services

Plan investment under the Fire Services Capital Programme will seek to assist and support local authorities in their role of ensuring that people, property and local infrastructure are protected from fire and other emergency situations. This will include funding for the construction/upgrading of fire stations, for the procurement of fire appliances and equipment and for the implementation of centralised communications infrastructure.

Flood Risk Management

In broad terms, the focus of Plan investment under this heading is on (a) relief from flooding where such occurs (b) preventing the creation of new problem areas and (c) the maintenance of existing defences. This will be achieved through structural works involving the construction of Flood Relief Schemes in a number of locations throughout the country. This programme of structural works is being designed and implemented in many areas at flood risk throughout the country. The spending in this area in the coming years will benefit, in many cases, older, less developed areas of towns which have had less development for the very reason that they are at risk from flooding. All these schemes will be implemented in an environmentally friendly fashion as far as possible, taking account of the principles of the Government's National Biodiversity Plan, which requires that:

- Damage to biodiversity is kept to a minimum and where possible, mitigation measures are implemented;
- Significant damage to biodiversity is avoided; and
- Where possible biodiversity is enhanced.

In addition a range of non-structural measures will be funded. These include the Flood Hazard Mapping Programme which is already well under way. This programme will map areas which, based on historical data, are known to be at risk of flooding countrywide, and make this information available to the planning and development process in a timely manner. Early Flood Warning Systems are also being developed for those areas most at risk and where flood protection depends on the erection of defences when flooding is predicted.

OPW is also using its resources to highlight the dangers of flooding and remedial action which can be taken, and is promoting a Public Awareness Campaign, which endeavours to help people to take the appropriate action when flooding is forecasted. A website has been developed which will advise the public on flooding issues and the measures to be undertaken during and after a flooding situation. The site also highlights the dangers to the public in the aftermath of a flood, such as water contamination, gas leaks and structural undermining, and offers some guidance on how to deal with them. It gives contact details of different organisations which can help in the event of a flood.

Overall, the major programmes being undertaken to underpin the non-structural measures include:

- Flood Risk Assessment and Management Studies;
- Flood Forecasting and Warning Programme;
- Emergency Response Development Programme;
- Planning and Development Programme;
- High-Risk Channel designation; and
- Research Programmes.

