Assessing the local-centre government policy relationship in Ireland

(Two Volumes)

Volume II

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Annex A: Sustainable Development

Introduction

The treaties of the European Union refer, in the preamble, to "The principle of sustainable development". In addition the Union has, among its objectives, the achieving of "balanced and sustainable development". This is reflected in the Treaties by a requirement to promote "harmonious activities". Specific reference is made to the need to provide that "environmental protection requirements must be integrated into the definition and implementation of other community policies". The Treaties, which drive much economic and social policy in countries like through out the twenty seven members states reflect therefore a world-wide process which is based on "sustainable development". Equally it is fair to state that, while the European Treaties reflect a history of development since the establishment of the Common Coal and Steel Community in the *1950's,* sustainable development has only been recognised at EU level since the adoption of the Single European Act in the 1980's.

None the less, sustainable development as a concept is not new. There are examples of the relating of economic and environmental considerations with those of societal considerations during the age of enlightenment in the middle ages, the industrial revolution of the 18th and 19th century and more recently in the movement towards public health policies in the Victorian age. Indeed sustainable development as a concept has existed since the advent of civilization with the move of man from hunter-gatherer to farmer-fisherman, to industrialist, to informationist. Sustainable development is marked therefore, not by its historical base but rather by the process of change associated with the development of mankind and his relationship with the earth's resources around him.

Origins of Sustainable Development

The origins of late 20th century concepts of sustainable development are to be found in the stress associated with the environment in Western Europe and North America in the 1950s and 1960s. The London smog of 1952, in which more than 4,000 people died, brought home to the UK authorities the need to begin to move towards regulation of the private citizen and the industrial sector. This experience was replicated throughout the advanced economies of the world including the USA and Germany. In these experiences the recognition was created among the general population, as well as the body politic, of the relationship between economic activity, its inputs, the environment and economic outputs. It is true to state therefore that air quality and the related need to regulate water quality forced a new recognition of the principle of sustainable development - up to the 1950s the idea of development was based on the creation of a constant growth pattern using resources which at the time were seen as unlimited.

The key difference between the recognition of the need for sustainable development in the 1960s, and earlier experience is based upon the systematic approach adopted at that time. In addition, is the fact that the level of economic development in the West was such that large sections of the population were affected by the pollution difficulties and therefore a political demand for systematic action was created. Against this background came the publication of *The Limits to Growth* in 1972. This study, which was produced by the Club of Rome, a group of international scientists, economists, educationalists and industrialists, predicted the collapse, ecologically, of the earth within a century. The report, although now considered to be dated (given its under-estimations of

the link between technological development and economic development), is important in that it identifies for the first time a relationship between:

- population

- industrial production

- food output

- raw material reserves

- pollution

It also, for the first time, sought to analyse future scenarios for economic growth. The thinking set out in the study were also reflected in a UN resolution to engage with the issues of economic development, the earth's natural resources and the development of the world's population. This resolution let to the first UN Conference on the Human Environment, in Stockholm in 1972. The conference is important in three ways:

1. It recognised the cross border impact of pollution

2. It recognised the need for positive developmental action based on the relationship between the advanced economies of the North with the less advanced economies of the South

3. It formally recognised the relationship between environment and economy

The 1972 Conference led to the adoption of *The Action Plan for the Human Environment,* which included:

- Measures to deal with environmental recording

- Internationally agreed actions on the protection of the environment

- Support for flanking measures to create the infrastructure to support international action.

The UN Environment Programme with its headquarters in Kenya was established as a result.

The world-wide response was, as one would expect, varied, with the European Union taking the lead through the establishment of an agreed Environment Action Programme to deal with the specific issues of pollution. This first, and subsequent Programmes were based upon the necessity to deal with the major air and water quality issues associated with the level of national development in the Common Market, as it was then called. The basis for such action and the policy framework of the first programme was in fact the then existing rules on market competition. This was due to the fact that the EU Rome Treaty did not make specific reference to the environment. This was not to be recognised until the Single European Act of 1987.

A feature of the world-wide response was therefore its concentration on 'end of pipe solutions' rather than the taking of a strategic view on the relationship between the use of the earth's resources and the need for on-going economic development. This failure to recognise the need for a strategic framework for economic development was to be reflected in the oil crises of the 1970's, the debt crisis of the Third World and increasing levels of unemployment and poverty in the West. In 1982, at the 10 year review conference held in Nairobi, of the Stockholm principles, it became clear that something further was required, i.e. a recognised, internationally accepted strategic process which

would relate the need for economic growth with the maintenance of the world's environment and more significantly its natural resource stock. The Nairobi Conference was to lead to the establishment of the United Nations World Commission on Environment and Development which became known as the Brundtland Commission after its Chairman, former Prime Minister Gro Harlem Brundtland, from Norway.

The BRUNDTLAND REPORT - "OUR COMMON FUTURE"

It is this report, finally published in 1987, that the origins for the process of sustainable development which is encouraging rapid change to the process of public management across the World's economies of the late 20th Century are now found. The Brundtland Report is now generally regarded as the basis for the principles of sustainable development for the 21st Century, i.e. Agenda 21.

The Principles of Sustainable Development
Sustainable development is defined by Brundtland as:

> *Development that meets the needs of the present without compromising the ability for future generations to meet their own needs*

There are two central themes to the report and the principle:

- In order to ensure the long term development of the world economy and to meet the political and environmental crises associated with that development, behavioral changes, particularly in the more advanced economies, are necessary.

- To achieve these changes in behavior a new definition of growth is necessary. In other words to ensure ongoing economic growth the growth must be based upon a process which integrates social, environmental and economic aspects rather than simply concentrating on short or medium term economic gain which is non-equitable.

The Report formed the basis for the UN Conference in Rio de Janeiro in 1992,twenty years after Stockholm. The Rio Conference, also known as the Earth Summit, was attended by a total of 178 National Governments including over 100 Heads of government and state. Five documents were agreed to at the Summit, as follows:

The Rio Declaration

This provides the 27 principles for the pursuit of development and social well being.

Agenda 21

What is perhaps the most well known of the documents it contains some 900 pages and describes the processes including Local Agenda 21 which, it is felt, are necessary to assure on-going growth and development. It is the implementing document of the Rio process.

The Climate Convention.

This is a legally binding document which seeks to stabilise greenhouse gases at the 1990 level. However, no time frame was provided in the convention. This was only achieved at a conference in Kyoto, Japan in 1997.

The Biodiversity Convention

Another legally binding convention (not accepted by the United States) which provides for the conservation of living species and the management of biodiversity including provision of genetic engineering programmes.

The Forest Principles

This document provides for the protection of the world's forests, particularly the rain forests and provides a guidance process to the management and conservation of forests.

AGENDA 21

If the Brundtland Commission provides the definition of sustainable development, it is the Agenda 21 document which provides the action plan for implementing the principle. Agenda 21 is not simply a process associated with maintaining the environment. It is a process of integrated socio-economic planning which recognises resource stock and the process of collaborative planning. The importance of sustainable development and the Agenda 21 process is that the latter moves economic thinking from the focus on units of output to a focus on the life cycle of production and the equity associated with such a life cycle.

One of the principle problems with the application of the principle of sustainable development is that while the Brundtland Commission's definition may seem clear and readily usable from a policy making position, the reality is somewhat different. The key difficulty is that the nation state signatories to the Rio process can actually create their own interpretations of the principle and therefore they tend to reflect nationally based ideologies rather than the genuine need to provide for greater equity, more efficient use of resources and general responsibility towards the long term development of the earth. This is particularly the case with countries such as the United States, which seeks to protect its world leadership in economic activity, and China and India, countries

which are at a given level of development and thus refuse to adopt Western levels of regulation.

The Rio process identified the key challenges to sustainability as:

- Difficulties with the definition and application of equity.

- Difficulties due to personal, local and national and international perspectives on sustainable development

- The different scientific and sectoral disciplines involved in socio-economic development

- Differences in definition of renewable/non-renewable earth resources.

Rio and the UNCED process argued that the key to the successful implementation of a sustainable development process is the creation of integrated processes of vertical and horizontal public policy making based upon collaborative planning models. Horizontal integration would cover the process of public policy development between the key socio-economic sectors at a particular level. Vertical integration would cover the process of public policy making between the hierarchical levels of governance and economy. It would be based, therefore, on what Healey has described as inter-organisational webs of interaction. Where these webs are poorly developed policy disruption will arise.

The achievement therefore of sustainable development is clearly an extremely difficult objective to achieve given the potential for conflict within the different levels of governance and, more specifically between the levels of governance. It is a process which is intensely political and requires a clear vision which may

not always be available at the local level of governance, let alone national or international levels of government.

Implementation of Sustainable Development

One of the ongoing features of sustainability is the question of implementation. In effect it has been argued that much of the policy output associated with the Rio process has been ineffectual. If anything it has done nothing but generate lots of hot air and waste paper-hardly sustainable! This is particularly important given the increasing globalisation of the world markets and the impact of the fall of the old bi-polar world into a multi polar series of economic blocks. The net effect is that levels of economic inequality have increased while government remains centralized in most of the developed world and virtually non-functioning in much of the most under developed states that were signatories to the Rio agreements.

This has had the impact of rendering void many of the principles of Rio. The impact of this void is reinforced in continued environmental degradation, social exclusion, increasing levels of poverty and social inequality across the globe. In recognition of this paralysis the leaders of the world issued what is known as the Millennium Declaration which essentially restated the commitment to the Rio process and put in train the preparation of work for the Johannesburg Conference in 2002. In effect the thinking identified that six policy principles should guide policy development at all levels of governance;

- Strengthening institutions and governance

- Making environmental sustainability central to all sector policies

- Improving markets and removing damaging subsidies

- Bolstering international mechanisms for public management

- Investing in science and technology

- Increasing efforts to conserve critical ecosystems.

The effect of a sustainable development led policy environment is that as Jacquier[1] argues

> *Authoritarian, interventionist, usually top-down approaches (power emanating from a central authority) are being pushed out by (vertical, horizontal and spatial) contractual collaboration among both public-sector and private-sector actors within less homogeneous and sometimes more fragmented areas whose borders are becoming ever more amorphous.*

So the use of separated models of spatial planning, public policy development and organisational theory are no longer appropriate to applying an understanding of the dynamics created within such a framework.

What is required is a new model that bridges the gap between these three traditional perspectives on how the governance of a community, local or national, works. This through Dutch eyes suggests that

> *A sustainable development strategy contributes to good governance by overcoming government fragmentation, by enhancing policy integration, and thus improving government efficiency and effectiveness.*

(Dalai-Clayton and Krikhaar)[2].

INSTITUTIONAL REFORM AND SUSTAINABLE DEVELOPMENT

Good governance it should now be clear is essential for proper planning and sustainable development.

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[1] Jacquier, J., On Relationships between Integrated Policies for Sustainable Urban Development and Urban Governance, Royal Dutch Geographical Society Vol. 96 No. 4, Blackwell Publishing Oxford 2005.

[2] Dalai-Clayton, B., Krikhaar, F., A new sustainable development strategy: an opportunity not to be missed-Peer Review of the Netherlands Sustainable Development Strategy. RMNO-series Advice A.10 The Hague (2007).

The Johannesburg Conference saw the call for all Countries to;

- Continue to promote coherent and coordinated approaches to institutional frameworks for sustainable development at all national levels, including through, as appropriate, the establishment or strengthening of existing authorities and mechanisms necessary for policy-making, coordination and implementation and enforcement of laws.

- Take immediate steps to make progress in the formulation and elaboration of national strategies for sustainable development and begin their implementation by 2005. To this end, as appropriate, strategies should be supported through international cooperation, taking into account the special needs of development countries, in particular the least developed countries. Such strategies, which were applicable, could be formulated as poverty reduction strategies that integrate economic, social and environmental aspects of sustainable development, and *(critically)* should be pursued in accordance with each country's national priorities.

In recognition of the principal of subsidiarity every country has a primary responsibility for its own sustainable development. All countries including Ireland are expected to promote sustainable development at the national level by enacting and enforcing clear and effective laws that support sustainable development. In addition the strengthening of governmental institutions remains a core part of the move to sustainable development, including the provision of necessary infrastructure and the promotion of transparency, accountability and fair administrative and judicial institutions.

Public participation, including thorough measures that provide access to information regarding legislation, regulations, activities, policies and programmes remain at the heart of what may now be styled the Johannesburg process.

Most critically the Johannesburg process now includes promoting cross-sectoral approaches in the formulation of strategies and plans for sustainable development, such as, where applicable, poverty reduction strategies, aid coordination, encouraging participatory approaches and enhancing policy analysis, management capacity and implementation capacity, including mainstreaming a gender perspective in all those activities.

Following the adoption of the Millennium Goals at the Johannesburg Conference sound economic policies, solid democratic institutions responsive to the needs of local communities and improved infrastructure are seen as the basis for sustained economic growth, poverty eradication, and employment creation. In addition the conference held that freedom, peace and security, domestic stability, respect for human rights, including the right to development, and the rule of law, gender equality, market oriented policies, and an overall commitment to just and democratic societies are also essential and mutually reinforcing. Sustainable development is no longer solely about (if it ever was at all) the environment but about the way the environment underpins human activity and the competitive world we now live in.

It means that there is broad political acceptance, internationally, of the measures required to strengthen institutional arrangements on sustainable

development. If the Irish Government and others are to apply this in Ireland and elsewhere in policy terms it should lead to the achievement of an integrated public management process based upon a spatial dimension that is multi-tiered with clearly defined competencies set out within an agreed framework for governance. Within the guiding principles of the Johannesburg Conference outcomes this would mean planning having regard for:

- Strengthening commitments to sustainable development;

- Integration of the economic, social and environmental dimension of sustainable development in a balanced manner;

- Strengthening coherence, coordination and monitoring;

- Promoting the rule of law and strengthening of governmental institutions;

- Enhancing participation and effective involvement of civil society and other relevant stakeholders in the implementation of planning policy among others, as well as promoting transparency and broad public participation;

- Strengthening capacities for sustainable development at all levels, including the local level, in particular those of developing countries;

At the UN level the World Summit on Sustainable Development saw the call for all Countries to;

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[1] www.unep.org/wssd/

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- Integration of the economic, social and environmental dimension of sustainable development in a balanced manner;
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- Strengthening capacities for sustainable development at all levels, including the local level, in particular those of developing countries.

Annex B: Local Government Functions in Ireland and relative to European Local Government Functions

Housing and Building:

The functions under this heading include the direct provision and management of social housing, facilitation of the provision of housing by voluntary housing providers, provision of supports to people seeking to house themselves or to improve their existing housing conditions, provision of facilities and housing to members of the Traveller community, regulation of private rental properties and the enforcement of national housing standards and controls. A critical role rests with the authorities in their Assessment of Housing Needs and the preparation of Housing Strategies under Part V of the Planning and Development Act 2000. Some €583 million was provided for this Programme in 2005. The primary legislation for Housing is the Housing Act 1966-2007. Specific tasks under this Programme include:

- Social housing maintenance repair and improvement

- Housing Estate Management

- Provision of Rental Accommodation

- Supports for the housing of Older People

- Supports for the housing of Persons with a disability

- Supports for the housing of Travellers

- Supports for Homeless People

- Agency Services – Health Services Executive

- Provision of emergency accommodation

- Provision of support services for refugees and others.

Roads and Transportation:

The functions of a local authority in this Programme include the provision and maintenance of public roads and public lighting, the provision of traffic

management, safety and education, and the taxing of vehicles and the licensing of drivers. Some €1 billion was allocated to current expenditure on this programme in 2005. The primary legislation for Roads is the Roads Act 1993. Specific tasks under this Programme Heading include:

- National Primary Roads planning and provision

- National Secondary Roads planning and provision

- Major Urban Roads planning and provision

- Minor Urban Roads planning and provision

- Public Lighting – Maintenance

- Major Urban/Regional Roads planning and provision

- Management of Facilities

- Regional Airport planning, provision and operation

- Regional Harbour planning, provision and operation

- Operation/Maintenance of Traffic Safety Education and School Wardens

- Motor Taxation and Driver Licensing

- Provision of Urban and Rural public transport

- Agency Services

Water and Sewerage:

Local authorities are responsible for the provision and maintenance of public water supplies and the treatment of municipal sewage. They also work with private providers to ensure the provision of potable supplies and the treatment of sewerage particularly in rural communities. Some €545 million was allocated to current expenditure in 2005. The primary legislation in this area is the Water Services Act, 2007. Specific tasks under this Programme Heading include:

- Public Water Schemes Operation / Maintenance

- Waiver Schemes

- Water Fluoridation

- Public Sewerage Schemes

- Operation/Maintenance of Drainage Network

- Operation/Maintenance of Public Conveniences

- Supports for Private water and Waste Water Schemes

Planning and Development:

As the local planning authority for each city and county, the local authorities are responsible for the *"proper planning and sustainable development"* of their communities. Their role is set out in the Planning and Development Act 2000 along with provision for the introduction of local development levies to underpin economic and social provision. In addition the authorities are central to the role of the County/City Development Boards which as outlined below are established under the Local Government Act 2001. Some €202 million was provided for current expenditure in 2005. Specific tasks under this Programme Heading include:

- Management of RAPID/Clár Initiatives

- Planning Control

- Forward Planning

- Statutory Development Plans including preparation of a Housing Strategy

- Promotion of interest of local community

- Tourism Promotion and Marketing

- Conservation of Architectural Heritage

- Provision and Management of Industrial Estates

- Provision and Management of Retail Facilities

- General Promotional Work

- Regional Development - Regional Authority, Regional Assemblies,

- Contributions to Enterprise Board

- Contributions to Local and Community Development and other bodies

- Other Miscellaneous Contributions

- Management of a Social inclusion Unit

- Directorate of Community and Enterprise

- Provision of Broadband

- Coastal Zone Management

- Prevention of coastal erosion

Environmental Protection:

While many of the regulatory functions pertaining to the environment now rest at the national level with the Environment Protection Agency, local authorities still retain the responsibility to manage local waste collection and burial grounds, act as local fire authorities, monitor local water resources and address pollution control as appropriate. Some €848 million was provided in 2005. The primary legislation here includes the Fire Safety Act 1981, the Environment Protection Agency Act, 1992 and the Water Services Act, 2007. Specific tasks under this Programme Heading include:

- Waste Disposal Provision and Improvement of Waste facilities

- Refuse Collection

- Recycling

- Street Cleaning

- Trade & Other Waste Management

- Litter Prevention Service

- Environmental rehabilitation

- Burial Grounds - Upkeep

- Civil Defence

- Regulation and Management of Dangerous Buildings

- Buildings Standard Regulation

- Water Safety

- Fire Fighting

- Fire Protection

- Provision of Buildings Fire protection

- Provision of Equipment Monitoring and Enforcement

- Provision of Equipment

- Pollution Abatement

- Emergency Planning and Management

- Environmental Promotion & Competitions

- Energy conservation and management

- Generation of electricity

- Provision of district heating

- Manufacture of Gas

Recreation and Amenity:

The functions of local authorities under this heading include the provision of local recreation facilities such as sports and arts facilities, swimming pools and passive/active public open spaces, libraries and museums. Some €330 million was provided for these activities in 2005. A variety of legislation applies but primarily the Local Government Act 2001. Specific tasks under this Programme Heading include:

- Maintenance/Operation of Archives

- Operation and Maintenance of swimming pools

- Operation and Maintenance of libraries

- Purchase of Books

- Operation of Parks/Open Spaces

- Operation of Recreation Centres

- Maintenance/Operation of Art Galleries

- Maintenance/Operation of Museums

- Maintenance/Operation of Theatres

- Maintenance/Operation of Golf Courses

- Provision of Sports facilities/Playgrounds/Skate parks

- Provision of Cinemas and mobile cinemas

- Provision of Marinas

- Provision and management of Angling facilities

- Contributions to Other Bodies - Arts Act

- Regulation of Public Events

- Other Recreation & Amenity including Arts Promotion

Agriculture, Education, Health and Welfare:

In what historically would have been one of the more important programmes many of the services under this heading now are delivered at the national/regional level but local authorities still make a contribution with an expenditure of some €240 million provided in 2005. Specific tasks under this Programme Heading include:

- Provision of Residential Homes and Special Schools

- Crèche Provision

- Child care

- Provision of School Meals

- Contribution to Vocational Education Committee

- Provision of Higher Education Grants

Miscellaneous Services:

In addition to the above programmes local authorities also provide a range of miscellaneous services the most important of which would be the maintaining of the electoral register. Some €230 million was provided in 2005. Specific tasks under this Programme Heading include:

- Coroners and Inquests

- Management Property

- Management Register of Electors

- Management of Courthouses

- Management of Weights and Measures

- Monitoring of Slaughterhouses and Meat and Milk/Dairies

- Provision of Weighbridges

- Provision of Pounds for Wandering Animals and Dog Control

- Provision and Regulation of Markets - Casual Trading

- Provision of Markets including Farmer Markets.

Local Government Functions at European Level

Local Government Functions at European Level	CDB Policy Development/ Overview	County Enterprise Board	County/ City Council	Local Development Company
Appointment of local personnel		*	*	*
Provision of Police	*			
Local Traffic Management	*		*	
Supervision of Planning	*		*	
Spatial Planning	*		*	
Promotion of Community Activities	*		*	
Regulation of Public Events	*		*	
Provision of Theatres	*		*	
Local Public Health Planning	*		*	
General Competence	*		*	
Maintenance of Public Order	*			
Organisation of Elections			*	
Registry of birth, Marriage and Deaths				
Planning Permission	*		*	
Maintenance of local roads	*		*	
Provision of Social benefits/welfare	*		*	
Provision of waste water treatment	*		*	
Management of drinking water	*		*	
Management of household waste	*		*	
Public Areas	*		*	
Cemeteries	*		*	
Urban public transport	*			
Housing	*		*	
Private Housing Supports	*		*	
Private Rented Accommodation Supports	*		*	
Primary Education	*			
Secondary Education	*			
Access to Adult education	*			*
Rural Transport	*			*
Vehicle licencing			*	
Driver licencing			*	
IT Infrastructure	*		*	
Broadband	*		*	
Culture and Sport	*		*	
Municipal Hospitals	*			
Social Services	*		*	
Provision of School Meals	*		*	
Coastal management	*		*	
Environmental rehabilitation	*		*	
Coroner Services			*	
Disaster Management	*		*	
Management of Dangerous Buildings			*	
Natural Heritage	*		*	*
Cultural Heritage	*		*	*
Health and Medical Services	*			

Street Lighting	*		*	
Regulation of trade and business	*		*	
Provision of Abattoirs				
Provision of Municipal Markets	*		*	
Urban Heating	*		*	
Youth Policy	*		*	
Management of Municipal Infrastructure	*		*	
Economic Promotion incl foreign direct investment	*	*	*	*
Retail Planning	*		*	
Environmental Protection	*		*	*
Quality of life	*		*	
Sport	*		*	
Fire fighting	*		*	
Fire Prevention	*		*	
Pre school Education	*			
Crèche Provision	*		*	*
Culture	*		*	*
Energy Supply	*		*	
Child care	*		*	
Care of the elderly	*			
Library Provision	*		*	
Social Welfare Benefit Payment	*		*	
Local Sports facilities	*		*	*
Job Placement	*	*		*
Reception and Integration of Refugees	*		*	*
Nursery Education	*			
Provision of Museums	*		*	
Land use Planning	*		*	
Recreation Services	*		*	
Municipal Hygiene Officers	*		*	
Homeless Shelters	*		*	
Day Care Centers	*			
Regional Planning	*		*	
Joint Municipal Initiatives	*		*	
School Transport	*			
Direct Economic aid	*	*	*	*
Provision of soft economic supports	*	*	*	*
Issue of building permits	*		*	
Artistic teaching Schools	*		*	
Municipal Archives	*		*	
Music Academies	*		*	
Twinning	*		*	
Construction of Primary /Secondary Schools	*		*	
Forward planning for Primary/secondary education	*		*	
Maintenance of waterways	*		*	
Urban development and regeneration	*		*	
Census taking	*			
Hotel supervision	*			

Service			
Restaurant and public house supervision	*		*	
Protection of Spiritual Interests				
Public Registry Office	*			
Primary Health Centers	*			
Enforcement of housing standards	*		*	
Assistance in the provision of housing	*		*	
Road Safety	*		*	
Road Improvement	*		*	
Development Control	*		*	
Forward Planning	*		*	
Building Conservation and Protection	*		*	
Street cleaning	*		*	
Water safety	*		*	
Promotion of environmental health	*		*	
Provision of swimming pools	*		*	
Community centers	*		*	
Higher education supports for students	*		*	
Registry of voters and jurors	*		*	
Provision of Court houses	*		*	
Municipal Animal Welfare	*		*	
Protection of flora and fauna	*		*	
Nature reserves and parks	*		*	
Fresh water hunting and fishing	*		*	*
Labour market supervision	*			
Public data collection	*	*	*	*
Demographic Planning	*		*	
Vocational training	*		*	
Tourism	*	*	*	*
Rural development	*		*	*
Creation of industrial estates/commercial areas	*		*	
Local Warden Services	*		*	
Bus shelters	*		*	
Parking regulation	*		*	
Vaccination of children	*			
Financial Support for schools	*		*	
General Hospitals	*			
Health Promotion	*		*	
Real estate management	*		*	
Civil Defence	*		*	
Child minding/Care Services	*		*	
Policy for children	*		*	
Rest homes	*			
Concert halls	*		*	
Forestry	*		*	
Promotion of the Arts	*		*	
Social Inclusion	*		*	*
Electricity supply	*		*	
Care of people with a disability	*			
Development of Airports	*		*	

Port and Harbour facilities	*		*	
Tourism Promotion	*		*	*
Play grounds	*		*	*
Volunteer Bureau	*		*	
Community Information Services	*		*	
Disability Proofing	*		*	

Source: Committee of the Regions: 2008.

Annex C: Key Characteristics of the State

Introduction

Ireland is a Member State of the European Union (EU). Independent since 1922, the country has a population of over 4.2 m people[1]. It is one of the richer Member States having a per capita gross domestic product (GDP), adjusted for purchasing power, that was 36.6% above the overall EU average in 2008[2]. Total Gross National Product (GNP) amounted to over €155 billion, also above the European Union average. Total Public Spending in 2008 amounted to almost €56 billion or approximately 36% of the total economy (30% in GDP terms), one of the lowest in the OECD but more than double the spend in 1996. In the ten years to 2008 the population increased by 19%, the total workforce by 36% while those in actual employment was 38% higher. Total labour force in the State in 2008 amounted to almost two million two and fifty thousand people of whom over 354,000 were in the public sector. These were spread across both central and local bodies as set out in Table 1 below.

Table 1: Public Sector Employment 2008

Sector	1998	2008
Civil Service	30,856	38,200
Education	63,375	90,456
Health	67,895	110,600
Local Government	26,500	34,987
Policing	11,694	14,827
State bodies-non commercial	8,815	11,798
State bodies-commercial	58,915	41,005
Defence	12,934	11,263
Total	280,984	354,136

Source: IPA: Administration Yearbook and Diary 2009 p446 and 2010 p414.

The highest increases over the decade in public sector numbers took place in health (63%) and education (43%). Local government increased by 32% and the central civil service by 24%. The increase in the numbers employed in the

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[1] Census of Ireland 2006
[2] http://epp.eurostat.ec.europa.eu/tgm/table.

non commercial state agencies (34%) is largely accounted for by the removal of many of the regulatory functions of the civil service over the decade into subsidiary agencies. If the increase in these numbers where to be included into the civil service increase the overall increase in civil service numbers would be closer to 34%. The reduction in commercial state sponsored body employment is largely due to the privatisation of services in telecommunications and transport.

Institutional Arrangements in the State

Ireland is a parliamentary democracy, headed by a prime minister called the Taoiseach and fourteen Ministers collectively described as the Cabinet. The individual members of the Cabinet are either members of Dáil Éireann (166 in total) or Seanad Éireann (60 in total), the two houses forming what is called The Houses of the Oireachtas. Members of the Dáil, of which the Taoiseach must be a Member, are directly elected on a proportional basis by an electorate of largely Irish citizens, but also British subjects, ordinarily resident, and registered for electoral purposes, in the Republic of Ireland. Members of the Seanad are elected by elected members of County/City Councils, a portion of the Irish Third Level Graduate body and nominations of An Taoiseach.

The Head of State, the President, is a role strictly confined by a constitutional framework and is therefore largely ceremonial. The President is ordinarily elected by popular vote. The only other popular democratic manifestation, apart from the foregoing, in the State is that of local government[1]. Article 28 A of Bunreacht na h-Éireann (The Constitution of Ireland) provides:

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[1] Údarás na Gaeltachta also has a democratic process for determining part representation on its Board. This is however not provided for in Bunreacht na h-Éireann and therefore is not considered as a constitutional right of democratic representation.

The State recognizes the role of local government in providing a forum for the democratic representation of local communities, in exercising and performing at local level powers and functions conferred by law and in promoting by its initiatives the interests of such communities.

1,500 councillors are elected by popular mandate every four years in accordance with Article 28A. This includes some 753 in the 29 County Councils,130 in the five cities, Dublin, Cork, Limerick, Galway and Waterford, and 617 in the remaining 80 town and borough councils (and thus representing less than 15% of the national electorate).

The electorate for the local government system is more extensive than that for any other electoral process in the State. Contested elections are open to all residents, registered for electoral purposes, of the particular area. Unlike national parliamentary elections, voters are not qualified by way of nationality but through residence and as such the local elective process provides a critical access point, including the seeking of election, for both nationals and non-nationals to participate in the democratic process.

As, constitutionally, the only local democratic forum, the local government system is central to the operation of the State at local level in Ireland, albeit that it, as the Constitution provides, is dependent upon the central law making role of the Houses of the Oireachtas. All functions and the exercise of powers under Article 28A of the Constitution, on the part of local government *"…shall…be so determined and shall be exercised and performed in accordance with law."*

15 central Government Departments, which have overall responsibility for the development and delivery of public policy in the State, are organized on a sectoral basis. These are set out in Table 2 below.

Table 2: Government Departments

Department	Area of Responsibility	Local Institutional Role	Local Policy Application and Review	Impact at local policy level
Taoiseach	The Department has the central coordination role at national level. In this regard it is responsible for the general functioning of the Government. It coordinates all policy initiatives requiring a whole of government position and plays a central role in the national partnership process.	None	Local implementation of the National Partnership Agreement "Towards 2016".	Yes through implementation of T2016.
Enterprise Trade and Innovation	The Department is responsible for the preparation and implementation of industrial development policy	County/City Enterprise Boards	Policy overview of State Industrial Development Agencies.	Yes- through co-financing requirements for local enterprise, and expectation of coordination with State industrial development agencies. Provision of central pillar of Board Representation.
Agriculture, Fisheries and Food	The Department is responsible for agriculture and food policy in the State. It also implements the EU Common Agriculture Policy in Ireland. The Department also has policy responsibility for Fisheries, inland and marine.	The Department operates a nation wide structure of offices and support services.	Policy Overview of Local Agriculture Training and Development through Sate Agency	Yes-through cooperation with Teagasc, Coillte.
Arts, Sport and Tourism	The Department is responsible for the preparation and implementation of national policy on culture and sports. It also sets strategic policy in regard to tourism.	None	Implementation of Tourism Policy through Failte Ireland, Regional Tourism Centres and Local Development Partnership Companies.	Yes-through local sports partnership and swimming pool initiatives, and Co-financing of local sports development, cultural development and National Lottery projects.
Communications, Energy and Natural Resources	The Department is responsible for policy development in energy, management of natural resources and all aspects of communications.	Regional Fisheries Boards	Implementation of Broadband Policy through Regional Authorities.	Yes-Co-financing of Communications and energy networks including management of local broadband initiatives.
Community, Equality and Gaeltacht Affairs	Development of policy in regard to the protection of the Irish language, development of Gaeltachtaí and overall responsibility for local, rural and community development.	Local Integrated Development Companies	Local rural development policy, local community development policy, local drug task forces, area based development.	Yes-Co-financing of local, rural and community development programmes. Provision of central pillar of Board Representation.

Department	Area of Responsibility	Local Institutional Role	Local Policy Application and Review	Impact at local policy level
Defence	The defence policy of the State in regard to foreign aggression and policy overseeing of support for internal civil security. Support for Foreign Policy and UN/EU Military obligations.	The Department has no local area structures but the Defence Forces operate through a network of military establishments. Civil defence is organised through the local authorities.	Local Emergency Planning through the local authority structure.	Yes- Co-financing of civil defence. Co-ordination of emergency management at County-City level.
Tánaiste, Education and Skills	The position of Tánaiste is that of Deputy Prime Minister. At the time of writing the incumbent also holds the position of Minister for Enterprise and Employment Development and implementation of Education Policy for all levels of education.	Vocation Education Committees Institutes of Technology	The Department has jointly issues Planning Guidelines for Planning Authorities with the Department of Environment, Heritage and Local Government. Otherwise policy implementation takes effect directly through Boards of Management for individual schools and colleges. Represented on the County/City Development Boards.	Yes- Co-financing of education provision including schools, special schools, colleges and out reach third level centres.
Environment, Heritage and Local Government	Overall policy responsibility for the sustainable development of the State. The Department has policy responsibility for environmental issues and local government.	Local Authorities	Preparation of Policy Guidance for local authorities. Management of the Environment Fund and the Local Government Fund. Representation of local government on the National Partnership Framework.	Yes-Primary implementation of national initiatives in the Department through the local authorities.
Finance	The coordination of Policy in regard to national economic development, budgetary management and taxation.	None	Overall Management of Local Authority Fiscal Affairs	Yes- Co-financing of local Public Private Partnerships, collection of national tax including motor taxation and other national fees.
Foreign Affairs	Development of Irish Foreign policy and management of Irish external affairs including EU and Council of Europe affairs	None	None	Yes-Negotiation on regulatory affairs at EU level.

Department	Area of Responsibility	Local Institutional Role	Local Policy Application and Review	Impact at local policy level
Health and Children	Policy development in regard to health and personnel services and for children in Ireland.	Through the Health Services Executive (HSE) County based consultative arena	Implementation of primary care through the HSE	Yes-Co-financing of local health and public health initiatives.
Justice, and Law Reform	Policy in regard to the internal security of the State including criminal and civil affairs, the organisation of the judiciary and prisons.	An Garda Siochána, the national unified and unarmed police service, are organised on a County basis, consulting with County/city and Town Council Joint Policing Committees	None	Yes-Implementation of the Local Authority Joint Policing Initiatives
Social Protection	Formulation of policy on social protection and administration of the social benefit arrangements on a State wide basis.	Organised on a nation wide basis the department also supports Family Resource Centres and Community Development Projects across the State.	Represented on the County/City Development Boards.	Yes- Co-financing of local community based initiatives.
Transport	Policy formulation in regard to transport provision in the State.	None	Funds the National Roads Authority and in turn the National Road Network. Delivery is arranged through the Local Authorities. Also provides block grants to local authorities to support local and regional road maintenance.	Yes- Implementation of National Roads Policy, co-financing of national public transport initiatives as well as direct support for local transport infrastructure.

Source: Departmental Statements of Strategy

The Departments operate under the control of a Minister who, in turn, is governed by the corporate perspective of the Cabinet. At the national level responsibility therefore for the coordination of public service planning rests with the Cabinet. Each Department has a Secretary General and staff. The Departments give effect to the policy of the sitting Government through the preparation of legislation for presentation to the Houses of the Oireachtas. The policy in broad terms is then translated into implementation through a range of regulatory instruments and administrative processes which are generally in the form of both binding and non-binding guidelines and circulars addressed to the effecting bodies.

In addition, there are a number of central, single purpose organizations. These include among others: the Office of the Revenue Commissions, the Office of the Attorney General, the Comptroller and Auditor General and the Office of Public Works.

Each Department is supported by a range of Agencies that have a specific regulatory or advisory role. These are central bodies, over one hundred in total and include Agencies as diverse as the Film Censors Office, the Office of the Ombudsman and the Valuation Tribunal. Such bodies are often established under a specific piece of primary legislation but function within the structures of the Civil Service. Such bodies are directly responsible to a Minister, albeit that they function within a mandate that provides for substantial independence.

Furthermore, over 138 state sponsored agencies operate in the State delivering services and activities at national, regional and local level. These services traditionally are allocated across five distinct categories.

- Commercial actions such as energy generation, public transport, public broadcasting;

- Development led actions covering the provision of supports to economic activity;

- Health bodies addressing primary care, hospital provision and administration and other health related services;

- Cultural bodies providing for the policy agenda and direct delivering of culture;

- Other regulatory/advisory bodies which address specific needs such as environmental protection.

These bodies are effectively independent of the political process and, in the case of commercial state bodies, operate within a normal market environment. The role, in such instances, of the Government is that of shareholder, much in the same manner as that of shareholders for privately owned companies and those listed on the Stock Market.

In addition, some 6 cross border bodies have been established under the North/South Ministerial Council, four of which have a cross-border spatial planning role. These bodies report to what is a new shared institutional arena established, by the Governments of Ireland and the United Kingdom of Great Britain and Northern Ireland, in the aftermath of the Good Friday and Saint Andrew's Agreements.

The Garda, the national police force, is organised on the basis of the Dublin Metropolitan region and 19 country divisions that have similar boundaries to the local authority boundaries while the Defence Forces are organised on an eastern, southern and western brigade structure with separate arrangements for the Naval Service and the Air Corps. The Health Services Executive (the largest employer in Ireland), whilst national in structure, delivers its services through regional/county service provision based largely on original regional health board structures, themselves collections of local authority areas.

In the local institutional context there are a range of agencies in addition to local councils which have been established to address a particular local implementation need on the part, generally, of a specific parent Department. These are set out below in Table 3.

Table 3: Organisation of the Local Governance in Ireland

Organisation	Functions/Responsibility	Local Institutional Role	Relationship to local democratic responsibility	Local Authority Policy Impact
2 Regional Assemblies	The two Regional Assemblies were established in 1999 to coordinate the provision of public services and to monitor the implementation of the national Development Plan in their respective areas.	The two Assemblies have adopted regional strategies which provide the policy interface between the national Development Plan and the public service plans of the local authorities and various state agencies. They are directly responsible for the operational programme for their respective areas.	The Members of the Assemblies are nominated by the Regional Authority membership and therefore consist of local authority elected members.	Limited relevance notwithstanding their coordination role.
8 Regional Authorities	The eight regional authorities were established in 1994 to promote the coordination of public services and initially to provide a forum for the local review of the National Development Plan. They also have responsibility for the preparation of a regional economic strategy and regional planning guidelines which set the strategic framework for the local planning authorities. The Authorities have also taken a leading role in the implementation of the national Broadband Strategy.	The Regional Planning Guidelines and Regional Strategy have to be considered by the Local Planning Authorities in the preparation of the relevant County/City Development Plans. Each authority is supported by an Operational Committee comprising the Chief Officers of all public sector operations in the region, including the County Managers and the Chief Officer of FÁS, Enterprise Ireland, Regional Tourism Organisations, Health Service Executive, An Post, Iarnród Éireann, ESB, Teagasc and others	The Members of the Regional Authorities are nominated following each local election, by the constituent local authorities. The following Regional Authorities were established: **Border** – Donegal, Leitrim, Cavan, Monaghan, Louth and Sligo **Dublin** – City and Fingal, South Dublin and Dun Laoghaire-Rathdown **Mid-East** – Kildare, Meath and Wicklow **Midlands** – Offaly, Longford, Westmeath and Laois **Mid-West** – Clare, Limerick City and County, North Tipperary **South-East**–Kilkenny, Carlow, Wexford, Waterford City and County, South Tipperary **South-West** – Cork City and County, Kerry **West** – Galway City and County, Mayo and Roscommon.	Limited relevance notwithstanding their coordination role.

Organisation	Functions/Responsibility	Local Institutional Role	Relationship to local democratic responsibility	Local Authority Policy Impact
17 Harbour Authorities	The management of Ireland's port infrastructure.	The majority of harbours in Ireland are operated under the local authorities, albeit that they have an increasing commercial role. The biggest authorities, Cork Dublin and Shannon Foynes have been established as corporate entities in their own right.	Members are nominated to the Boards of the Authorities and in a number of instances secretarial services are directly provided by the Authorities.	Limited relevance.
1 Regional Tourism Authority	Dublin Tourism is the only remaining Regional Tourism Body. It has the responsibility of promoting Dublin and its environs.	The Authority is part financed by the four Dublin local authorities.	Members of the Board of Dublin Tourism are drawn from the industry and the four local authorities in the Area.	Limited relevance
7 Regional Fisheries Boards	Responsibility for the monitoring of fisheries on a regional basis, licensing of fisheries and development of inland waterway based recreation services.	None	None	Statutory inputs to river basement management and county/city development policy and planning control/licensing.
33 Vocational Education Committees	Established in the 1930's these committees are in effect subsidiary bodies to the relevant local authority. They are responsible for vocational training and education and increasingly most second level facilities. They are also becoming involved in the direct management of new primary schools in what are termed "developing areas" i.e. areas identified by the planning authority as areas for prioritisation for state infrastructure provision due to their development potential.	Membership of the Committees is determined by the local authorities and nominees of the Minister and the education sector in each area. Staff are part of the local authority pool.	Part financed by local authorities.	Leading role in local education provision now recognised through Department of Education/Department of Environment, Heritage and Local Government Guidelines on Planning for School provision. Members of the County/City Development Board.
35 City/ County Enterprise Boards	Responsible for supporting local enterprise development.	Key local enterprise development role and interface with Enterprise Ireland in the translation of national enterprise policy.	Membership of Boards drawn from the relevant local authority, the State development agencies and local business. Part financed by the local authorities.	Limited policy relevance due to the local authority-state agency policy interface. Members of the County/City Development Board.

Organisation	Functions/Responsibility	Local Institutional Role	Relationship to local democratic responsibility	Local Authority Policy Impact
54 Integrated LEADER and Partnership Companies	Responsible for supporting local and area based development.	Key to the implementation of national rural and community regeneration policy	Membership of Boards drawn from the relevant local authority, the State development agencies and local business/community interests. Part financed by the local authorities.	Members of the County Development Board and limited statutory policy input.
25 RAPID Areas	Responsible for targeted investment of state resources for regeneration through the local authorities.	Key to the implementation of national regeneration policy	Membership of Implementation Task Forces is drawn from local authority and local community interests. Part financed by the Local Authorities.	Limited policy relevance

The central-local relationship in Ireland- A Historical Perspective

The local government system in Ireland finds its origins in the many attempts of the British Crown to establish its rule of law through out the island of Ireland. Whilst there would have been the shoots of a form of urban governance under the monastic structures of the early Christian church,[1] effectively the move towards the establishment of a local government system (and urbanisation as a result) is most notable during the rule of King John in the 11th century. Ironically the establishment of municipal government on the mainland of Europe can in some respects be traced to the various monasteries of Irish origin which were established on the mainland in the 9th and 10th centuries. It is nonetheless with the issue of royal charter to the guilds of master crafts by John and his successors that the history of central –local relations begins to develop in Ireland. It is not intended to trace this history through to modern day. It is however important to acknowledge work by Potter 2006 and 2010 (forthcoming) and others that have traced this lineage. Potter in particular provides an understanding of the national perception, over the past millennium, on the importance attached to controlling the local municipal and county government. The substantive framework for such controls was to come to ultimate fruition with the establishment, under the Local Government (Ireland) Act, 1898 of the County government system in the late nineteen century. This system, along with the reform of the urban authorities under the Municipal Reform(Ireland) Act, 1840, was established as a central plank of the UK Government in its efforts to "Kill home rule with kindness." The effect was quite the opposite in that with the establishment of the General Council of County Councils in 1899 and the Association of Municipal Authorities in 1913, a national focus for local politics

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[1] Draft Management Plan, Clonmacnoise, Office of Public Works, Dublin (2008)

was created. Both national associations were to play a central role in the Irish Wars 1916-1922, the lessons of which were well learnt by the new Irish Government in 1922-1925.

Following the election of the First Dáil in 1918 the local government system on the island of Ireland largely shifted its allegiance from the then British Government based in Dublin Castle to the fledgling Government of the Irish Republic based, suitably, in the Mansion House, the home of the Dublin Lord Mayor. Most Councils throughout the Island had been, following the local government reforms of 1898, dominated by a nationalist, home rule, perspective and with the focus now created of an Irish Parliamentary Institution based in Dublin, that domination became central to the shift in institutional loyalty from Dublin Castle to the Mansion House. The then central controlling body for local government, the Local Government Board, which had been established to oversee the local government system in the reforms of the 1890's, lost control and its headquarters, the Custom House, was burned down. As a part of the civil disobedience campaigns of the era, local rates became uncollectible and, due to the shift in allegiance, unpaid. This shift was clearly set out for the members of the UK House of Commons in 1921 where the then Ireland Secretary set out his understanding of the degree of disloyalty to the Local Government Board.

Local Authorities: Recognition of Local Government Board, April 1921 [1]

	Recognition	No Recognition	Doubtful	Total
Counties	0	27	0	27
County Boroughs	0	4	0	4
Urban Districts	22	28	4	54
Rural Districts	5	125	16	146

Source: House of Commons, 4 April 1921 (140) 17

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[1] Authorities in what is now the Republic of Ireland only.

The effect of understanding this important shift in loyalty on the part of the incoming new administration, was to be felt following independence and the Civil War. Under emergency powers adopted by the new Irish Government and subsequently to be given long term effect in the Local Government Act 1925, the newly independent Executive Council of the Free State[1] provided for the postponement of local elections, the disbandment of elected councils on order of the Minister, their replacement by a ministerial appointed commissioner, and the complete abolishment of rural district councils. An overall centralisation process, through the Department for Local Government and Health, now (ironically in light of the efforts of the Irish forces in 1921!) based in the Custom House, of much of the decision making which originally took place under the Local Government(Ireland) Act, 1898 was both the effective and substantive outcome of the 1925 Act.

Post Independence

The second principle act which the new government put in place, and arguably the most critical notwithstanding the provisions of the Local Government Act, 1925, was in fact the adoption of the Local Authorities (Officers and Employees) Act, 1926. This Act put in place the centralised appointments system for senior local government personnel and completely excluded the local democratic voice from such appointments. It established the Local Appointments Commission[2] and through this Commission, the process for the appointment, at a central level, of County and City Managers began in 1929 following the adoption of the Cork City Management Act, 1929. The person appointed to the position was the incumbent Commissioner, Philip Monahan (a former Mayor of Drogheda) who had previously replaced the elected body under the 1925 Act.

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[1] The President of the Council was WT Cosgrave who, under the first Dáil, was Minister for Local Government. His assistant was Kevin O'Higgins.
[2] Now merged into the Public Appointments Commission

Quinliven[1] in his book on Philip Monahan, the first City Manager, suggests that the fact that the Government of the day could abolish the Council and then manoeuvre the appointment of Monahan suggests that this indicates limited loyalty on the part of the Irish electorate towards an essentially British system. This suggestion reflects a restricted understanding of the dynamics for independence which were a feature of both the Association of Municipal Authorities and the General Council of County Councils and the real understanding of those dynamics by Cosgrave and O'Higgins as they too, like their British predecessors, were confronted with local elected bodies that would not recognise the new Free State in the aftermath of the Civil War.

Introduction of Management

As acknowledged above, the introduction of a central determined management system became a relatively unique feature of local government in Ireland, albeit one that had parallels in the United States. Effectively the system moved from being a local government system to an administration with substantive political accountability resting with the Minister. The introduction of the County and City Management (Amendment) Act, 1955 did bring about some re-balancing of the relationship between the manager and the elected members with the introduction of powers of compulsion to carry out instructions of the elected bodies under Section 4 (and as a result a rebalancing of centre-local relations). This rebalancing continued with the adoption of the Local Government (Planning and Development), Act 1963 which provided for a substantial role in the planning and development of cities, counties and towns on the part of the elected members and the city/county manager and the effective withdrawal from spatial planning of central government. The Planning Act of 1963 also becomes

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[1] Quinlivan, A., Philip Monahan A Man Apart: The life and times of Irelands first local authority manager. Institute of Public Administration (Dublin) 2006.

the first substantial legislation since the Public Health Ireland Act of 1878 in introducing greater technical input to the work of the local authority. In the 1878 Act the focus was on the appointment of professional engineers and surveyors. In the 1963 Act provision for a new planning profession was put in place.

Notwithstanding these two particular pieces of legislation the general attitude of the public and the national political/administrative structures was one which interpreted the role of the manager as one of "reigning in" the excesses of the local elected representatives[1] albeit that it has been suggested that many elected members were and remain comfortable with such arrangements. This may be the case as local elected representatives can see their role as local ombudsmen rather than leaders in policy development. As O'Broin and Waters (2007 p13) suggest

> *the management system has often given the impression that managers are there to protect the public from the shenanigans of their elected councillors, although it has also been suggested that many councillors are quite comfortable with managers taking tough decisions, thus escaping the public fall out from such decisions.*

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[1] A role which remains for at least one senior civil servant their continuing role as noted in an interview with her for this research.

Annex D: Current Local Government Policy Framework

Towards 2016

The Government in Ireland and the Social Partners at national level agreed a new national policy framework for the broad range of public services, including local government in 2006. The Agreement is notable for its placing local government at the core of the implementation framework associated with *Towards 2016*. In doing so it reflects a journey from the original partnership agreements where local government was not part of the process to one where, while the elected members may continue to consider themselves to be excluded from the process, the management/administrative system is contributing to the partnership negotiation process through the Department of the Environment, Heritage and Local Government, and though its representation on the National for Economic and Social Council (It would nonetheless be worth suggesting that even this might be regarded as arm's length representation, even for the managers).

The goals of the national partnership agreement include:

- Nurturing the complementary relationship between social policy and economic prosperity;

- Developing a vibrant, knowledge-based economy;

- Re-inventing and repositioning Ireland's social policies;

- Integrating an island-of-Ireland economy, and;

- Deepening capabilities, achieving higher participation rates and more successfully handling diversity, including immigration.

The Agreement provides for the implementation of the Life Cycle approach to the delivery of public services as recommended in the NESC Report, *The Developmental Welfare State* and central to the public services model of *NESF*

Report 34. The range of areas covered by the life cycle approach include among others: promoting recreation, sports, arts and culture; access to employment and income, improving health outcomes, caring responsibilities, and housing; ensuring mobility, ensuring quality health services, and promoting education and employment opportunities; accessible housing and public transport services.

From a local authority viewpoint *Towards 2016* makes particular commitments for local government, most notably Housing. "*Towards 2016"* sets out the following agreed principles:

- Continuing improvements in the quality of houses and neighbourhoods, including improvement of consumer information in relation to housing;

- Providing tailored housing services to those who cannot afford to meet their own housing needs, and in this way responding to the broad spectrum of housing need;

- Developing inter-agency cooperation where there is a care dimension;

- Maintaining the impetus for the delivery of housing at affordable prices to the market, including through State supported schemes, and other appropriate innovations, such as measures to support first time buyers;

- Progressing the social housing reform agenda set out in the Housing Policy Framework.

These principles are expanded upon in the Department of the Environment, Heritage and Local Government policy documents such as *Delivering Homes, Sustaining Communities 2007.*

Under the programme envisaged in the Agreement the Government is committed to providing additional investment over the period 2007-2009, which will provide an expanded range of housing options to households who cannot afford to provide for their accommodation needs from their own resources. This will include the commencement/acquisition of an additional 4,000 new housing units over the period 2007 to 2009 for such households (through a combination of local authority (2,000), voluntary and co-operative housing (1,000), and Rental Accommodation Scheme(RAS) long-term contractual arrangements for new supply (1,000). This will bring the total number of new commencements/acquisitions in the period to 27,000 units.

In addition, further households will benefit from full implementation of the Rental Accommodation Scheme, involving contractual arrangements with landlords, for existing properties transferring from rent supplement; and the implementation of the Local Authority Traveller Accommodation Programmes.

The Agreement provides for Government actions to support local authorities in the following manner:

- Active engagement with the voluntary and co-operative housing sector to increase their role in delivering on needs. This will be delivered through a rationalisation, early in the first phase of the agreement, of administrative and approval arrangements to ensure the earliest possible delivery of suitable quality projects, improvement in funding arrangements and measures to enhance governance and an expanding role for the sector under the Rental Accommodation Scheme;

- To further assist the voluntary and co-operative sector in the context of

the programme as outlined, the Government will arrange through local authorities for additional land/units to be provided for the purpose of meeting identified housing need. It will be expected that units/sites sufficient to supply some 3,000 dwellings will be identified and made available over the period 2007-2009;

- The National Building Agency is to establish a dedicated unit to support local authorities in undertaking regeneration and remedial programmes as part of a programme to bring all social housing accommodation up to the best possible standard; and

- Minimum standards regulations for the private rented sector will be updated by the Dept of Environment, Heritage and Local Government and effectively enforced by the Local Authorities.

- In regard to rural development the Agreement provides for the promotion of economic activity locally, including, for example the development of indigenous rural resources in artisan food, forestry, marine, rural/agri tourism and cultural heritage;

- Developing local initiatives essential to community well-being, with particular focus on the availability of local culture and leisure facilities;

- Village and countryside enhancement; and

- Environmentally friendly initiatives and conservation of areas of high natural and cultural value.

In arts and culture the Agreement provides the policy framework to make arts and sports more accessible to all including the support of programmes in socially deprived areas.

What the Agreement does not do, however, is set parameters for public service standards at the local level nor does it provide a financial perspective on how the range of expended services may be provided. This is seen as a major gap in planning for local public service provision by the OECD in its 2008 Review.

Annex B addresses in detail the areas of the life cycle approach set out in the Agreement where local government currently is or will play a role, directly at local government level or through the CDB process or at the national level through, for example, the County and City Managers Association.

National Strategy for Sustainable Development in Ireland

At this point it is important to note that the definition of sustainable development, which underpins the National Strategy, is based on the work of the UN Commission on Environment and Development. The National Strategy[1] states that

> *Sustainable development is based on universal principles, relevant to all nations and peoples. It seeks an acceptable quality of life for present and future generations, recognising that the actions of the present affect the inheritance of future generations. In a sustainable world, human activity must not undermine the long-term productivity of supporting ecosystems.*

The Strategy emphasises that this should not be regarded as a fixed concept and that the Government looks to sustainable development as:

- A dynamic concept which must be given both practical and concrete expression in the present to generate a new development model for the future involving change in socio-economic and consumer behavior;

- An inclusive concept bringing environment to the heart of economic growth and quality of life concerns and requiring the active participation of economic operators and the public, as well as all levels of Government;

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[1] Department of the Environment, Sustainable Development: A Strategy for Ireland, Government of Ireland Dublin (1997) Page 20.

- A quality concept which recognises that a clean environment and a conscientious approach by business to environmental protection are an advantage to, rather than a constraint on, successful economic performance. The Strategy sets for the first time in the context of the Irish policy framework, a strategic multi-layered approach to policy implementation across each level of government. It is the base policy position for all subsequent national plans, the process under the national partnership process and the reform of both the institutional setting of local government and the spatial planning process.

The National Spatial Strategy

The National Spatial Strategy (NSS) was developed against the background of a dynamic policy environment at both European and National level. It built upon the economic and social development framework of the State, as envisaged in the National Development Plan (NDP) 2000-2006, and sets out a series of guiding principles that should inform the detail of any attempt addressing regional and national development, particularly in regard to the provision of infrastructure.

In addition, the NSS addresses cross-departmental issues and policies, which impact on regional and national development. It does seek to provide a policy integration platform that could enable other sector-specific policy initiatives to integrate across organisational boundaries in national, regional and local government. In this way, the NSS is seeking to determine the priorities to be set in the future planning and development of infrastructure and public services generally. It also sets out a development framework that should be critical in

identifying potential resources for the capital investment that is necessary to maintain existing and future public investment.

Thus, non local government areas such as health, education, industrial development, public transport, should take their lead from the Strategy, and given its translation into the local planning framework, local provision of such services should take their lead from the County/City Development Strategy, issued by the County/City Development Board and the County/City Development Plan which is adopted by the members of each County/City Council.

Spatial Direction and Development
The NSS objectives are as follows:

- The continuation of national economic and employment growth;

- The continuation of improvement in Ireland's international competitiveness;

- The fostering of balanced regional development; and

- The maintaining and enhancement of the quality and diversity of the natural and cultural heritage of the State.

These objectives built upon the primary objectives of the then National Development Plan (2000-2006) that sought to:

- Improve Ireland's economic and social infrastructure;

- Foster balanced regional development;

- Promote social inclusion; and

- Sustain national economic and employment growth.

These objectives were expressed as strategic elements which included major investment programs in economic and social infrastructure, education and

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employment training policies, and the promotion of social inclusion. As such the 2000 NDP presented itself as the first integrated development strategy for the State covering almost all aspects of public policy delivery. In addition it sought to do so through a nationally derived framework that had application through local implementation in areas such as housing, transportation, social inclusion and employment creation.

The 2000/06 NDP was also note worthy in that it is the first time that the application of an ex ante evaluation of public service investment is subject to strategic sustainability appraisal, albeit in a relatively limited format and context. But of course that NDP pre-dated the NSS, resulting in the continuation of legacy impact from earlier disjointed public policy efforts.

The NSS sees Ireland in 2020 as a place where:

- Peace on the island is consolidated with the necessary stability required for political, economic and social interaction within the island of Ireland;
- The objectives of the NSS as set out above are achieved and continue to inform the on-going development of the State; and
- Quality of life is has become central to planning for all sections of society.

In comparing the NSS objectives with those of the current NDP, it is evident that there is consistency. However, the NSS goes further in terms of examining the broader spatial picture of balanced regional development and elements such as competitiveness and quality of life.

In particular, the NSS:

- identifies broad spatial development patterns for areas;

- suggests indicative policies in relation to the location of industrial, rural, and residential development, tourism and heritage; and

- Presents a dynamic picture of urbanisation with its links to rural areas, which recognises and utilises their economic and social interdependence.

The purpose of the NSS is to set out the pattern of future development in Ireland, in accordance with the Government's overall aim of sustainable development as set out in *Sustainable Development - A Strategy for Ireland* published by the Department of the Environment and Local Government in 1997. Rather than specifically addressing local issues, it provides a basis for long-term co-ordination and co-operation in policy formulation and decision-making on major investment in infrastructure, including public and private transport infrastructure.

The guiding principles of the NSS, seek to:

• to provide an integrated spatial framework for policies progressing economic & social development and enhancing Quality of Life
• to optimise & sustain the overall economic performance of the country by affording all areas of the country the opportunity to develop their potential
• to facilitate & underpin the development of an island economy in the island of Ireland and accompanying social & human interaction, in the interests of yielding benefits for the whole island
• to manage our natural environment and cultural heritage in a sustainable manner
• to emphasise the special & distinctive attributes of rural society and ensure the vitality of rural areas
• to seek to create new development opportunities in the BMW region and the structurally weaker areas of the Southern and Eastern Region
• to counteract the population drift to the GDA by promoting appropriate employment opportunities in other parts of the country as well
• to consolidate and enhance the international competitiveness of Dublin and the other main cities
• to prepare and respond to the likely structural economic and social changes developing from the information age society
• to ensure that the NSS is capable of effective and realistic implementation at national, regional and local levels

As set out earlier in this work any regional development strategy must consider the potential contribution that economic development can deliver to the social and cultural needs of the area that is the focus of the strategy. In this context the NSS translates the above principles into broad development objectives as follows:

- Enable the bringing of people and their employment closer together;

- Reduce commuting distances;

- Reduce migration of young people towards the East coast through the creation of access to education, entertainment and employment opportunities in the regions;

- Enable people in all areas to move across the island;

- Contribute to providing access to a wider variety of employment and leisure for smaller urban centres and rural areas;

- Improve access to facilities and services;

- Reduce levels of congestion in the major urban areas; and

- Contribute to a higher quality environment in both urban and rural areas.

The NSS is therefore the strategic spatial planning framework for the country as a whole. It would be expected that, as a result of this strategic framework, considerable effort would be in place in the restructuring of institutional arrangements across the national and local public service. However this is not the case as it was considered that the focus for applying the NSS at the time would be on delivery of change rather than the delay in such change pending the implementation of the necessary legislative amendments that would be required if the NSS was to be given a statutory role in integration of public service delivery.

With the exception of industrial policy and a number of relatively limited decisions within education policy, there remains a considerable challenge to get both national departments and their agencies to move in the direction set by the NSS.

This is particularly the case in regard to public service reform, which continues to retain a focus on internal corporate change as distinct from substantive structural change based on a territorial perspective. Services, such as Health, seem to still largely ignore the spatial implications of their delivery. It is evident that the Health Services Executive (HSE)[1] has very limited regard to the NSS when determining its own strategic intent in areas such as Strategic Hospital Development, Cancer care and Paediatric Services. The HSE and others may legitimately have formed a view that their strategy should point in a particular direction but what is evident is that there is very limited debate on such matters across institutional boundaries at the national level, resulting in the objectives of the NSS being undermined by some agencies at a time when other agencies such as the IDA are seeking to deliver on their responsibilities in industrial development. This is a further consideration for examination here.

National Development Plan 2007-2013

The National Development Plan 2007-2013 (NDP) builds on existing experience of multi-annual financial planning for the State. The NDP takes up from the earlier NDP 2000-2006 which itself provided, for the first time, a clear recognition of the role of community development and housing in the creation of a sustainable society. The new NDP provides for both current and capital investment, itself a radical shift from the earlier NDPs which primarily focused

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[1] For example in the National Strategy for Cancer Control there is no reference to Cancer Care Specialty Centres being established within the NSS Gateways. The NSS is not even mentioned!

on capital investment and human resource capacity from an economic perspective, thus largely limiting the role of local government to the provision of infrastructure.

The new NDP therefore provides a framework for public service provision which is based upon both a multi-annual financial perspective but also on the critical relationship between the provision of infrastructure and the delivery of quality public services. The NDP provides €184 billion for the funding of such services which includes some €4.2 billion of local authority generated funding. The Plan provides some €33.6 billion for social infrastructure including over €21 billion for housing (including almost €1billion from local authority own resources), and almost €4 billion for sports and community facilities. In addition some €50 billion is to be allocated to meeting social inclusion priorities reflecting the life cycle approach set out in *T2016*. This figure does not include other provisions which will be made by Local Authorities.

From a local authority perspective the NDP presents a considerable series of challenges if the Plan is to meet the delivery expectations of the Government. Apart from the obvious provision of roads, water treatment plants and other forms of heavy infrastructure, local authorities are expected to facilitate local, rural and community development in association with the renewed structures established for that purpose under the Cohesion process of the Department of Community, Rural and Gaeltacht Affairs. In particular, the local authorities are expected to deliver on a greatly expanded housing programme, which is the second largest programme after transport where again local government will play a central role. The housing investment plan provides resources for some

140,000 households of which some 60,000 new house units are to be provided for social housing demands.

National Action Plan for Social Inclusion

The National Action Plan for Social Inclusion (*NAPinclusion*) sets out the national framework on social inclusion in Ireland. It was issued in February 2007 and it follows the original National Anti-Poverty Strategy (NAPS). It presents a series of goals to be achieved in a manner which complements the delivery of *Towards 2016* and the *National Development Plan 2007-2013*. *NAPinclusion* sets a series of high level goals for both national and local government. It has the overall primary goal of reducing the number of those experiencing consistent poverty to between 2% and 4% by 2012, and the elimination of consistent poverty by 2016.

The high level goals reflect the adoption of a life cycle approach in *Towards 2016* through specific actions and targets. This approach, in addition to addressing issues of income and service provision, includes a clear approach to the management of vibrant and sustainable communities. As such the *NAPinclusion* provides for a focused addressing of local issues through local government, having particular regard for housing and planning. The Strategy builds on the current national housing policy framework, *Building Sustainable Communities*, which reinforces the central role of local government in the provision of affordable accommodation within a community environment.

NAPinclusion sets a clearer policy agenda for the local authorities relative to the earlier NAPS. It reflects the fact that poverty and inclusion issues are critical to the delivery of several local authority services and policy arena. In addition to

housing, the Plan addresses the provision of sport and recreation services, planning, community development and transport.

Programme for Government 2007-2012

The Programme for Government re-states a commitment to the full implementation of the National Development Plan as the primary objective of the new government. In addition the Programme sets out a series of specific actions that are additional to the actions of the National Development Plan. These actions include addressing the issue of social inclusion and within a sectoral context the role of local government. The on-going reform of local government is maintained with a commitment to the publication of a Green Paper within six months of attaining Office.

Particular reference is made to the role local government can play in critical social inclusion issues including education, children and the elderly. Further provision has been agreed for addressing the delivery of housing, in particular social and affordable housing. In addition the Programme provides for the adoption of a Community Development Plan which is to be underpinned by a €150 million community development fund. The Plan is to deliver community facilities such as playgrounds, community centres, local markets, recycling facilities, and sports and recreation facilities.

Provision is also made for the establishment of Children's Services Committees in each County to co-ordinate the work of the statutory agencies in the provision of public services for children.

Forward planning in regard to schools and other services for the elderly is also addressed as is the need to plan for the provision of childcare facilities in new public housing initiatives.

Guidelines for local corporate plans

The Department of the Environment, Heritage and Local Government has issued guidelines for use by local authorities in their corporate planning. The need for corporate planning in local government was derived from the Departments own obligations within the Strategic Management Initiative at the national level. The guidelines issued by the Department reflect the on-going efforts at placing local government within the national policy framework. This is unsurprising given the overall context for public management is now clearly framed within the national partnership process as outlined earlier and in other relevant reports published by the ESRI, NESC, and the NESF which are referenced earlier.

The guidelines call for the meeting of the needs of local people and neighbourhoods as the initial consideration of each corporate planning process in local government. This is a feature of the local government reform process which commenced in the 1990's and which is referenced later. At this point it is important to note that what marked the difference in approach under the current corporate guidelines from those of previous occasions was the fact that central government departments previously seem to have explicitly avoided creating a local government role when they were considering a new local initiative. This may have been due to the then perceived unwillingness of the local government system to tackle issues such as exclusion, unemployment and localised service planning.

Annex E: Local Government Reforms 1990-2009

THE BARRINGTON REPORT

Present reforms find their origins in the establishment of an expert group in 1990 under the Chairmanship of Tom Barrington, the late Director General of the Institute of Public Administration. The key problems identified with the system by the Report issued by the Group included:

- A poor level of integration of public services at local / regional level;

- A narrow range of functions being delivered by local government;

- Low numbers of councillors and authorities in European terms;

- The lack of a structured regional level and a poorly developed municipal level;

- Central Governments role;

- Poor linkage between the local authorities and non-government organizations.

The Report called for a series of actions to address these problems, most of which are now being taken on board by the new reforms. These included:

- Devolution of powers and responsibilities in education, community care, social welfare, transport, local development;

- Establishment of 8 regional authorities with direct elections to co-ordinate functions and public services generally;

- No change to the existing County Council / County Borough status as the primary unit;

- Reform of the public authorities;

- Reforms to the municipal level of government;

- 3 year terms of office for Chairmen; and

- Maximum 10 year appointment for Managers.

If fully implemented, the new structures proposed by Barrington would be:

CENTRAL GOVERNMENT

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8 REGIONAL AUTHORITIES

↓

29 COUNTY / 5 COUNTY BOROUGH COUNCILS

↓

151 DISTRICT COUNCILS
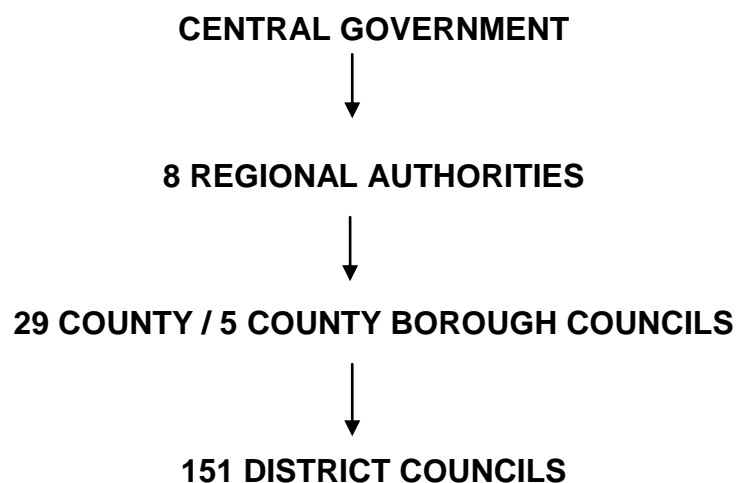
The main response to the Report came in the form of the Local Government Act 1991 which provided for:

- The creation of a general competence power for Local Authorities thus removing the principle of Ultra Vires;

- Simpler mechanisms for boundary revision;

- Ability to confer civic honours and twinning arrangements;

- 7 year contracts for Managers;

- Established 8 regional authorities;

- Reformed the Dublin local authorities;

- Designated certain local authority functions as reserved functions.

In addition, however, the period concerned was marked by the development of the National Partnership Framework. This framework was to provide for the establishment of a new process in local development.

- Integrated Rural Development;

- Programme for Economic and Social Progress Pilot on Integrated Service Delivery (PESP);

- County / City Enterprise Boards.

These three national initiatives which created local agencies in local development received a significant boost with their incorporation into the Local/Urban and Rural Development Programme of the Community Support Framework for Ireland in 1993/94. This provided significant resources covering the period 1994-1999 and subsequently in the National Development Plans including the 2007-2013 Plan. Initially local elected representatives were excluded from the process which has resulted in the establishment of:

- Leader Companies;

- Area Based Partnerships;

- County/City Enterprise Boards (CEB's).

Although they are now members of the CEB's and Local Development Groups, local elected members, and indeed the officials, still perceive these agencies to be a challenge to local government which had, since the 1963 Planning Act, the role of a local development corporation, but given successive government policy did not have adequate resources to take on an active role in local development. Equally, however, as indicated earlier, it is generally held that the system, given the process of change associated with the move towards facilitative governance, failed to adjust to socio-economic change resulting in the establishment of these local agencies.

Reform Applications

The result of the above initiatives is that a degree of conflict and confusion existed within the process of local governance in the State. To begin to resolve the confusion the then government in 1996 published three key reports on local government reform:

- The Financing of Local Government in Ireland;

- Local Government Financing - International Reviews;

- Towards Cohesive Local Government Town and County - Report of Reorganisation Commission.

The Finance Reports recommended a local tax option replacing some existing sources, but in overall terms held that the then system was acceptable if less than adequate when viewed in the context of local discretion. More significantly, it recommended a process of equalisation to facilitate weaker local authorities. The town government report covered the 15% of the population in the smaller municipalities. It recommended a simple classification of municipalities to be called Town Councils with the office of Mayor. More significantly was the call for an integrated system between County and Urban staff and an integrated approach to rural / urban development.

The more significant reform action was, however, the establishment of the Devolution Commission in 1995.

Devolution Commission

The Commission was, perhaps, the most significant recommendation of the Barrington Report and as such it was no surprise that since Barrington's publication it had not been acted upon, until 1995. The then new government, in

July 1995, agreed, at the behest of the Taoiseach, to establish a Commission to make recommendations which would:

- Devolve significant functions to local government;

- Involve the authorities in policy and administration which was meaningful;

- Create a focus for the authorities in local development;

- Act as co-ordinators for local development.

Two reports were produced by the Commission. Their principal recommendations were accepted by the government as follows:

- The new system should be based on three levels, regional, county and sub-county; Each level should prepare an integrated multi-purpose development plan to coincide with national and EU Development Planning;

- A devolution programme to provide a wider role for local government in order that they become multi-purpose;

- With effect from 1.1.2000 the creation of an integrated local government/local development system.

These recommendations were subsequently responded to with the publication in December 1996 of the government's own reform proposals.

BETTER LOCAL GOVERNMENT - A PROGRAMME FOR CHANGE

The Government, in accepting the Devolution Commission Reports, adopted what was seen at the time as a far reaching policy document which covers not just local government and local development reform, but indeed general public service reform. The document should be seen as a part of the process of Public

Management reform commenced by the outgoing government and continued by the new government at that time.

This is important as for the first time local government reform in the form of Better Local Government - A Programme for Change is seen as a part of wider public management reforms which are intended to be wider and deeper and not just founded on local government. This is common to much recent local government reform in Europe generally with, for example, the UK Government, in the form of the Deputy Prime Minister[1] in March 2002, suggesting a vision for local government that would include:

- National standards for the things that matter most to people, to ensure that citizens have the right to high quality services wherever they live;

- Devolution and delegation to the front line, giving local leaders responsibility and accountability and the opportunity to design services around the needs of local people;

- Flexibility for public organisations and staff to meet the aspirations of users;

- More choice for service users.

Difficulties with system
The document "*Better Local Government*" identified the already well known deficiencies of local government. These include:

- The narrow range of functions;

- Poor role of Councillors;

- Local development had by-passed the authorities;

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[1] Office of the Deputy Prime Minister, The Future of local government: Developing a 10 year vision. UK Stationary Office.

- Central control;

- Scarce resources.

The programme of reform set out four key principles:

- Developing local democracy;

- Better customer service;

- Maximising efficiency;

- Resource allocations.

The key actions provided for in the document are set out within the context of the key principles.

Developing local democracy:

1. Provision of constitutional recognition for local government;

2. Signing of the European Charter of Local Self-Government;

3. Creation of an enhanced policy role for Councillors;

4. Integration of local development with local government;

5. Creation of Strategic Policy Committees (SPCs);

6. Creation of Corporate Policy Groups (CPGs);

7. Establishment of Area Committees to oversee service delivery;

8. Co-ordination of local development and its agencies;

9. Creation of Community and Enterprise groups to facilitate the co-ordination process;

10. Attendance of State agency personnel at meetings of local authorities to advise on policy;

11. Liaison between the Garda and local authorities.

Better Customer Service:

1. Emphasis on delivery of quality services;

2. Development of performance indicators;

3. Creation of one-stop-shops;

4. Development of quality initiatives;

5. Public rights to information to be developed;

6. Public right to attend meetings.

Financing Local Government:

1. A new system of funding to be introduced;

2. Motor tax to become the dedicated local authority tax;

3. Discontinuation of the rate support group;

4. Discontinuation of domestic water/sewerage charges;

5. Value of money auditing to be introduced.

Personnel Development:

1. Devolution of personnel management to the local authorities;

2. Creation of directors of service to co-ordinate the SPCs;

3. The creation of a local government Management Services Board;

4. Equal opportunities for women;

5. Abolition of officers/employee distinctions;

6. Reduction of clerical/administrative grades;

7. Unified staffing structures in urban/rural authorities;

8. Creation of code of practice on the employment of persons with disabilities.

Restructuring the System:

1. The Regional Authorities to oversee the implementation of Sustainable Development;

2. The development of land-use guidelines;

3. The consolidation of local government law.

The government elected in 1997 broadly and unusually accepted the above principles and measures. It set out its views in "An Action Programme for the Millennium.

The Action Programme for the Millennium - The Key Features

Taking the key elements of the Action Plan, there are a series of objectives which the government wished to achieve:

- An enhancing of the democratic process;

- A diversification of local governance;

- An enhancing of service delivery;

- Reform of local finance;

- Strengthening of human resources.

This represented a very demanding process of change, not just in the form of structures, but more significantly in attitudes.

The Democratic Process

A key feature of the Programme was the recognition of the validity of both the elective and participatory processes of local governance in the State. This is very significant in that there is a clear understanding of there being a role for both in the long term. The policy clearly sought to recreate the role of the elected member, a role which it was generally agreed had been restricted to a large measure by the traditional regime. In addition, the recognition of

participation was of importance in that there was for the first time in the context of local government reform a recognition that there was to be a continuing and developing role for those that might not have been seen as part of either the local or national policy making processes.

Membership of the Strategic Policy Committees (SPCs)

It was a given that the SPCs must have external representatives as well as elected representatives. The national guidelines suggested that the following be considered in the appointment of non-elected representatives:

1. The need to represent a spread of relevant interests on each SPC;

2. The need for balance between different interests;

3. The range of groups within each sector;

4. The need to foster social inclusion and community interests;

5. Gender balance.

In other words, each Council was expected to establish SPCs with the widest possible representation.

The Role of the Strategic Policy Committees

In examining the published guidelines for the establishment of the SPCs, one finds that their role was to be *"...to advise and assist the Council in its work"*. The Council was to remain the primary unit of local democracy and to retain final decision making responsibility. The reform process saw the then existing role of the elected member as that of a local ombudsman. The new role was to enhance this aspect of the councillor and to motivate elected members to become a facilitator for dialogue, policy development and community action at local level.

There was to be a need to concentrate on the development of a strategic focus for the functions of the authorities and, more importantly, the creation of a process of partnership which would facilitate the implementation of strategic planning at local level. Therefore, a failure to adequately address both strategic issues, and the attitudes and needs of members of the SPCs was seen as having the potential to reduce the impact of the entire process of reform. Personnel in local government and other local, regional and national agencies were seen as having to appreciate the role of the councillor and the social partners in framing strategic thinking. This was seen as a big issue in that the systems of governance in Ireland did reflect a strong bias towards sectoral expertise which, while remaining valid, nonetheless needed to be placed in the context of the interdependency and multidimensional nature of the Irish public management environment.

Task Force on Integration of Local Government and Local Development

The Task Force Report recognised the dysfunctionalism associated with multi-sectoral governance in a sectoral driven regime of public management. It took as a starting point the principals set out in the Devolution Commission reports and the new Governments Action Programme and the new National Partnership Framework which placed local government reform within a national institutional context for the first time.

In addressing the issue of integration between local government and local development it respected the traditional means of policy delivery, but equally it recognised the need to reform given the shift in the balance of relations between the traditional public management process and the newer facilitative

forms of governance at local level. The key underlying principles of the Report included:

- Community development based upon a process of collaborative planning;

- Social inclusion based on targeted local development needs;

- Partnership / participation based on the development of governance having real inclusion in decision making capability;

- Democratic legitimacy based upon an integrated framework of elective and participative forms of governance.

The outcome of such thinking resulted in a call for the adoption of an integrated socio-economic strategy at local level. The thinking in this instance respected a process in which:

- All actors in socio-economic development should be part of a process of integration at local level;

- Greater levels of diagnosis need to be applied at a local level;

- Greater application of trend analysis is necessary to establish an understanding of a county/city socio-economic environment;

The definition of a process of sustainable development rests at local level but must integrate with regional and national perspectives on sustainable development. Thus the CDB process provides an example of the collaborative planning models for integrated socio-economic development which Healey, Laughlin and others suggest as the most appropriate models for spatial development and planning.

The Green Paper on Local Government

The Green Paper on Local Government sets out the next stage in the evolution of the local government system. It sees the challenges of the 21st century as being:

- Continued population growth and balanced regional development- reflecting the going concern with place shaping and the maximisation of critical mass within the Irish urban framework;

- Addressing and resolving social exclusion and creation of integrated communities-reflecting the increased diversity of the communities local government serves;

- Improving the nature and level of environmental management and addressing the challenge of climate change-reflecting both the national commitment to achieving sustainable levels of development and meeting the responsibility of doing so within the international environment now applying to the environment;

- Ensuring greater connectivity between the local government system and the people at the local level reflecting the need for innovative policy development and implementation at the local level and within a collaborative model of governance.

The future of local government, in some ways reflecting the thinking (if not admitted) of the UK Lyons Inquiry, has to be informed by a number of guiding principles:

- Creation of an appreciation among the local population but also within the central governance of the State, in regard to the role of local democracy and its institutions;

- An application of the principal of subsidiarity or decision-making at the lowest and most appropriate level (within presumably) the vertical and diagonal layers of governance at the local and national level;

- Underpinning of democratic responsibility and accountability (arguably the area where least progress has been made following the Better Local Government reform process;

- Putting in place a proper balance between the delivery of a wider range of tasks and responsibilities within local government and the need to ensure. as the OECD recommends, greater coherence, value for money and efficient and effective delivery of public services; and,

- Maintaining a continued focus on Quality Customer Service.

A key aspect to the Green Paper is that it recognises the need for the creation of an environment of trust between the local and the national governance processes, a hallmark of Scandinavian governance. This traditionally would be one of the reasons why central departments sought to establish their own agencies rather than devolving functions to the local government system. The departments concerned simply did not trust the local authorities to deliver on the objectives of the departments given the potential conflict between local political and managerial objectives and those of the relevant departments.

A key feature of the Green Paper is the establishment of the position of Mayor in Dublin. While it sets out a number of options in the format the position would take, it does lean heavily on the London experience. Usefully the Paper recognises the reality of the existing local political and managerial context and therefore, not unlike other similar attempts to introduce the position of a directly

elected mayor, suggests a relatively benign process. The approach does have much to recommend it, if similar reform efforts, in not just the London case, but indeed in mainland Europe, most notably, Barcelona and Rome, were to be considered.

The experience to be drawn from these examples suggests that the use of the Mayors Office to underpin wider public sector networking to address particularly challenging issues in those cities has had the net effect of resolving in innovative ways such challenges (most notably in Barcelona, urban regeneration and transport integration), and as a result creating the impetus over time for further devolution of powers to the mayoral position.

A particularly interesting feature of the Green Paper is that relating to the consideration of other innovative approaches to governance in the other Gateways in Ireland. This does point to an effort to reconcile the issue of local identity being respected alongside the clear need to move towards critical mass in all of the non Dublin Gateways and hubs. It does suggest a willingness to address the issue of service fragmentation within local government which arises as a result of historical boundaries. The challenge, of course, is to come up with the innovative arrangements, something which the OECD[1] would have endorsed in its report on the public service in Ireland.

The disconnection in local service planning which arises due to the existence of the institutional boundaries created as a result of the local authority boundary

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[1] OECD, Ireland towards an integrated Public Service, Paris, 2008.

across the state reinforces the thinking at the national level that often it is easier to create a regional or national body to deliver a new range of services.

Alternatively the disconnection at the local level has proven to create a level of mistrust between those responsible for local service provision and the democratic framework which is ultimately responsible for it. This the paper suggests might be having the effect of reducing the opportunity for participation in the local democratic process or indeed may be one of the reasons why an alternative participative model has been so successful in the past decade, again further undermining the role of local democracy.

The Green Paper recognises the reality that the place of local government within the State's political framework has not altered significantly notwithstanding the BLG Reform process. The Paper sets a vision for local government which:

- Operates with reduced dependency of central government. The primary way forward is to provide the local authorities with more financial autonomy to underpin their local policy process;

- The creation of a local government system which has a clear mandate so that local communities look to it than to the centre to solve local problems. Such a move would of course require a considerable cultural shift on the part of both national and local politicians.

- Is a system which is clearly a part of the public management process of the State but one which the State can regard, as in other countries, with a level of trust and confidence?

- Is a system which can achieve a balance between the often conflicting demands for greater more effective and efficient public service delivery and respect for the local political process and local expectations and priorities?

One critical area which the Paper fails to address is that of agreeing on priorities between the centre and the local. While it does suggest the use of service agreements between the urban centres and the County it does not indicate whether this would be an option to explore in regard to the relationship between the local and the national. In this case Ireland does seem to stand out from other systems in Europe, most notably in the case of the UK but also in the Scandinavian countries and Germany and France where the setting of national priorities within a local framework is the basis for national co-financing of local initiatives which are set against a national benchmarking of levels of service delivery. It also fails to reflect on the need, as the OECD Report recommends (while noting the progress in local government of having output indicators), on the need for policy outcome evaluation and monitoring.

While it is the case that the vibrancy of a local government system might be in the extent to which a variety of perspectives are applied to the range and type of local services in meeting local need, the case should also be made that even in systems where there is real devolution and autonomy, this is against a set of minimum expectations on the part of the state or the region. This is not the case in Ireland where even with a centralised, if disaggregated regime, such minimum standards are not set and therefore very dependent on a willingness

on the part of the local political or managerial process to give the level of priority required in meeting national policy expectations.

The Paper recognises the role of the Development Boards and, given its publication alongside a review undertaken by Indecon for the Department of the Environment, Heritage and Local Government, suggests a revised role for the Boards which also suggests that the local government system has the potential to free up central government to perform tasks of strategic and national importance while expecting the Development Boards to actively foster greater understanding among all public bodies in the locality and in creating connections which did not exist in the past. The OECD Report[1] complements this thinking where it recommends "*the need to explore the use of networks…to provide a more coherent integrated approach to cross-cutting priorities…*".It instances the work of the Boards and the Office of the Minister for Children in this regard.

Interestingly, in a recommendation that in some way would parallel that of the Perfect in Denmark, the Green Paper suggests the appointment of a legal advisor for each local authority. The role of this advisor would be, as in Denmark, to provide the necessary legal guidance on matters pertaining to the statutory role of the local authority. The Paper suggests that this would have the effect of removal of managerial default decision- making powers in the case of policy decisions a feature of the increased devolving of powers to the management system in the absence of a willingness of the local democratic

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[1] OECD, Ireland towards an integrated Public Service p268, Paris, 2008

process to accept responsibility for decision making in particularly controversial

policy arena in recent years.

Annex F: Towards 2016 Life Cycle Review

Life Cycle Issue	Housing	Roads	Water & sewage	Planning	Environment	Recreation & Amenity	Agriculture Education & Health	Other
Creation of 50,000 new childcare places 2006-2010.				Regulation role Consultation Role Facilitation Role Advocacy Role				
17,000 childcare training places during 2006-2010.				Regulation role Consultation Role Facilitation Role Advocacy Role				
Targeting the early childhood education needs of children from areas of acute economic and social disadvantage through DEIS (180 urban/town primary school communities)				Consultation Role Facilitation Role Advocacy Role				
Relevant depart-ments and agencies will work together to complement and add value to childcare programmes in disadvantaged communities.				Consultation Role Facilitation Role Advocacy Role		Direct or contracted Service Provision	Direct or contracted Service Provision	
Steps to standardise and improve inspections under the Child Care (Pre School) Regulations.								
Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities.				Regulation role		Direct or contracted Service Provision	Direct or contracted Service Provision	
Review of the National Childcare Investment Programme 2006-2010 will be undertaken prior to its conclusion in consultation with the								

social partners.							
Early childhood education component of the DEIS programme will be extended to encompass the remaining 140 urban/town primary school communities under the School Support Programme.							
Focussed approach and putting in place a range of additional supports under DEIS to tackle literacy and numeracy problems in primary schools.							
To help further address absenteeism, early school leaving, behavioural problems and special needs an additional 100 posts in total will be provided for the National Educational Welfare Board and the National Educational Psychological Service by 2009.							
Youthreach where a significant increase of an additional 1,000 places will be provided by 2009.							
Protocols will be developed and put in place to ensure co-operation and mutual support among those working to improve attendance and retention in schools.							
Education Act 1998 Review							
Future provision of schools will reflect the increasingly diverse nature of pupil enrolment in response to the local demand			Regulation role				
Enhanced support for the effective integration of international children at both primary and							

second-level through the provision of an extra 550 language support teachers by 2009 and the reform of the current limit of two additional teachers per school.							
Reducing the number of children per classroom teacher at primary level to 28:1 in 2006/2007 and 27:1 in 2007/08.				Regulation role				
To strengthen the technical and vocational dimensions of curricula, to embed key skills such as learning to learn and ICT, to develop higher order thinking skills, to diversify and strengthen language learning, to modernise the technology subjects and to increase the take up of the physical sciences at senior level.							
Adequate laboratory and other specialist room provision for all schools teaching science and technology.				Regulation role				
To implement an ongoing programme of curricular reform building on the review of mathematics and languages already underway.							
Development of special educational needs services in the framework of the Education for Persons with Special Educational Needs Act.				Facilitation Role				
Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.	Direct or contracted Service Provision			Facilitation Role		Direct or contracted Service Provision		

Continued development and support for the youth work sector and, in that context, further resources will be provided to progress implementation of the National Youth Work Development Plan and the Youth Work Act, 2001.							
Review of the Youth Work Development Plan.							
Each child travelling on a school bus will be accommodated on a one seat per child basis.							
All buses participating in the school transport service will be fitted with safety belts.							
Rolling out nationally the Warning Flashing Light System on school buses.							
To facilitating concerted action between parents, schools and traffic agencies to encourage walking or cycling to school and to actively manage school travel.		Direct or contracted Service Provision		Regulation role Facilitation Role			
Rolling out 'Safer Routes to School' nationally.		Direct or contracted Service Provision		Regulation role Facilitation Role			
Building on the 'broadband for schools' initiative, particular attention will be paid, in the context of the Mobhaile Project, to curriculum specific content.				Direct or contracted Service Provision Facilitation Role			
Delivering, under the framework of the Vision for Change Strategy, a significant number of child and adolescent community mental health teams (CMHTs) within the context of a 7-10							

year target of 1 CMHT per 100,000 of the population by 2008, subject to sufficient resources being made available, and two CMHTs per 100,000 of the population by 2013.								
To achieve the WHO target of 95% immunisation for children and actively targeting areas where take-up rates are below this level.				Advocacy Role				
Developing a new strategic Health Promotion policy by end-2007 which will address the factors undermining the health of young people.				Facilitation Role				
Launching a National Nutrition Policy to address Children's Food Poverty and Obesity.								
Developing a national database to monitor prevalence trends of growth, overweight and obesity.								
Developing the School Meals Programme which will receive €2m in additional funding in 2006.							Direct or contracted Service Provision	
Monitoring prevalence trends of smoking and substance use through the National Health and Lifestyle Surveys and the European School Survey Project on alcohol and other Drugs.								
Carry out a review of secondary care paediatric services outside Dublin.								
Increasing support for sports infrastructure and				Regulation role		Direct or	Direct or	

sporting organisations recognising that sport has the potential to be a driver for social change and that targeting specific groups can address issues of exclusion and inequality.				Consultation Role Facilitation Role Advocacy Role		contracted Service Provision	contracted Service Provision	
Promoting sport in education settings.						Direct or contracted Service Provision	Direct or contracted Service Provision	
For 2006 to 2008 to increase by 3% the numbers of children taking part in sport.						Direct or contracted Service Provision	Direct or contracted Service Provision	
The implementation of the complete national roll-out of the Local Sports Partnership (LSP) network.						Direct or contracted Service Provision		
Roll-out of the Buntús programme for primary schools and pre-schools through the LSP network.						Direct or contracted Service Provision		
Introduction of the LISPA child centred model for lifelong participation in Irish sport (Lifelong Involvement in Sport and Physical Activity); and support for national sports organisations that attract young people						Direct or contracted Service Provision		
Publishing a National Recreation Policy to complement the National Play Policy already in place.						Consultation Role Advocacy Role		

The adoption of a more integrated strategic approach to meeting prioritised needs at local level consistent with the National Recreation Policy.				Regulation role		Direct or contracted Service Provision Facilitation Role Advocacy Role	Direct or contracted Service Provision Facilitation Role Advocacy Role	
That the combined value of child income support measures be set at 33-35% of the minimum adult social welfare payment rate.								
Progressing, as a priority, further work aimed at assisting children in families on low incomes.	Direct or contracted Service Provision							
A review of the re-focusing of the family income supplement in favour of larger families with low earnings.				Consultation Role Facilitation Role Advocacy Role				
Focusing on children in lone parent households and larger families, informed by the Government discussion paper on supports for lone parents.	Direct or contracted Service Provision			Consultation Role Facilitation Role Advocacy Role				
Putting in place enhanced policies to support families in a changing society and in particular to ensure that policies are designed to promote family formation and family life.	Direct or contracted Service Provision			Regulation role Consultation Role Facilitation Role Advocacy Role				
The development and delivery of Family								

Support Initiatives to further develop and strengthen child welfare and protection services as part of national policy for child support.							
Continuing to enhance maternity leave entitlements.							
Strengthening services under the Teen Parent Support Initiative.	Direct or contracted Service Provision			Regulation role Consultation Role Facilitation Role Advocacy Role			
A study of the extent to which children undertake inappropriate care roles will be undertaken.							
A programme of in-home supports will be developed to alleviate specific problem areas identified for children who are caring others.							
Accelerated implementation of the Children Act 2001, building on the additional resources being made available in 2006, will strengthen national management of High Support Units, Special Residential Services and associated services in the HSE to complement the new Irish Youth Justice Service with increased collaborative working in this area.							
Establishing on a statutory basis the Social Services Inspectorate (SSI).							
Implementing the Youth Homelessness Strategy (YHS).							

Closer links will be developed at national and local level between the Youth Homeless Forum and the Adult Homeless Forum in each area to improve and monitor the effectiveness of systems at local level and ensure continuum of care for the individual upon reaching 18 years of age.	Direct or contracted Service Provision			Regulation role Consultation Role Facilitation Role Advocacy Role				
The new Irish Youth Justice Service will facilitate reform of the youth justice area and provide the leadership necessary to implement the key remaining provisions of the Children Act 2001.								
An initiative to test models of best practice which promote integrated, locally-led, strategic planning for children's services. The initiative will focus on children who are at risk of suffering from multiple disadvantage relating to poverty and social exclusion, including children of migrant and Traveller communities, and to vulnerable families including due to substance abuse.	Direct or contracted Service Provision			Regulation role Consultation Role Facilitation Role Advocacy Role				
Establish a Comhairle Na nÓg Implementation Group to ensure the development of effective				Direct or contracted Service Provision				

Comhairlí na nÓg throughout the country.				Consultation Role Facilitation Role Advocacy Role			
The establishment and operation of democratic student councils in schools, in accordance with the Education Act 1998 and the National Children's Strategy, will be promoted.							
An Implementation Group chaired by the OMC involving the relevant Departments, the HSE, representatives of local authorities, the education sector and other key agencies as required, which will link with the Expert Advisory Group on Children being established by the HSE.							Consultation Role
At local level a multi-agency Children's Committee will be established within each of the City/County Development Boards.				Direct or contracted Service Provision			
A second ten-year National Children's Strategy will be developed.				Consultation Role Advocacy Role			
Undertake research and data development to assist good policy formulation including overseeing the National Longitudinal Study of Children in Ireland (NLSCI).							
A new National Data Strategy to support the planning and delivery of policy and services in							

relation to early childhood care and education and school age childcare will be developed by the OMC in liaison with the HSE and CECDE and other relevant agencies.								
Increasing participation in Lifelong Learning in particular among the workforce categorised as low-skilled/low paid.			Consultation Role Facilitation Role Advocacy Role					
Focusing on helping adults from disadvantaged communities including those in rural areas, to acquire basic literacy, numeracy and IT skills and tackling barriers/disincentives to lifelong learning.	Direct or contracted Service Provision		Consultation Role Facilitation Role Advocacy Role					
Providing additional supports for students from disadvantaged backgrounds, students with disabilities and mature students to enhance access to further and higher education.			Consultation Role Facilitation Role Advocacy Role					
Providing targeted support for employees participating in part-time courses at third level.							Direct or contracted Service Provision	Consultation Role
Formulating a National Skills Strategy which will put in place a strategic framework for the implementation of skills and training strategy into the medium term.								Consultation Role
FÁS will continue to review the curricula, assessment process and delivery mechanisms for apprenticeships and continue to progress additional occupations towards formal			Consultation Role					

apprenticeship training and qualification.								
Prioritising adult literacy in the area of adult education.				Consultation Role Facilitation Role Advocacy Role		Direct or contracted Service Provision	Direct or contracted Service Provision	
A Family Literacy Project will also be put in place under the DEIS initiative.				Facilitation Role				
The Back To Education Initiative (BTEI) will be expanded by 2,000 places by 2009.				Facilitation Role				
Concrete prioritised proposals in relation to PLC provision and focused in particular on the larger PLC providers will be prepared and will be the subject of further negotiations between management and unions.								
Applying the National Employment Action Plan referral process earlier than the current 6 months.								
Extending the National Employment Action Plan referral process to other groups such as lone parents and those with disabilities, with due regard to the special needs of those groups.	Facilitation Role							
Introducing an active case management service for social welfare customers of working age, including collaboration to ensure that customers, agencies and service providers in this area engage actively with each other.	Facilitation Role							

Proposals will be brought forward aimed at supporting lone parents into employment.	Facilitation Role							
Funding for the Community Services Programme which targets, in particular, people with disabilities, Travellers, lone parents and people seeking to move from part-time CE to full-time work will be further increased, building on the additional investment in 2006.				Facilitation Role				
Ensuring that social protection adequately supports all people of working age, whether in the labour force or out of it.								
Other elements of social protection will be examined to ensure that atypical working, the reconciliation of work and family life and those working on low incomes are supported.								
The standard means test for SWA rent supplement (and other secondary benefit payments) will be kept under review								
Achieving the NAPS target of €150 per week in 2002 terms for lowest social welfare rates by 2007.								
Other elements of social protection will be examined to ensure that the reconciliation of work and family life is supported.				Facilitation Role				
Planning and implementing a programme of re-organisation and re-alignment of existing resources in order to deliver a person-centred primary care service.				Consultation Role Facilitation Role Advocacy Role				
Ensuring that service development and	Direct or							

delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.	contracted Service Provision							
Developing primary care services drawing on the Primary Care Strategy.				Regulation role Consultation Role Facilitation Role Advocacy Role				
Further developing, as a priority, out-of-hours GP services with a view ultimately to having those services available to the whole population.				Consultation Role Facilitation Role Advocacy Role				
Reviewing all existing eligibility legislation and drafting legislation that clarifies and simplifies eligibility and entitlements to health services, in line with the goals of the National Health Strategy.								
Delivering tangible reductions in waiting times for public patients, through the National Treatment Purchase Fund (NTPF).								
The Health Strategy contained a commitment to increase total acute hospital bed capacity by 3,000 by 2011.				Regulation role				
HSE will carry out a review of the acute hospital bed requirements up to 2020.				Consultation Role				
Developing a high-quality community-based mental health service in accordance with the recommendations of the Report of the Expert Group on Mental Health Policy, A Vision for Change.								

Ensuring that people who are not able to meet the cost of GP services for themselves and their families are supported appropriately, either by means of a medical card or a GP visit card, depending on their means.								
Reviewing the eligibility criteria for assessment of medical cards in the context of medical, social and economic/financial need. The review will clarify entitlement to a medical card.								
Developing a strategic integrated approach to rehabilitation services within the context of the Multi-Annual Investment Programme with a view to supporting people back into employment as appropriate through early intervention and enhanced service provision.				Consultation Role				
Working in partnership to develop specific community and sectoral initiatives to encourage healthy eating and access to healthy food and physical activity among adults, with a particular focus on adults living in areas of disadvantage.	Direct or contracted Service Provision			Regulation role Consultation Role Facilitation Role Advocacy Role		Direct or contracted Service Provision	Direct or contracted Service Provision	
Further developing palliative care throughout Ireland, with particular reference to the Baseline Study on the provision of Hospice/Specialist Palliative Care Services.								
The HSE Corporate Plan for 2005-2008 commits it "to develop a consistent approach to access to service throughout the country, based on identified need". The 2007 Plan will,	Direct or contracted Service Provision			Facilitation Role				

specifically, include a section devoted to Consistency and Social Inclusion which is to contain details of initiatives being pursued by the HSE.							
Work of the National Framework Committee for Work-Life Balance Policies, initially established under the PPF, will continue.				Facilitation Role			
Expanding the income limits for the Carer's Allowance.							
Continuing to review the scope for further development of the Carer's Allowance, Carer's Benefit and the Respite Care Grant.							
The Department of Social and Family Affairs, in the context of its Sectoral Plan will work with the Department of Enterprise, Trade and Employment and FÁS to progress issues associated with training for carers.				Facilitation Role			
The Department of Social and Family Affairs will lead the development of a structured consultation process to inform future policy in this area.				Consultation Role			
Examining the potential for improved support services to carers.				Consultation Role Facilitation Role			
Continue to support information and awareness campaigns.				Consultation Role Facilitation Role			
A National Carers' Strategy that focuses on supporting informal and family carers in the community will be developed by end-2007.							

Ensuring the provision of good quality social and affordable accommodation (including the provision of housing under Part V of the Planning and Development Acts) in sustainable communities.	Direct or contracted Service Provision			Regulation role Consultation Role Facilitation Role Advocacy Role				
To ensure that the system of housing supports is flexible enough to deal with the changing circumstances of the individual and family throughout the lifecycle, while ensuring equitable treatment and interventions that maximise individual choice and personal autonomy.	Direct or contracted Service Provision			Regulation role				
Advancing particular actions to assist people with special housing needs.	Direct or contracted Service Provision			Regulation role				
Ensuring improved outcomes for all people with special housing needs will require greater inter-agency co-operation, so that a combined approach to the accommodation and care dimensions is taken.	Direct or contracted Service Provision			Regulation role				
Amalgamate and update the Government's Integrated and Preventative Homeless Strategies.	Direct or contracted Service Provision			Regulation role				
The elimination of homelessness as defined by	Direct or			Regulation role				

2010 (recognising that this involves addressing the needs of up to 500 households).	contracted Service Provision							
Improved co-ordination of service provision through the extension of joint agency approaches at local level to facilitate the development of a holistic response to the needs of homeless person.	Direct or contracted Service Provision			Regulation role Consultation Role Facilitation Role Advocacy Role				
The establishment of a National Homelessness Consultative Committee.				Consultation Role Facilitation Role Advocacy Role				Consultation Role Facilitation Role Advocacy Role
Implementing policies to increase employment levels with the goal of exceeding the EU Lisbon employment rate targets for 2010 of 70% overall, 60% for females and 50% for older workers.				Regulation role				
Innovative actions building upon the achievements of the NDP Equality for Women Measure.								
To encourage greater numbers of women to advance to the higher levels within their chosen careers through training and cost effective reviews of equality policies within organizations.				Consultation Role				
Further exploring the causes of the gender pay gap in order to reduce it further.								

Reviewing as necessary existing equality legislation with a view to establishing best practice in relation to positive action, particularly in access to employment, across all nine equality grounds.								
Reviewing expenditure on the equality infrastructure provided by the Equality Acts to reduce the incidence of discrimination. A particular priority will be the removal of the current backlog of cases before the Equality Tribunal.								
Continue to encourage companies and organisations to meet proactively the challenges of diversity and equality.				Advocacy Role				
Collecting data to support policies for the promotion of equality of opportunity across the nine grounds covered by equality legislation.				Direct or contracted Service Provision				
Investing in further support measures in the areas of further and higher education to enhance participation by those from disadvantaged backgrounds, in particular: socio-economically disadvantaged school leavers, members of the Traveller community and ethnic minorities, mature students, lone parents and students with a disability. These measures will include; needs assessment, technology support, community based strategies, childcare supports and access routes.				Regulation role Facilitation Role				
Focusing specifically on young people as part				Facilitation Role				

of the increased training for the low-skilled in employment, FÁS will continue to work in partnership with the Community Training Centres to provide early school leavers with basic skills and work experience and to assist with progress to further training and development.							
Combating substance misuse through a concerted focus on supply reduction, prevention, treatment and research.				Facilitation Role			
Ensuring a greater focus on reducing alcohol related harm including implementation of the recommendations of the Working Group on Alcohol, established under Sustaining Progress, taking account of the recommendations of the Strategic Task Force on Alcohol.				Facilitation Role			
Ensuring implementation of the National Strategy for Action on Suicide Prevention, 2005-2014.				Facilitation Role			
Implementing the Rental Accommodation Scheme to help to provide the necessary springboard to accessing employment, training or education opportunities.	Direct or contracted Service Provision						
Commencing a pilot project on affordable homes for renting, as outlined in the Housing Policy Framework.	Direct or contracted Service Provision						

Developing proposals to provide a more comprehensive and objective means of assessing need.	Direct or contracted Service Provision							
Commission an independent review of the effectiveness of the policy measures introduced on foot of the MIAB report designed to reduce motor insurance costs.								
Develop a comprehensive strategy for all legally resident immigrants which will build on and be linked with progress already achieved in the areas of social inclusion and anti-racism.				Consultation Role Facilitation Role Advocacy Role				
A range of strategies will also be pursued as part of the National Action Plan Against Racism.				Consultation Role Facilitation Role Advocacy Role				
There is also a distinct and separate response in this Agreement to tackle exploitation of migrant and other vulnerable workers.				Consultation Role Facilitation Role Advocacy Role				
To promote participation through activation measures aimed at people of working age.								
A national e-Inclusion strategy will be developed so that everyone has the opportunity, through encouragement, awareness, support, enablement and participation, to exploit ICTs to improve their quality of life, and the cohesiveness and well-being of their communities.						Direct or contracted Service Provision		

An integrated approach to providing services and supports to Travellers will be developed in line with the recommendations of the Report of the High Level Group on Traveller Issues, taking account of the Second Progress Report of the Traveller Monitoring Committee.	Direct or contracted Service Provision			Regulation role		Direct or contracted Service Provision	Direct or contracted Service Provision	
The Office for Social Inclusion will continue its work on developing a data strategy to ensure that robust and reliable data is available in a timely manner to enable effective monitoring of policies to combat poverty and social exclusion.								Consultation Role
The implementation of the National Health Information Strategy recommendations in respect of the use of a system of a unique patient identifier and the development of an electronic healthcare record.								
The National Pensions Review incl, the publication of a Green Paper by the Government on pension policy.								
Enhancement of social welfare pensions over the period, having regard to available resources, building on the existing Government commitment for a rate of €200 per week for social welfare pensions to be achieved by 2007.								
To increase the level of qualified adult allowance for pensioner spouses to the level of the state non-contributory pension.								
To provide an adequate income in retirement								

which, as far as possible, is related to pre-retirement income.								
Enhance the level of occupational or private pension coverage.								
The role and economic contribution of spouses working on the farm will be recognised within the social insurance system through improved information services on the social welfare implications of families working together.								
To finalise, without delay, the current examination of the administrative and legal implications of enhancing/ allow new pension claimants to have the qualified adult portion of their pension paid direct to their spouse or partner.								
All relevant public services should be designed and delivered in an integrated manner around the needs of the care recipient based on a national standardised needs assessment.	Direct or contracted Service Provision					Direct or contracted Service Provision		
Access to joined-up, user-friendly, customer-focused service consistent with individual needs.	Direct or contracted Service Provision	Direct or contracted Service Provision	Direct or contracted Service Provision	Direct or contracted Service Provision		Direct or contracted Service Provision		
The use of community and home-based care								

should be maximised and should support the important role of family and informal care.							
The continued development of sheltered housing options, with varying degrees of care support will be encouraged.	Direct or contracted Service Provision			Regulation role			
Where community and home-based care is not appropriate, quality residential care should be available.	Direct or contracted Service Provision			Regulation role			
There should be appropriate and equitable levels of co-payment by care recipients based on a national standardised financial assessment.							
The level of state support for residential care should be indifferent as to whether that care is in a public or private facility.							
No current resident of a nursing home, public or private, should be put at a disadvantage by whatever new co-payment arrangements for residential care are introduced.							
Information about entitlements and benefits should be clearly set out and communicated to older people.				Facilitation Role			
The financial model to support any new arrangements must be financially sustainable							

Additional resources of €150 million in a full year (€110 million in 2006 and €40 million more in 2007) are being allocated to Services for Older People and Palliative Care. Reflecting the new emphasis on home and day care, almost three quarters (€109 million) of the €150 million is being committed to community care supports.								
The HSE will develop a national standardised care needs assessment which will be completed by the end of 2006, as well as a standardised financial assessment process for the extra 2000 home care packages.								
A needs analysis of residential care requirements for older people is being undertaken to inform policy in this area and will be completed by September 2006.								
A planning exercise on staffing requirements for future developments will be undertaken and will be completed during 2007.								
National protocols for case management for home care packages will be developed by the HSE by end of 2006.								
A steering committee will be set up to begin the preparatory work of evaluating the effectiveness of the additional home care packages.								
Work will be taken forward to produce draft								Consultation

								Role
guidelines for standards in long-term residential units, both public and private. It is intended to have this draft document prepared and circulated to interested parties, including the social partners, for consultation in Summer 2006. Once agreed, these will be widely disseminated.								
Under the Health Bill 2006, the Social Service Inspectorate will have an inspectorate role for public and private nursing homes.								
The HSE has developed a standardised approach to inspection and reporting of private nursing homes across the system which included the development of standardised documentation in all HSE areas. The HSE has begun implementing the new standardised approach in all areas.								
The National Implementation Group on Elder Abuse has been established to oversee the implementation of the recommendations contained in the Report on Elder Abuse.								
The Department of Health & Children will establish a structured consultation with social partners on the development of policy in relation to long-term care issues for older people.								
The availability of Disabled Persons and	Direct or							

Essential Repairs Grants Schemes and the Special Scheme of Housing Aid for the Elderly, which allow people to remain in their own homes to be developed.	contracted Service Provision							
The provision of social housing for the elderly including through downsizing schemes.	Direct or contracted Service Provision			Regulation role				
Ensuring that future Housing Action Plans address special needs in a more strategic manner and specify, in particular, the role of the voluntary and co-operative housing sector in meeting the associated accommodation requirements.	Direct or contracted Service Provision			Regulation role				
Developing and implementing new protocols for inter-agency co-operation where there is a care dimension additional to accommodation needs.				Facilitation Role				
Reforming the grant schemes for older people in private housing to improve equity and targeting. This reform will build on the experience of a number of local authorities that have been able to prioritise spending through targeting of priority clients and standardised costs. The new arrangements will be more	Direct or contracted Service Provision							

streamlined, cutting down on administration to make the schemes more accessible and provide a more seamless set of responses to the needs of people with a disability and older people.								
Services to provide enhanced home security, energy conservation and other measures for vulnerable older people will continue to be a priority activity within the Community Services Programme.	Direct or contracted Service Provision							
Sustainable Energy Ireland and the Combat Poverty Agency are undertaking an action research project to improve heating systems and insulation in selected older private dwellings and to monitor the outcomes in terms of improved cost efficiency and household comfort and health levels.	Direct or contracted Service Provision							
In developing proposals for the roll-out of the RTI from 2007, particular attention will be paid to the transport needs of rural communities that do not currently have access to public transport, having particular regard to the special transport needs of older people with disabilities.				Regulation role Facilitation Role				
Funding for the RTI will be doubled by 2007 (based on the 2005 allocation of €4.5m). Thereafter, funding for rural transport services will be steadily increased; ultimately to a cash level of about four times the 2005 allocation.								
Ensuring that older people will be provided				Consultation Role				

with the appropriate access to a full range of health services to suit their needs, including primary care, acute care and mental health care.				Facilitation Role			
Establishing on a statutory basis the Social Services Inspectorate (SSI) (which currently inspects children's residential and foster care services on an administrative basis) through the legislation for the establishment of the Health Information and Quality Authority (HIQA) which is expected to be published during the 2006 Autumn session.							
Targeted adult and community educational opportunities. Older people will be further encouraged and supported to access further and higher education and appropriate targets will be set in the context of proposals on life-long learning and access to further and higher education.				Facilitation Role			
Older people will be encouraged and supported in actively involving themselves in areas such as family literacy projects, as set out in DEIS, and bringing their knowledge, skills and experience to bear in furthering the aims of such projects				Facilitation Role			
The continued participation of older people in							

the labour market will be encouraged and facilitated to meet the challenge of an ageing society. A cultural mindset change will be promoted among both employers and employees to encourage older workers to remain in employment. Promotion of training and upskilling of employees, particularly for low-skilled/older workers, will take place to enhance employability in the context of the impact of globalisation. The preventive process will be extended to those aged 55-64 to facilitate unemployed older workers remaining attached to the labour market. This will tie in with the phasing out of the Pre-Retirement Allowance (PRETA).								
Training and advisory services, including those provided by FÁS, will assist older people who wish to return to the workplace.			Facilitation Role					
The exploitation of information and communications technology to improve the quality of life of older people and to assist them in independent living will be encouraged and supported. The national e-Inclusion Strategy Framework, currently being discussed by the e-Inclusion Stakeholders			Facilitation Role					

Group, will prioritise action in the areas of ICT access and connectivity, ICT skills, awareness of the potential of ICT and how they can be used to assist every older person in their home life, social life, and where appropriate their work life.								
Public information campaigns to tackle ageism serve a useful purpose in raising awareness. The Equality Authority, HSE and the National Council on Ageing and Older people will continue to promote such initiatives over the course this agreement.				Facilitation Role				
A total of 3,100 (2,000 from Budget 2006) home support packages are seen as pilots to test best models of delivery of these packages and to test their impact on the wider health system. A key issue is effective integration between housing, care and other supports.	Facilitation Role			Facilitation Role				
Community Intervention Teams will assist in preventing avoidable hospital admission and the facilitation of early discharge from hospitals.								
A cross-departmental team on sheltered housing is being established by the Department of Environment, Heritage and Local Government to oversee progress in that area.								Consultation Role Facilitation Role
The Government will publish a document which will pull together for ease of reference the vision, mission and strategic objectives								

which have already been agreed and announced by Government under the National Disability Strategy.								
Assessment for, and access to, appropriate health and education services including residential care, community based care, and mental health services within the framework of the Disability Act, 2005 and the Education for Persons with Special Education Needs Act, 2004.								
Consolidating and progressing vocational training and employment services for people with disabilities.				Facilitation Role				
Exploring the potential for extending the NEAP FÁS referral process to people with disabilities in the context of their special needs and the Government's commitment to mainstreaming. This will include exploring issues of health and welfare entitlements and benefits and examining and addressing the disincentives for people in receipt of income maintenance or secondary payments who wish to participate in training or employment initiatives.								
Public service employment in accordance with the provisions of the Disability Act, 2005.								Direct or contracted

								Service Provision
Promoting awareness regarding the employment of people with disabilities and promoting employment retention.				Facilitation Role				
The suite of materials developed under the Workway initiative will inform future policy and best practice in relation to the employment of people with disabilities.								
National Standards will be introduced in respect of specialist health services for people with disabilities, taking into account the draft standards already prepared by the National Disability Authority, together with the report of the Working Group on the development of a Code of Practice for Sheltered Workshops.								
In terms of ensuring adequate levels of income for people with disabilities the continued enhancement and integration of supports in line with overall social welfare commitments and targets.								
Evolving building standards and the potential for advancements in design in the future should lead to general improvements in the accessibility of the Irish housing stock over time.				Regulation role				
A National Housing Strategy for People with Disabilities will be developed as recommended								Consultation Role

in the NESC 'Housing in Ireland' Report in order to support the provision of tailored housing and housing support to people with disabilities.							Facilitation Role
The development of information and advocacy services for people with disabilities			Facilitation Role				
The development of information and advocacy services for people with disabilities. The question of accessible public transport services will be addresses in the Sectoral Plan being developed by the Department of Transport.							Consultation Role

Source: Mapping Social Inclusion in Local Authorities, Combat Poverty Agency 2007. 205 actions-118 for local government

Annex G: Models of Analysis

Local Government Concept Models-Case Study: Central-Local Policy System for Social Inclusion	Central Application Only-Centralised Governance		Local Application only-Deconcentrated Governance		Iterative/co-governance Application		Disaggregation/ Ambiguity	
National Standard for service delivery	1.National Pre-determined service quality outcome parameters	*Strategic Parameters set out in NAPinclusion*	1.Local Pre-determined service quality parameters	*Strategic Parameters set out in LAPSIS/ Corporate Plans and County Development Plans*	1. Convergent Service Quality Service Standards	*None*	1. Lack of Quality Service Standards	*Applicable*
	2. National Evaluation and Appraisal	*Limited to financial auditing*	2. Local Evaluation and Appraisal	*Provided in above policy documents*	2. Shared Evaluation and Appraisal.	*None*	2. Ad hoc/informal Evaluation and Appraisal	*Applicable*
	3.National Application of public service standards	*None*	3. Local Application of public service standards	*None*	3. Convergent Application of public service standards	*None*	3. Lack of Application of public service standards	*Applicable*
	4.National	*None*	4.Local Minimum	*None*	4. Shared	*None*	4. Ad hoc	*Applicable*

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	Minimum Service Outputs		Service Outputs		Service Output determination		Service Output determination	
Delegation to front line services	1. National direction determines decision to provide a service	*None*	1.Total local determination to provide a service	*Applicable*	1. Agreed local-national decision to provide services nationally but level determined locally	*None*	1. Broad national guidance provided with local decision to provide or otherwise	*Applicable*
Public service design targeted to specific community	1. Service design determined to a national need and uniform delivery across State	*None*	1. Normal delivery process	*None*	1. Agreed Delivery Process following negotiation.	*None*	1. Broad National Guidance with local determination followed by ad hoc resourcing	*Applicable*
Regeneration of elective governance	1.Processes to underpin national democracy	*None*	1. On-going Restoration of local democracy	*None*	1. Installation of Shared institutional Arrangements/ national-local compacts	*Contracts to underpin establishment of Social Inclusion Units*	1.Lack of clarity in the elected-participatory institutional setting at local/national	*Applicable*

							level	
	2. Restriction on local democracy	*None*	2. Reduction in contracted out participative democracy	*None*	2. Joint Participative-elective inputs to policy process	*CDB/SIM Processes for endorsement of social inclusion services in place*	2. Dual professional/ elective hierarchical arrangements	*Applicable*
	3.Enhancement of local participative democracy	*CDB/SIM Processes*	3.Reduction in national parliamentary overview	*None*				
Agreed delineation of boundaries	National determination alone	*None*	Local determination through agreement	*None*	Joint National-local determination	*LGSISG*	None	*Applicable*
Cross boundary implementation	National determination alone	*None*	Local determination through agreement	*CDB/SIM Processes*	Joint National-local determination	*LGSISG*	Ad hoc and limited national perspective	*Applicable*
Outcomes based policy appraisal	Determined at national level within national	*None*	Determined at local level within national policy	*Introduction of LAPSIS*	Joint Determination agreement and	*Introduction of LAPSIS*	Ad hoc and generally limited to economic	*Applicable*

	policy framework		framework		process		performance	
Cross- local electoral cycle service planning	Applicable	*None*	Applicable	*Introduction of LAPSIS*	Applicable	*Introduction of LAPSIS*	Not applicable	*Applicable*
Setting of Political Priorities	1. Determined through national processes	*Strategic Parameters set out in NAPinclusion*	1. Determined through local processes	*Introduction of LAPSIS*	1. Joint determination	*LGSISG*	1. Ad hoc determination	*Applicable*
Consultation with external stakeholders	1. Determination at the national level	*Strategic Parameters set out in NAPinclusion*	Determination at the local level	*Introduction of LAPSIS and through CDB/SIM processes*	1. Top-down/bottom up/diagonalised	*LGSISG*	1. Ad hoc	*Applicable*
Access to Policy Process	1. Retained within national process	*No*	Retained within local process	*No*	1. Open access	*Introduction of LAPSIS and through CDB/SIM processes*	1. Elite Group Access	*Applicable*
Formality of Policy Appraisal	1. Regulatory Impact Analysis Processes	*Draft National Guidelines under preparation*	1. Social Impact /Environment Impact Processes	*Local Poverty Profiling completed across all local authorities*	1. Integrated collaborative Planning	*Introduction of LAPSIS and through CDB/SIM*	1. Sectoral Professionalized Planning	*Applicable*

						processes		
	2. National Policy Framework Perspectives	*NAPinclusion/ Towards 2016*	2. Local Policy Framework Perspectives	*Implementation of LAPSIS*				
Frameworks for Outcome Appraisal	1.Centralised Auditing	*Financial auditing centralised*	1. Local Determination	*None*	1. Agreed and negotiated independent review	*None*	1. Ad hoc output appraisal.	*Applicable*
	2. Programme evaluation	*Limited*	2. Project Appraisal	*Limited*				
	3.Independent overview	*Limited*	3. Internalised Overview	*Limited*				
Level of Application of Policy Endorsement	1. Limited to national structures	*Limited*	1. Largely limited to local structures	*Applicable*	1. Iterative across levels of government	*Limited*	1. Ad hoc within broad national applications	*Applicable*
Flexibility in Policy Interpretation	1. Limited to national	*Limited*	1. Open	*Applicable*	1. Negotiated	*Limited*	1. Ad hoc with high flexibility	*Applicable*
Developing Spatial Direction	1. Limited to national	*Limited*	1. Limited to local	*Applicable*	1. Framework for spatial direction negotiated across local,	*Applicable*	Ad hoc and reactive	*Applicable*

				regional and national/ International				
Citizen based service design	1. Limited to national direction and quality setting	*Applicable*	1. Determined in line with local political perspective	*Applicable*	1. Citizen centred through integrated process	*Applicable*	1. Ad hoc and limited	*Applicable*
Rights based service planning	1. Limited	*Limited*	1. Limited	*Applicable*	1. Open through integrated processes	*Limited*	1. Limited and ad hoc	*Applicable*
Inter-Agency Service delivery	1. Limited	*Applicable*	1. Limited	*Introduction of LAPSIS and through CDB/SIM processes*	1. Open through integrated processes	*Introduction of LAPSIS and through CDB/SIM processes*	1. Limited and ad hoc	*Applicable*
Universality of Service Provision	1. Determined at national level	*Limited*	1. Limited	*Applicable*	1. Negotiated across levels	*Limited*	1. Limited and ad hoc	*Applicable*
Sub-ordination of local policy	1. Complete	*Applicable*	1. Limited	*Limited*	1. Limited	*Limited*	1. Limited and ad hoc	*Applicable*

Sub-ordination of national policy	1. Limited	*Applicable*	1. Complete	*Limited*	1. Limited	*Limited*	1. Limited	*Applicable*
Shared Policy Perspective	1. Limited	*Applicable*	1. Limited	*Applicable*	1. Open and negotiated	*Limited*	1. Limited and ad hoc	*Applicable*
Clear lines of policy accountability	1. Fixed at national level	*Limited*	1. Fixed at local level	*Limited*	1. Open and negotiated	*Limited*	1. Limited and ad hoc	*Applicable*
Resourcing of Provision	1. Fixed at national level	*Limited*	1. Fixed at local level	*Limited*	1. Open and negotiated	*Limited*	1. Open and negotiated	*Applicable*
Internal Policy Innovation	Limited	*Applicable*	Limited	*Applicable*	High	*Applicable*	High	*Applicable*
Inter-temporal Application	1. Fixed at national level	*Limited*	1. Fixed at local level	*Limited*	High	*Limited*	Low	*Applicable*
Alignment of service responsibilities	1. Fixed at national level	*Limited*	1. Fixed at local level	*Limited*	High	*Limited*	1. Limited and ad hoc	*Applicable*
Political Embedding	1. Fixed at national level	*Limited*	1. Fixed at local level	*Limited*	Limited	*Limited*	1. Limited and ad hoc	*Applicable*

Annex H: Questionnaire

Questions

Please identify the principal national contact points for your Authority in regard to your role in addressing social inclusion at the local level

Could communication with the national level be improved?

Are you satisfied with the manner in which your local responses in policy terms to social inclusion are factored into national policy?

Do you believe all Board members are contributing effectively to their national agencies planning processes on behalf of the Board and its priorities in social inclusion?

To what extent are national policy initiatives communicated to you for consideration within the corporate planning of the Local Authority?

How could in your opinion, such initiatives be better communicated to both elected members and the management of the Local Authority?

What do your colleagues within your organisation know about the issues of social inclusion and national policies particularly the National Anti-poverty Strategy?

Is the implementation of the NAPinclusion a factor in preparing the: Organisational Plans

Is the implementation of the NAPinclusion a factor in preparing the: Budget

What, if any, action do you think particularly needs to be implemented over the next three years to ensure that the local priorities set out in regard to social inclusion can be fully applied to meet local need?

What in your opinion is required to strengthen the articulation of local policy issues into the national arena?

Annex I: Council of Europe Challenges of Reform for Local Government 2007

Challenges	Specific objectives
Understanding Local Government • Vision of local government unclear to elected representatives and officials. • Lack of a shared vision • Reforms not integrated within an agreed overall strategy.	• Strong local government shall be seen as a key element in the stability and sustainable development of the region and shall be recognized as such by all state bodies. • National debate on the benefit of decentralized government shall be stimulated. • A comprehensive decentralisation strategy shall be developed, based on a clear definition of the role of local and regional government shared by all stakeholders (government, parliament, local authorities…)
Assignment of competences and resources Experience shows that the most frequent drawbacks in basic legislation are related to the following situations: • **Responsibilities** -Unclear distribution of responsibilities between central, regional and local government. -Inadequate decentralisation of functions related to policy implementation at local level. -undetermined and/or unrealistic scope of local government mandatory functions. • **Resources** -Inadequate assignment of resources by central government to local government (including property, finance, staff) which lead to unachievable mandates and poor service delivery. -Little room for manoeuvre both in raising own revenues at local level and in allocating available resources -Imbalances between local authorities in different areas and insufficient equalization (which create great disparities in development potential and accentuate migration trends.	Specific targets are set which shall guide the drafting of new legislation, including the following: • **Responsibilities** -reduce overlapping responsibilities and vest, whenever possible, local authorities with exclusive tasks. -Increase decentralisation of responsibilities in the provision of utilities and basic social services at local level. -Fix clear boundaries to mandatory tasks, avoiding long lists of "broad" responsibilities which are assumed to be mandatory as a whole. -Set clear standards in service provision, which shall be consistent with the resources necessary. • **Resources** -Ensure that all properties needed for the delivery of local services are transferred to local government -Increase the local government share in public expenditure, consistent with their responsibilities. -Improve the local taxation system, especially land/property taxation which shall become a pillar of this system, and ensure the conditions for its effective enforcement. -Consolidate, whenever possible, earmarked

	grants, to increase both the room for manoeuvre and the effectiveness in the allocation of resources. -Increase the level of equalization to achieve within a given timeframe a target level (at least 80%).
Relationship between State Authorities and local government • Deconcentrated State administration may not support in practice the development of local self-government. • Excessive administrative supervision by central government may leave insufficient scope for local initiative or for the development of local responsibility/accountability.	• Reassess and redesign the role and operation of de-concentrated state administration to foster decentralisation. • Ensure that supervisory mechanisms and procedures have a clear rationale and are established by law. • Reduce automatic control of local decisions which do not have a national interest and do not entail sizeable costs.
Institutional Dialogue • There is a lack of institutional dialogue and insufficient recognition of local government as a partner. • The national association of local authorities may not have sufficient capacity for effective dialogue with the government.	• Facilitate the strengthening of independent national associations of local authorities. • Develop mechanisms of on-going dialogue to ensure full involvement of local government representatives in the reform process.

Annex J: Local Government Social Inclusion Role

Social Inclusion Application	Programme Group	Action
Provision for the local democratic framework	Planning and development • Support for the Community and Voluntary Forum • Area based Committees Miscellaneous Services • Register of Electors	Planning and development • Provision of multi-lingual and targeted information • Preliminary consultation processes • Information Seminars and Workshops • Community/volunteer based training • Organisation of seminars/conferences • Networking applications including Information and Communications Technology • Provision of training on local government and the local political process Miscellaneous Services • Provision of multi-lingual and targeted information
Underpinning of local identity	Planning and development • Town Twinning • Tourism Promotion • Representational Functions • Community based supports Recreation and Amenity • Television and Radio Services	Planning and development • School/other exchange programmes • Youth Fora • Council for older persons • Other targeted consultation and participation arena • Social inclusion weeks Recreation and Amenity • Community and Family Days • Community Recognition Awards
Direct local public service provision	Housing and Building • Maintenance, repair and improvement • Rent and Annuity collection • Housing estate management • Home loan provision • Home mortgage provision • Supplementary grant provision • Essential repair grant provision • Grants for people with a disability • Accommodation of Travelling people • Temporary housing for Homeless people	Housing and Building • Multi-lingual Information Provision • Housing allocation • Maintenance of housing stock • Installation of central heating • Cyclical repairs • Painting of units • Pre-tenancy training • Programmes on Anti-social behaviour • Rent collection • Rent waiver schemes

	• Support for refuge centres	• Private rent subsidies
		• Voluntary housing supports
		• Emergency grant allocation
		• House adaptation grants
		• Estate management training
		• Environmental works
	Road Transportation	Road Transportation
	• Regional Roads Provision and Maintenance	• Multi-lingual Information Provision
	• Local Roads provision and Maintenance	• Renewal of tertiary roads
	• Local Bridge Provision and maintenance	• Repair and maintenance of public lighting
	• Public Lighting	• Provision of aural pedestrian lights
	• Weighbridges	• Timing of pedestrian lights
	• Non-public Roads	• Dishing of footpaths
	• Traffic Management Facilities	• Provision of Disability Car parking spaces
		• Accessibility Audits
Direct local public service provision	Water supply and Sewerage	Water supply and Sewerage
	• Operation and maintenance of public schemes	• Supports for group Schemes
	• Provision and Improvement of Public Schemes	• Provision of Training for Group Scheme Operators
	• Operation and maintenance of public facilities	• Waiver Schemes for disadvantaged schools
	• Supplementary Grants for private facilities	• Multi-lingual Information Provision
	Environmental Protection	Environmental Protection
	• Social Economy Re-use services	• Preliminary Consultation
	• Operation of land fill facilities	• Barter Programmes
	• Management of Civic Amenity facilities	• Waiver Schemes for disadvantaged
	• Street cleaning	• Targeted Street cleaning and Graffiti Removal

	- Domestic waste collection - Commercial waste collection - Provision of burial grounds - Fire protection - Water safety - Civil defence - Pollution control and monitoring	- Targeted Green School Initiatives - Multi-lingual Information Provision - Provision of fire alarms - Provision of fire protection programmes - Provision of water safety programmes - Recruitment of civil defence volunteers in disadvantaged areas
Direct local public service provision	Recreation and Amenity - Provision of Libraries - Provision of Community Centres - Provision of sports Facilities - Provision of Parks/Open Spaces - Maintenance of open spaces - Provision of beach facilities - Provision of Swimming Pools - Provision of Theatres/Cinemas - Provision of Arts Facilities - Support for Arts facilities - Support for public works of art - Support for cultural facilities	Recreation and Amenity - Library housebound service - School lending service - Prison lending service - Public counters - Self-learning facilities - Provision of books, materials and other media incl multilingual - Outreach activities - Community support information - Literacy weeks - Dedicated web sites and access - eInclusion funding for community based actions - Assistance for community networking - Community Capacity building/ Preliminary Consultation - ICT and the older person actions - Targeted community events - Waiver schemes for disadvantaged persons - Provision of playgrounds/child based facilities - Disadvantaged people in sport programmes - Facilities pricing

		- Multi-lingual Information Provision - Technical/financial Assistance for community based activities - Insurance support
Direct local public service provision	Recreation and Amenity	Recreation and Amenity - Inter-cultural Sports Activities - Summer Camp supports - Literacy through sport programmes
Direct local public service provision	Miscellaneous Services - Provision of Courthouses - Provision of Coroner Services - Weights and Measures - Inspection of Slaughterhouses and meat - Inspection of Milk and Diaries - Provision of Pounds - Provision of Markets - Provision of Allotments - Management of Casual trading - Human Resources - Training of Staff - Health and Safety - Computer Services	Miscellaneous Services - Design and accessibility - Multi-lingual Information Provision - Return to learning programmes for staff - Staff development - Targeted recruitment and development - Staff capacity building
Agency services	Housing and Building - Health Services Executive Road Transportation - National Primary Road-NRA - National Secondary Roads-NRA	Housing and Building - Preliminary Consultation Road Transportation - Preliminary Consultation

	Water supply and Sewerage • Provision of Treated Water Agriculture, Education, Health and Welfare • Contribution to VEC • Higher Education Grants • Provision of School Meals • Residential Homes and Special Schools • Free fuel Schemes • Veterinary Services • Provision of School Sites and buildings • Support for Primary Health Care Centres	Water supply and Sewerage • Fluoridation of water Agriculture, Education, Health and Welfare • School meals in disadvantaged areas • Veterinary supports for community based clubs • Co-financing of schools and third level facilities • Co-financing of workshops incl. Traveller/persons with a disability • Community Training Facilities
Public/Private Investment	Housing and Building • Land acquisition • Construction and site development • Provision of private sites Road Transportation • Service Road provision Planning and Development • Provision and Management of Industrial sites/enterprise centres	Housing and Building • Preliminary Consultation Road Transportation • Preliminary Consultation Planning and Development • Preliminary Consultation • Provision of targeted facilities for people with a disability/other minority groups

Spatial Planning Framework	Planning and Development • Statutory Land Use Forward Planning • Regional Planning Guidelines • Local Area Planning • Planning Consent • Part V Provisions • Application of Special Area Amenity Orders • Application of conservation areas and other regulated zones • Implementation of the Disability Act • Forward Planning Studies	Planning and Development • Preliminary Consultation • Multi-lingual Information Provision • Planning Clinics • Application of community planning techniques • Provision of technical support/advice to target groups
Facilitation of Social/Cultural Development	Road Transportation • Road Safety Education and Information Planning and Development • Social Inclusion Measures Group • Joint Policing Committee	Road Transportation • Provision of school wardens • Road safety Training • School safety programmes • Road safety promotion programmes Planning and Development • Funding of LAPSIS • Prelim Consultation • Community Planning • Research and data collection • GIS Mapping • Publication of materials • Multilingual Information • Community CCTV

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	Recreation and Amenity	Recreation and Amenity • Inter-cultural Activities • Events for elderly/those with special needs
Regulation	Water supply and Sewerage • Water monitoring • Waste water treatment discharge licensing • By-law/regulation Implementation Planning and Development • By-law/regulation Implementation	Water supply and Sewerage • Provision of technical support/advice to target groups Planning and Development • Provision of technical support/advice to target groups

Annex K: Application of Towards 2016 Life Cycle Actions to Local Government Programme Groups

Programme Groups	T2016 Action
1. HOUSING AND BUILDING	1. Ensuring that future Housing Action Plans address special needs in a more strategic manner and specify, in particular, the role of the voluntary and co-operative housing sector in meeting the associated accommodation requirements. 2. Developing and implementing new protocols for inter-agency co-operation where there is a care dimension additional to accommodation needs.
Maintenance Repair and Improvement	1. Evolving building standards and the potential for advancements in design in the future should lead to general improvements in the accessibility of the Irish housing stock over time.
Housing Estate Management	1. Relevant departments and agencies will work together to complement and add value to childcare programmes in disadvantaged communities. 2. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education. 3. Increasing support for sports infrastructure and sporting organisations recognising that sport has the potential to be a driver for social change and that targeting specific groups can address issues of exclusion and inequality. 4. Increase by 3% the numbers of children taking part in sport. 5. Putting in place enhanced policies to support families in a changing society and in particular to ensure that policies are designed to promote family formation and family life. 6. Focusing on helping adults from disadvantaged communities including those in rural areas, to acquire basic literacy, numeracy and IT skills and tackling barriers/disincentives to lifelong learning. 7. Extending the National Employment Action Plan referral process to other groups such as lone parents and those with disabilities, with due regard to the special needs of those groups. 8. Introducing an active case management service for social welfare customers of working age, including collaboration to ensure that customers, agencies and service providers in this area engage actively with each other. 9. Proposals will be brought forward aimed at supporting lone parents into employment.

	10. Funding for the Community Services Programme which targets, in particular, people with disabilities, Travellers, lone parents and people seeking to move from part-time CE to full-time work will be further increased, building on the additional investment in 2006.
	11. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
	12. Developing a strategic integrated approach to rehabilitation services within the context of the Multi-Annual Investment Programme with a view to supporting people back into employment as appropriate through early intervention and enhanced service provision.
	13. Working in partnership to develop specific community and sectoral initiatives to encourage healthy eating and access to healthy food and physical activity among adults, with a particular focus on adults living in areas of disadvantage.
Rental Accommodation	1. Implementing the Rental Accommodation Scheme to help to provide the necessary springboard to accessing employment, training or education opportunities.
	2. Commencing a pilot project on affordable homes for renting, as outlined in the Housing Policy Framework.
	3. Developing proposals to provide a more comprehensive and objective means of assessing need.
	4. The continued development of sheltered housing options, with varying degrees of care support will be encouraged.
	5. Where community and home-based care is not appropriate, quality residential care should be available.
Older People	1. The availability of Disabled Persons and Essential Repairs Grants Schemes and the Special Scheme of Housing Aid for the Elderly, which allow people to remain in their own homes to be developed.
	2. The provision of social housing for the elderly including through downsizing schemes.
	3. To ensure that the system of housing supports is flexible enough to deal with the changing circumstances of the individual and family throughout the lifecycle, while ensuring equitable treatment and interventions that maximise individual choice and personal autonomy. Advancing particular actions to assist people with special housing needs.
	4. Information about entitlements and benefits should be clearly set out and communicated to older people.

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	5. Ensuring that older people will be provided with the appropriate access to a full range of health services to suit their needs, including primary care, acute care and mental healthcare.
Persons with a disability	1. Extending the National Employment Action Plan referral process to other groups such as lone parents and those with disabilities, with due regard to the special needs of those groups.
	2. Funding for the Community Services Programme which targets, in particular, people with disabilities, Travellers, lone parents and people seeking to move from part-time CE to full-time work will be further increased, building on the additional investment in 2006.
	3. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
	4. Developing a strategic integrated approach to rehabilitation services within the context of the Multi-Annual Investment Programme with a view to supporting people back into employment as appropriate through early intervention and enhanced service provision.
	5. Working in partnership to develop specific community and sectoral initiatives to encourage healthy eating and access to healthy food and physical activity among adults, with a particular focus on adults living in areas of disadvantage.
Traveller Accommodation/Support	1. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.
	2. Increasing support for sports infrastructure and sporting organisations recognising that sport has the potential to be a driver for social change and that targeting specific groups can address issues of exclusion and inequality.
	3. Putting in place enhanced policies to support families in a changing society and in particular to ensure that policies are designed to promote family formation and family life.
	4. An initiative to test models of best practice which promote integrated, locally-led, strategic planning for children's services. The initiative will focus on children who are at risk of suffering from multiple disadvantage relating to poverty and social exclusion, including children of migrant and Traveller communities, and to vulnerable families including due to substance abuse.
	5. Focusing on helping adults from disadvantaged communities including those in rural areas, to acquire basic literacy, numeracy and IT skills and tackling barriers/disincentives to lifelong learning.
	6. Extending the National Employment Action Plan referral process to other groups such as lone parents and those with disabilities, with due

	regard to the special needs of those groups.
	7. Introducing an active case management service for social welfare customers of working age, including collaboration to ensure that customers, agencies and service providers in this area engage actively with each other.
Homeless People	1. Developing proposals to provide a more comprehensive and objective means of assessing need.
	2. The establishment of a National Homelessness Consultative Committee.
	3. Ensuring the provision of good quality social and affordable accommodation (including the provision of housing under Part V of the Planning and Development Acts) in sustainable communities.
	4. Ensuring improved outcomes for all people with special housing needs will require greater inter-agency co-operation, so that a combined approach to the accommodation and care dimensions is taken.
	5. Amalgamate and update the Government's Integrated and Preventative Homeless Strategies.
	6. The elimination of homelessness as defined by 2010 (recognising that this involves addressing the needs of up to 500 households).
	7. Improved co-ordination of service provision through the extension of joint agency approaches at local level to facilitate the development of a holistic response to the needs of homeless person.
	8. Closer links will be developed at national and local level between the Youth Homeless Forum and the Adult Homeless Forum in each area to improve and monitor the effectiveness of systems at local level and ensure continuum of care for the individual upon reaching 18 years of age.
	9. Introducing an active case management service for social welfare customers of working age, including collaboration to ensure that customers, agencies and service providers in this area engage actively with each other.
	10. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
	11. Investing in further support measures in the areas of further and higher education to enhance participation by those from disadvantaged backgrounds, in particular: socio-economically disadvantaged school leavers, members of the Traveller community and ethnic minorities, mature students, lone parents and students with a disability. These measures will include; needs assessment, technology support,

	community based strategies, childcare supports and access routes.
	12. An integrated approach to providing services and supports to Travellers will be developed in line with the recommendations of the Report of the High Level Group on Traveller Issues, taking account of the Second Progress Report of the Traveller Monitoring Committee.
Agency Services - Health Executive	1. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
2. ROAD TRANSPORTATION AND SAFETY	
National Primary Roads	
National Secondary Roads	
Major Urban Roads	
Minor Urban Roads	
Public Lighting – Maintenance	
Major Urban/Regional Roads	
Operation/Maintenance of Traffic	
Management of Facilities	
Safety Education and School Wardens	1. To facilitating concerted action between parents, schools and traffic agencies to encourage walking or cycling to school and to actively manage school travel.
Motor Taxation and Driver Licensing	
Agency Services	
3. WATER SUPPLY AND SEWERAGE SERVICES	
Public Water Schemes	
Operation / Maintenance	
Waiver Schemes	1. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
Public Sewerage Schemes	
Operation/Maintenance of Drainage Network	
Operation/Maintenance of Public Convenience	
Water Fluoridation	
4.DEVELOPMENT INCENTIVES AND CONTROLS	
Planning Control	1. Targeting the early childhood education needs of children from areas of acute economic and social disadvantage through DEIS (180 urban/town primary school communities).
	2. Relevant departments and agencies will work together to complement and add value to childcare programmes in disadvantaged communities.

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	3. Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities.

4. Future provision of schools will reflect the increasingly diverse nature of pupil enrolment in response to the local demand.

5. Reducing the number of children per classroom teacher at primary level to 28:1 in 2006/2007 and 27:1 in 2007/08.

6. Adequate laboratory and other specialist room provision for all schools teaching science and technology.

7. Development of special educational needs services in the framework of the Education for Persons with Special Educational Needs Act.

8. Facilitating concerted action between parents, schools and traffic agencies to encourage walking or cycling to school and to actively manage school travel.

9. Rolling out 'Safer Routes to School' nationally.

10. Increasing support for sports infrastructure and sporting organisations recognising that sport has the potential to be a driver for social change and that targeting specific groups can address issues of exclusion and inequality.

11. Putting in place enhanced policies to support families in a changing society and in particular to ensure that policies are designed to promote family formation and family life.

12. Further developing, as a priority, out-of-hours GP services with a view ultimately to having those services available to the whole population.

13. Ensuring that older people will be provided with the appropriate access to a full range of health services to suit their needs, including primary care, acute care and mental healthcare. |
| Statutory Development Plans incl Housing Strategy | 1. Targeting early childhood education in areas of acute economic and social disadvantage through DEIS (180 urban/town primary school communities).

2. Relevant departments and agencies will work together to complement and add value to childcare programmes in disadvantaged communities.

3. Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities.

4. Future provision of schools will reflect the increasingly diverse nature of pupil enrolment in response to the local demand. |

	5. Reducing the number of children per classroom teacher at primary level to 28:1 in 2006/2007 and 27:1 in 2007/08.
	6. Adequate laboratory and other specialist room provision for all schools teaching science and technology.
	7. To facilitating concerted action between parents, schools and traffic agencies to encourage walking or cycling to school and to actively manage school travel.
	8. Rolling out 'Safer Routes to School' nationally.
	10. Putting in place enhanced policies to support families in a changing society and in particular to ensure that policies are designed to promote family formation and family life.
	11. Developing primary care services drawing on the Primary Care Strategy.
	12. Further develop out-of-hours GP services with a view ultimately to having those services available to the whole population.
	13. The Health Strategy contained a commitment to increase total acute hospital bed capacity by 3,000 by 2011.
	14. HSE will carry out a review of the acute hospital bed requirements up to 2020.
	15. To produce draft guidelines for standards in long-term residential units.
	16. Reforming the grant schemes for older people in private housing to improve equity and targeting. This reform will build on the experience of a number of local authorities that have been able to prioritise spending through targeting of priority clients and standardised costs. The new arrangements will be more streamlined, cutting down on administration to make the schemes more accessible and provide a more seamless set of responses to the needs of people with a disability and older people.
	17. Services to provide enhanced home security, energy conservation and other measures for vulnerable older people will continue to be a priority activity within the Community Services Programme.
	18. Sustainable Energy Ireland and the Combat Poverty Agency are undertaking an action research project to improve heating systems and insulation in selected older private dwellings and to monitor the outcomes in terms of improved cost efficiency and household comfort and health levels.
	19. Ensuring that older people will be provided with the appropriate access to a full range of health services to suit their needs, including primary

	care, acute care and mental healthcare.
	20. A National Housing Strategy for People with Disabilities will be developed as recommended in the NESC 'Housing in Ireland' Report in order to support the provision of tailored housing and housing support to people with disabilities.
	21. The adoption of a more integrated strategic approach to meeting prioritised needs at local level consistent with the National Recreation Policy.
Conservation of Architectural Heritage	
Management of Industrial Estates	
General Promotional Work	
Regional Development - Regional Authority,	
Regional Assemblies, Enterprise Board	
Contributions to other bodies	
Other development Miscellaneous	
Promotion of interest of local community	1. Building on the 'broadband for schools' initiative, particular attention will be paid, in the context of the Mobhaile Project, to curriculum specific content.
	2. The exploitation of information and communications technology to improve the quality of life of older people and to assist them in independent living will be encouraged and supported. The national eInclusion Strategy Framework, currently being discussed by the eInclusion Stakeholders Group, will prioritise action in the areas of ICT access and connectivity, ICT skills, awareness of the potential of ICT and how they can be used to assist every older person in their home life, social life, and where appropriate their work life.
	3. Funding for the Community Services Programme which targets, in particular, people with disabilities, Travellers, lone parents and people seeking to move from part-time CE to full-time work will be further increased, building on the additional investment in 2006.
	4. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
	5. Working in partnership to develop specific community and sectoral initiatives to encourage healthy eating and access to healthy food and physical activity among adults, with a particular focus on adults living in areas of disadvantage.
Social inclusion Unit/Directorate of Community and Enterprise	1. 17,000 childcare training places during 2006-2010.
	2. Support and encourage school facilities being made available for

	childcare provision as a key addition to the utilisation, development and support of local community facilities.
	3. An initiative to test models of best practice which promote integrated, locally-led, strategic planning for children's services. The initiative will focus on children who are at risk of suffering from multiple disadvantage relating to poverty and social exclusion, including children of migrant and Traveller communities, and to vulnerable families including due to substance abuse.
	4. Development of special educational needs services in the framework of the Education for Persons with Special Educational Needs Act.
	5. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.
	6. To achieve the WHO target of 95% immunisation for children and actively targeting areas where take-up rates are below this level.
	7. Developing a new strategic Health Promotion policy by end-2007 which will address the factors undermining the health of young people.
	8. Increasing support for sports infrastructure and sporting organisations recognising that sport has the potential to be a driver for social change and that targeting specific groups can address issues of exclusion and inequality.
	9. Promoting sport in education settings.
	10. For 2006 to 2008 to increase by 3% the numbers of children taking part in sport.
	11. The implementation of the complete national roll-out of the Local Sports Partnership (LSP) network.
	12. Roll-out of the Buntús programme for primary schools and pre-schools through the LSP network.
	13. Introduction of the LISPA child centred model for lifelong participation in Irish sport (Lifelong Involvement in Sport and Physical Activity); and support for national sports organisations that attract young people.
	14. Publishing a National Recreation Policy to complement the National Play Policy already in place.
	15. The adoption of a more integrated strategic approach to meeting prioritised needs at local level consistent with the National Recreation Policy.
	16. Other elements of social protection will be examined to ensure that the reconciliation of work and family life is supported.

	17. Planning and implementing a programme of re-organisation and re-alignment of existing resources in order to deliver a person-centred primary care service.
	18. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
	19. Developing primary care services drawing on the Primary Care Strategy.
	20. Working in partnership to develop specific community and sectoral initiatives to encourage healthy eating and access to healthy food and physical activity among adults, with a particular focus on adults living in areas of disadvantage.
	21. The HSE Corporate Plan for 2005-2008 commits it "to develop a consistent approach to access to service throughout the country, based on identified need". The 2007 Plan will, specifically, include a section devoted to Consistency and Social Inclusion which is to contain details of initiatives being pursued by the HSE.
	22. Work of the National Framework Committee for Work-Life Balance Policies, initially established under the PPF, will continue.
	23. The Department of Social and Family Affairs, in the context of its Sectoral Plan will work with the Department of Enterprise, Trade and Employment and FÁS to progress issues associated with training for carers.
	24. The Department of Social and Family Affairs will lead the development of a structured consultation process to inform future policy in this area.
	25. Examining the potential for improved support services to carers.
	26. Continue to support information and awareness campaigns.
	27. Proposals will be brought forward aimed at supporting lone parents into employment.
	28. Introducing an active case management service for social welfare customers of working age, including collaboration to ensure that customers, agencies and service providers in this area engage actively with each other.
	29. Extending the National Employment Action Plan referral process to other groups such as lone parents and those with disabilities, with due regard to the special needs of those groups.
	30. The Back To Education Initiative (BTEI) will be expanded by 2,000 places by 2009.

	31. A Family Literacy Project will also be put in place under the DEIS initiative.
	32. Prioritising adult literacy in the area of adult education
	33. FÁS will continue to review the curricula, assessment process and delivery mechanisms for apprenticeships and continue to progress additional occupations towards formal apprenticeship training and qualification.
	34. Focusing on helping adults from disadvantaged communities including those in rural areas, to acquire basic literacy, numeracy and IT skills and tackling barriers/disincentives to lifelong learning.
	35. Increasing participation in Lifelong Learning in particular among the workforce categorised as low-skilled/low paid.
	36. A second ten-year National Children's Strategy will be developed.
	37. At local level a multi-agency Children's Committee will be established within each of the City/County Development Boards.
	38. Establish a Comhairle Na nÓg Implementation Group to ensure the development of effective Comhairlí na nÓg throughout the country
	39. Progressing, as a priority, further work aimed at assisting children in families on low incomes.
	40. Focus on children in lone parent households and larger families, informed by the Government discussion paper on supports for lone parents.
	41. Putting in place enhanced policies to support families in a changing society and in particular to ensure that policies are designed to promote family formation and family life.
	42. Strengthening services under the Teen Parent Support Initiative
Social inclusion Unit/Directorate of Community and Enterprise	43. The development of information and advocacy services for people with disabilities
	44. A range of strategies will also be pursued as part of the National Action Plan Against Racism
	45. Tackle exploitation of migrant and other vulnerable workers
	46. A national eInclusion strategy will be developed so that everyone has the opportunity , to exploit ICTs to improve their quality of life, and the cohesiveness and well-being of their communities
	47. Develop a strategy for all legally resident immigrants in the areas of

	social inclusion and anti-racism.
	48. Implementation of the National Strategy for Action on Suicide Prevention, 2005-2014.
	49. Combat substance misuse through a concerted focus on supply reduction, prevention, treatment and research.
	50. Focus on reducing alcohol related harm including implementation of the recommendations of the Working Group on Alcohol, established under Sustaining Progress, taking account of the recommendations of the Strategic Task Force on Alcohol
	51. Focus on young people as part of the increased training for the low-skilled in employment, FÁS will continue to work with the Community Training Centres to provide early school leavers with basic skills and work experience and to assist with progress to further training and development.
	52. Continue to encourage companies and organisations to meet proactively the challenges of diversity and equality.
	53. Ensuring implementation of the National Strategy for Action on Suicide Prevention, 2005-2014.
	54. Combating substance misuse through a concerted focus on supply reduction, prevention, treatment and research.
	55. Focus on reducing alcohol related harm including implementation of the recommendations of the Working Group on Alcohol, taking account of the recommendations of the Strategic Task Force on Alcohol.
	56. A total of 3,100 (2,000 from Budget 2006) home support packages are seen as pilots to test best models of delivery of these packages and to test their impact on the wider health system. A key issue is effective integration between housing, care and other supports.
	57. Public information campaigns to tackle ageism serve a useful purpose in raising awareness. The Equality Authority, HSE and the National Council on Ageing and Older people will continue to promote such initiatives over the course this agreement.
	58. In developing proposals for the roll-out of the RTI from 2007, particular attention will be paid to the transport needs of rural communities that do not currently have access to public transport, having particular regard to the special transport needs of older people with disabilities.
	59. Funding for the RTI will be doubled by 2007 (based on the 2005 allocation of €4.5m). Thereafter, funding for rural transport services will be steadily increased; ultimately to cash level of about four times the 2005 allocation.

	60. Implementing policies to increase employment levels with the goal of exceeding the EU Lisbon employment rate targets for 2010 of 70% overall, 60% for females and 50% for older workers. To encourage greater numbers of women to advance to the higher levels within their chosen careers through training and cost effective reviews of equality policies within organizations. 61. Collecting data to support policies for the promotion of equality of opportunity across the nine grounds covered by equality legislation.
RAPID/Clár	1. Relevant departments and agencies will work together to complement and add value to childcare programmes in disadvantaged communities. 2. Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities. 3. Increasing support for sports infrastructure and sporting organisations recognising that sport has the potential to be a driver for social change and that targeting specific groups can address issues of exclusion and inequality. 4. Promoting sport in education settings. 5. For 2006 to 2008 to increase by 3% the numbers of children taking part in sport. 6. Focusing on helping adults from disadvantaged communities including those in rural areas, to acquire basic literacy, numeracy and IT skills and tackling barriers/disincentives to lifelong learning. 7. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate
5. ENVIRONMENTAL SERVICES	
Waste Disposal	
Provision and Improvement of Waste facilities	
Refuse Collection	
Street Cleaning	
Trade & Other Waste	
Litter Prevention Service	
Burial Grounds - Upkeep	
Civil Defence	
Dangerous Buildings	
Water Safety	
Fire Fighting	
Fire Protection Provision of Buildings	
Fire protection Provision of Equipment	
Monitoring and Enforcement	
Provision of Equipment	
Pollution Abatement	

Environmental Promotion & Competitions	
6. RECREATION AND AMENITY	
Contribution to An Chomhairle Leabharlanna	
Operation and Maintenance of swimming pools	1. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education. 2. Promoting sport in education settings. 3. For 2006 to 2008 to increase by 3% the numbers of children taking part in sport.
Operation and Maintenance of libraries	1. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education. 2. Prioritising adult literacy in the area of adult education 3. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate. 4. Targeted adult and community educational opportunities. Older people will be further encouraged and supported to access further and higher education and appropriate targets will be set in the context of proposals on life-long learning and access to further and higher education. 5. Older people will be encouraged and supported in actively involving themselves in areas such as family literacy projects, as set out in DEIS, and bringing their knowledge, skills and experience to bear in furthering the aims of such projects.
Purchase of Books	1. Prioritising adult literacy in the area of adult education
Operation of Parks/Open Spaces	1. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education. 2. For 2006 to 2008 to increase by 3% the numbers of children taking part in sport.

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Operation of Recreation Centres	1. Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities.
	2. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.
	3. Increasing support for sports infrastructure and sporting organisations recognising that sport has the potential to be a driver for social change and that targeting specific groups can address issues of exclusion and inequality.
	4. Promoting sport in education settings.
	5. For 2006 to 2008 to increase by 3% the numbers of children taking part in sport.
	6. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
Maintenance/Operation of Art	1. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.
	2. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate
Galleries, Museums, Theatres, Golf Course	1. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.
	2. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
Provision of Sports facilities/Playgrounds	1. Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities
	2. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.
	3. Promoting sport in education settings.
	4. For 2006 to 2008 to increase by 3% the numbers of children taking part in sport.
	5. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
Contributions to Other Bodies - Arts Act	1. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education.
	2. Prioritising adult literacy in the area of adult education.
	3. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as

	appropriate
Other Recreation & Amenity including Arts Promotion, etc	1. Continued support of actions to promote anti-racism and the participation of international children and young people, minority groups and Travellers in education. 2. For 2006 to 2008 to increase by 3% the numbers of children taking part in sport. 3. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate.
Archives	
7. AGRICULTURE, EDUCATION, HEALTH AND WELFARE	
Contribution to Vocational Education Committee	
Higher Education Grants	
School Meals	1. Developing the School Meals Programme which will receive €2m in additional funding in 2006. 2. Ensuring that service development and delivery are informed by needs assessment, undertaken at national, local and other levels as appropriate. 3. Working in partnership to develop specific community and sectoral initiatives to encourage healthy eating and access to healthy food and physical activity among adults, with a particular focus on adults living in areas of disadvantage
Residential Homes and Special Schools	1. Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities.
8. MISCELLANEOUS SERVICES	
Personnel Management	1. Providing targeted support for employees participating in part-time courses at third level. 2. To encourage greater numbers of women to advance to the higher levels within their chosen careers through training and cost effective reviews of equality policies within organizations. 3. Public service employment in accordance with the provisions of the Disability Act, 2005. 4. Promoting awareness regarding the employment of people with disabilities and promoting employment retention.
Property Management	1. Support and encourage school facilities being made available for childcare provision as a key addition to the utilisation, development and support of local community facilities. 2. Access to joined-up, user-friendly, customer-focused service consistent

	with individual needs. 576
Plant & Materials Wages	
Rate Collection	
Refund of Rates/Irrecoverable Rates	
Overdraft Interest	
Bank Charges	
Valuation Fees	
Register of Electors	
Courthouses	
Coroners and Inquests	
Weights and Measures	
Slaughterhouses and Meat and Milk/Dairies	
Weighbridges	
Pounds, Wandering Animals and Dog Control	
Regulation of Markets - Casual Trading	

Annex L: Interview Schedule

Senior Central Government Official 1, 16 February 2007

Senior State Agency Official 1, 29 July 2007

Academic No.1, 7 November 2007

Academic No.2, 13 November 2007

International academic community 1, 20 November 2007

International academic community 2, 20 November 2007

Senior Official with regional brief 2, 27 November 2007

Senior Official with regional brief 3, 28 November 2007

Senior Central Government Official 3, 29 November 2007

Senior Central Government Official 4, 29 November 2007

Senior Central Government Official 5, 29 November 2007

Senior Central Government Official 6, 29 November 2007

Senior Central Government Official 2, 2 December 2007.

Senior Local Government Official 2, 8 January 2008

Academic No.3, 14 January 2008

Senior Local Government Official 3, 28 March 2008

Senior Local Government Official 4, 28 March 2008

Senior Local Government Official 5, 28 March 2008

Senior Local Government Official 6, 28 March 2008

Senior Local Government Official 7, 28 March 2008

Senior Local Government Official 8 28 March 2008

Senior Local Government Official 9, 28 March 2008

Senior Local Government Official 10, 28 March 2008

Senior Official with regional brief 1, 23 June 2008

Senior Local Government Official 1, 3 July 2008

Senior State Agency Official 1, 3 July 2008

International academic community 3, 20 November 2008

International academic community 4, 20 November 2008

International academic community 5, 20 November 2008

Senior Local Government Official 11, 6 August 2009

Elite Interviewee no. 1 5 May 2010

Elite Interviewee no.2 13 July 2010

Elite Interviewee no.3 7 July 2010

Elite Interviewee no.4 7 July 2010

Elite Interviewee no.5 21 July 2010

Elite Interviewee no.6 21 July 2010

Elite Interviewee no.7 21 July 2010

Elite Interviewee no.8 2 September 2010