



An Urban Quarter with an Open Future



Annual Report 2008



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Chairperson's Foreword

It is a pleasure to report on another extremely productive year with intense activity in master planning, devising delivery strategies and developing building designs.

At the end of all the hard work we have produced a comprehensive land use plan that accommodates all the required building spaces in an innovative arrangement. We have submitted our Draft Strategic Plan to the Minister for Education and Science and are poised to publish this plan for public consultation. In addition we secured planning permission for a primary school and have conducted broad ranging consultation throughout the year.

Finally I wish to note the sad passing of Mr. Tony Gregory T.D. who served on our Consultative Group. I wish to extend sincere condolences from the GDA Board members and executive team to his family and friends. He will be sorely missed.





Chief Executive's Introduction

A development of this size is achieved by following a critical path and incrementally putting in place plans and designs. Achieving our first planning permission for the temporary primary school was a noteworthy milestone and it showed particularly how this site will unfold to deliver important public facilities for the local area and the city.

This Annual Report gives a brief flavour of the Masterplan and the Draft Strategic Plan that were produced during the year. That body of work will underpin and sustain this development in the years ahead. I would direct you also to the final section in the report "Looking Forward to 2009" where you can see how we plan to advance the development and how the jigsaw will start to fall in place.

Finally, I would like to thank all groups, individuals and public bodies who have worked and met with us over the past year. Their contributions have been vital to the continued progress of the project.

General M. Maryly

Creating a Visionary Masterplan



Creating a Visionary Masterplan

Introduction

American architects Moore Ruble Yudell in association with the Irish practice of Duffy Mitchell O'Donoghue (DMOD) and supported by a wide range of specialist sub-consultants prepared the Masterplan for the whole Grangegorman development during 2008.

This master planning team developed the design through a process of thorough analysis, consultation, testing and refinement. At the end of the process we now have a three-dimensional plan, which presents proposals for an integrated development of buildings, parks and sports spaces, public plazas, streets and landscape, but which does not go as far as designing buildings.

The Masterplan is expressed in diagrams, land use plans, models and explanatory images as well as in words. It is supported by the comprehensive data gathered in 2007 by the Grangegorman Development Agency (GDA) and is informed by the detailed participation of the stakeholders. Like all master plans this one should not be seen as a rigid blueprint, rather it sets the context within which individual projects will come forward. Success will ultimately depend on the delivery of great design at a more detailed level. Therefore there will be much architectural work to do beyond the master planning stage.



Process of engagement

One of the key characteristics of the master planning team was their keenness to engage with stakeholders and to amend/adapt their concepts to produce an optimal design. The Dublin Institute of Technology (DIT) and the Health Service Executive (HSE) had established project teams who met regularly with the designers in order to share their valuable specialist knowledge on education and health. In addition both those bodies facilitated wide consultation throughout their organizations and the resulting level of engagement was quite remarkable.

At a community level the master planning team conducted three public sessions to which the Grangegorman neighbourhood residents and its various community groups were invited. At these sessions the team gathered views, delved into concerns, explained their conceptual design ideas and reported on progress as the design moved through iterations.

The first workshop on 12th March was used to gather views on the initial ideas and proposals that the Masterplan might contain. Moore Ruble Yudell set out the broad land use planning principles and a broad discussion developed. The meeting was also used as a means of informing the public further on the specific buildings briefs for both DIT and the HSE.



The second workshop took place on 24th May. This provided the opportunity for a detailed review of how buildings and open spaces were being arranged on the site in accordance with the planning principles set out at the March meeting. A number of presentations were made and the event was broken up into smaller interactive workshops with the following themes:

- Land use, architecture and design
- Landscape, open space and community facilities
- Access, movement and links.

A final set of meetings took place on 1st and 2nd October. At these last meetings, held in different venues, the Masterplan team set out how the Masterplan had evolved, having taken on board comments/ submissions from all parties, and showed the resultant design in great detail. A model of the Masterplan was shown at these last meetings to assist people in understanding the organizing concepts and, in particular, to assist in understanding the proposed building massing and heights.

The material discussed at these workshops is available on the website, www.ggda.ie.

The resulting outcome

The Masterplan that emerged sets out the principles of the physical framework for Grangegorman through which the overall objectives for the development will be implemented on the ground.

It is intended to provide high level guidance for the evolving overall urban design scheme for Grangegorman and to set out guiding architectural principles to ensure a cohesive and coherent architectural development. The Masterplan will be a living strategic design proposition which will direct the GDA in moving forward through the detailed design and planning approval stages.



Devising a Strategic Plan

Statutory Background

The GDA is required to prepare a statutory Strategic Plan for the development of the Grangegorman site. The content of this statutory plan is explicitly scoped out in Section 12 of the Grangegorman Development Agency Act 2005. The Strategic Plan is to be a written statement and plan indicating the objectives for the development including the following:

- the provision for the needs of the Minister for Education and Science, the Minister for Health and Children, the Dublin Institute of Technology, the Health Service Executive and the Grangegorman neighbourhood
- the provision of services (for example: roads, water, transport)
- public transport requirements



- the management and refurbishment of property including listed buildings
- the provision of recreational facilities
- the provision of research and development facilities
- the provision of facilities to exploit any research, consultancy or development work undertaken by the Agency in conjunction with the DIT or the HSE
- subject to the Minister's approval in writing, the setting of a budget for the strategic plan and a strategy for its delivery within the set budget

- the development of commercial activities facilitating access to, and use of, facilities forming part of the Grangegorman site by residents in the Grangegorman neighbourhood and
- the development of the Grangegorman site in the context of land usage in the vicinity and in a manner that is sympathetic with its urban setting.



A consortium of consultants (WK Nowlan, Davis Langdon PKS and Farrell Grant Sparks) had been engaged by the GDA in late 2007 and that consortium co-ordinated the preparation of the Strategic Plan. Working alongside the master planners, they advanced the Strategic Plan in tandem with the evolving Masterplan.

Strategic Plan

The Strategic Plan that has been developed is unique in its depth and breadth of detail. While it includes and is underpinned by a comprehensive land use and architectural Masterplan it covers much more.

The Strategic Plan in its main report and appendices:

- introduces the development, sets out the detailed background and explains comprehensively the facilities that are to be provided
- elaborates on the consultation that has been undertaken
- summarises the elaborate land use Masterplan
- outlines a delivery plan, encompassing a planning strategy and a framework construction strategy, to illustrate that the development can be delivered in phases over time in a structured fashion
- shows how the built facilities and institutional occupiers will deliver the aspirations for the development
- addresses the overall socio-economic dividend of the development, and
- covers, in broad terms, the estimated cost of core and non-core facilities the types of procurement that are available to public bodies; and an emerging procurement strategy.







Aims and Objectives

One of the particular organisational features of the Strategic Plan is the setting of broad Aims and specific Objectives for all implementation aspects of the Plan. These Aims and Objectives perform a number of functions:

- all the Aims and Objectives are analysed under the Strategic Environmental Assessment (SEA) that has been carried out on the Plan
- explicit Aims and Objectives assist the public in its consideration of the Plan and, in the long term, allow for monitoring of the Plan, and
- these structured Aims and Objectives will assist the planning authorities in their planning determinations when they "consider anything relevant contained in the Strategic Plan".

In the introductory section to the plan, the overarching aims for the development are crystallized in the Project Vision which comprises a set of seven global aims as follows:

- To satisfy the requirements of the Grangegorman Development Agency Act 2005
- To develop a world class integrated campus for DIT a flagship in development within higher education in Ireland, incorporating leading edge design, educational innovation and technology
- To redevelop St Brendan's Hospital and other local clinical services on a state-ofthe-art integrated healthcare campus which enables a high class service model to be delivered by the HSE
- To generate community benefit through enhanced physical environment, sport and recreational facilities, arts and cultural spaces, social and educational amenities, and economic opportunity
- To achieve excellence in architecture, urban design and sustainability and protect the architectural heritage of the site
- To develop a new city quarter which links with and adds value to its surrounding neighbourhoods and the city in general and articulates Dublin City Council's vision for the City as expressed in the City Development Plan
- To maintain a communication strategy throughout the delivery of the project that facilitates appropriate consultation.



Strategic Environmental Assessment (SEA)

The GDA carried out a Strategic Environmental Assessment (SEA) on the Strategic Plan. This SEA was prepared alongside the Strategic Plan and informed its development in an interactive fashion.

The methodology of the environmental assessment involved the establishment of environmental protection objectives for each receptor related to the key environmental issues. Associated Indicators and Targets were identified for each Environmental Objective.

"Environmental Objectives specify a desired direction for change ..."

Environmental Objectives specify a desired direction for change (e.g. 'reduce air pollution'), while Indicators establish variables that can be measured over time and thus indicate the direction of this change over time. For each of the Environmental Objectives detailed below appropriate Indicators have been provided and associated achievable Targets identified for each Indicator.

The Environmental Objectives established for the Grangegorman Strategic Plan are as follows:

- i. Protect and enhance biodiversity, flora and fauna on the Grangegorman site
- ii. Enhance the overall socio-economic profile and economic attractiveness of the Grangegorman Development Area
- iii. Improve the quality of life for the community based on the provision of accessible employment, recreational, educational, medical and other facilities
- iv. Provide, maintain and improve access to public open space
- v. Preserve and enhance the natural and historic landscape features within the Grangegorman site
- vi. Retention of existing good quality trees
- vii. Limit adverse impacts on air quality and in particular traffic generated air emissions
- viii.Limit adverse impacts on climate through use of sustainable energy sources
- ix. Protect, conserve and enhance the architectural heritage on the Grangegorman site
- x. Identify and protect the archaeological heritage on the Grangegorman site in accordance with Best Practice Principles
- xi. Provision for the reuse, recycling and conservation of water on site and
- xii. Provision of separate foul and surface water drainage to service the Grangegorman Area.

These objectives were then used to evaluate the plan alternatives and thereby identify the preferred plan alternative and ultimately the Strategic Plan.

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Supporting Cost Benefit Analysis

As part of the supporting analysis for the Strategic Plan, detailed cost benefit analysis was carried out on the Exchequer funded parts of the development. Cost Benefit Analysis (CBA) is an assessment tool commonly used for projects seeking public funding, and attempts to identify the net socio-economic benefit of a project.

Separate Cost Benefit Analysis (CBA) documents have been prepared for the major public investment developments on the Grangegorman site. In the case of DIT the CBA addresses the core academic development which would consolidate all its activities on the Grangegorman site. The HSE CBA examines the redevelopment that would provide replacement mental health and local clinical services in addition to enhanced primary care facilities at the Grangegorman site.

"...(CBA) attempts to identify the net socio-economic benefit of a project."

DIT CBA

This CBA clearly indicates that DIT, as a major provider of higher education in Ireland, is currently occupying facilities that restricts its ability to fully discharge its mission and that refurbishment of existing infrastructure will not adequately address these deficiencies. The short list of options that were examined included the refurbishment of existing DIT buildings, the complete relocation to Grangegorman and a partial relocation to Grangegorman. The preferred option was a complete relocation to Grangegorman allowing DIT to fully implement its mission by, amongst other matters, expanding its undergraduate and post graduate capacity and by promoting operational efficiency through removing duplication in areas such as libraries, administration and modular provision.



HSE CBA

The HSE currently utilises the Grangegorman site for the provision of mental health care and certain outreach community care services. The CBA focuses on new replacement accommodation at Grangegorman in comparison to the refurbishment and renovation of existing accommodation. The preferred option is to redevelop new accommodation at the Grangegorman site compliant with healthcare standards of best practice and flexible enough to respond to future healthcare changes. Considered particularly important is that, in providing the new accommodation, the design and layout of the buildings and landscaped spaces would actively support current developments in healthcare best patient practice.



Submission of Strategic Plan

In October 2008 the GDA submitted the Strategic Plan in draft form to the Department of Education and Science following consideration by the GDA board.

Next public stage

There are specific communication and consultation requirements set out in the GDA Act of 2005 with regard to the Strategic Plan.

The first step in the process will be to inform the Consultative Group as one of the main communication channels set out in the GDA Act. This will precede the beginning of the public consultation process and will start the information flow out to all stakeholders.

The Strategic Plan is a statutory document and therefore must go through a specific process of display and submission. The process will be as follows:

- The GDA will place advertisements in a national and local newspaper to let people know when the Strategic Plan display is beginning, and in what locations and the times it can be viewed. The procedure for purchasing a copy and for making a submission will also be explained to the public at that time.
- All Consultative Group Members, registered groups, and other relevant groups will be informed by letter or e-mail of what is to happen.
- The Draft Strategic Plan and its accompanying SEA Environmental Report will be put on display in several locations around the area for one month.
- Two open days will take place in the GDA offices where consultants and staff will be on hand to explain the Draft Strategic Plan. The consultants will be able to explain the project, answer questions and generally assist in furthering the understanding of what is to happen in Grangegorman.
- The plan will be available for viewing on the GDA website, www.ggda.ie.
- The plan will also be available to buy for anyone who wants to purchase it.
- The public and all stakeholders will have the opportunity to make formal submissions on the plan. They will be able to do this up to two weeks after the end of the display period. All submissions will be displayed on the GDA website.
- At the end of this cycle the Board of the GDA will consider the Draft and the public submissions and will make a decision on adopting the plan, whether with modifications or not.

Progressing the Development



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Progressing the Development

Consultation

In addition to the information sessions carried out throughout 2008 in relation to the Masterplan, the GDA also advertised in national newspapers, local newspapers and by notification letter to the Consultative Group, registered groups and relevant bodies, for written submissions to guide the Agency in progressing with the Strategic Plan. National advertisements were published on 8th May 2008 and the closing date for all submissions was Wednesday 18th June 2008. A briefing paper was also prepared and made available to all those who might wish to make a submission.

Key issues that were raised in submissions included, but were not limited to, the following:

- Access via Fingal Place
- The proximity of student residences to Grangegorman Villas
- The critical importance of the Broadstone/Constitution Hill entrance
- Traffic and transport management, in particular during the construction phase
- The plans for the houses facing St Joseph's Road on Prussia Street
- Height and density of some buildings
- Security on the site to mitigate anti-social behaviour
- Disability access and provision
- Provision of sports facilities and community access to these facilities.

The GDA and its advisers met with a number of residents and groups to hear in more detail their concerns. These meetings were very productive and allowed both sides to explore more deeply the requirements and issues of the other.

The GDA also met with many groups and individuals with a large variety of interest in the Grangegorman project. It was and is the aim of the Agency to explore all realistic options and this has led to relationships being forged with individuals and organizations involved in disability, childcare, community gardening and education just to name a few.

Finally the GDA also organized information meetings about the planning application for the temporary Educate Together school to be located on the site.





Planning approval for primary school

In the Grangegorman development a primary school is to be built, under the patronage of Educate Together. The school is designated to be a 16 classroom school with ancillary special education rooms. However, in the short term, the Educate Together school at Cabra has to move in 2009 due to the expiry of its lease. The GDA was pleased, with the great co-operation of the HSE, to be able to find a location on the southern edge of the Grangegorman site where a temporary school could be developed.

A planning application was made and permission was received for the temporary Dublin 7 Educate Together School in November 2008. The temporary school will be home to Dublin 7 Educate Together until their permanent school is built in around five years time as part of the overall project. Construction of the temporary facility is due to start in March 2009 and be complete in time for the September 2009 term.

Site investigation works

During Autumn 2008 comprehensive site-wide geotechnical site investigations were carried out in Grangegorman. The primary objectives of the investigations were as follows:

- To determine the composition and strength of the superficial deposits;
- To establish depths to rockheads and rock quality characteristics (i.e. weathering, strength, discontinuities etc);
- To recover samples for geotechnical and environmental laboratory testing, and
- To assess groundwater conditions and determine equilibrium groundwater levels.

The geotechnical and geo-environmental data obtained from the field and laboratory testing, and the analytical data summarizing the details of the ground conditions and engineering properties of the soil and bedrock, will provide vital technical information to the various building designers.

Design of health facilities

In the last quarter of 2008 design began on the first stage of the new health facilities in Grangegorman. A design team was established with three tasks:

- To design a refurbishment to the Victorian laundry building to accommodate health care administration currently housed in the clock tower building and also certain day care services operated throughout the site. This renovated space will assist in the staged decanting of buildings on site in order to allow new buildings to be developed and also allow various old protected structures to be vacated in order to be conserved.
- 2. To design the replacement mental health buildings planned for the north western portion of the site at North Circular Road.
- 3. To design the new primary care centre and ancillary community care facilities planned at North Circular Road entrance to the new Quarter.

The total quantum of healthcare space in these facilities will be in the order of 20,000 sq. m., which will represent a major addition of quality health facilities for the Dublin 7 area and the local Grangergorman area in particular. Commencing these designs was a large milestone in the project and reflected the vital need to resolve the problems arising from inadequate and unsuitable facilities out of which HSE staff are valiantly delivering services to resident clients and the local community.

Very intensive engagement took place in late 2008 between the design team and the wide range of service providers who will operate from the buildings. From that process very detailed functional briefs were produced and the designs were progressed. The laundry design was completed and planning documents were prepared by the end of the year while a detailed preliminary design of the mental health complex of buildings was also completed. The year 2009 will see these projects moved along to their next key stages.

Health needs study

As part of the ongoing development of the Grangegorman Primary Health Network, the HSE is working in partnership with the local community in the North West Inner City to carry out a Community Health Needs Assessment (HNA). Consultants have been engaged and it is planned that the HNA will identify the changing health needs of the community in the area and also make key recommendations for future action on the identified needs. This should ensure that a suitable Primary Health Care Service, which has a key role to play in reducing health inequalities, is developed and implemented for the Grangegorman community.

This study is due to be completed in 2009 and the GDA is pleased to have been a major financial contributor to it.

Employment study

The North West Inner City Network and Dublin Institute of Technology (DIT) have established a group called the Joint Implementation Group (JIG) to progress the issue of education and training opportunities emerging from the Grangegorman project. The JIG Group identified the need for an early study of the employment potential of the development and the related training and educational needs.

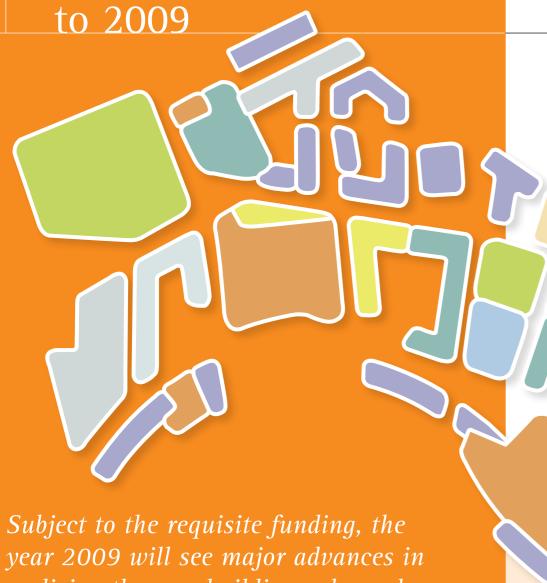
The GDA was pleased to come together with this group and with the HSE on commissioning a study and part funding its cost. This study is due to be complete in early 2009 and will be an important resource for all parties.

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Looking Forward to 2009



Looking Forward



realizing the new buildings planned for the Grangegorman site.

Publication of Draft Strategic Plan and its Environmental Impact **Assessment (EIA)**

At that time anyone will be able to view the documents and, if they so wish, to make a submission on them for consideration. All submissions made must be considered and

Planning application for laundry refurbishment

In early 2009 a planning application is to be submitted for the refurbishment of the laundry building in the central portion of the site. The GDA looks forward to receiving a planning approval thereby allowing refurbishment work to start in early 2010.

Once refurbishment has been completed, and this is expected in late 2010, it will be possible for HSE staff in the north west of the site to move in and then the first part of the health facilities replacement can begin. When these new facilities are complete the laundry building can be used as a versatile accommodation building and is being designed with this in mind.

Planning application for replacement mental health facilities

It is intended to submit the planning application for the replacement mental health facilities in mid 2009. The facilities in this application will form the cornerstone of the new healthcare development in Grangegorman.

Strategic Development Zone **Planning Scheme**

Strategic Development Zone (SDZ designation) is intended for lands where, in the opinion of Government, the specified development is of economic or social importance

The two principal elements to delivery of development under the SDZ mechanism are:

- designation as an SDZ by Government Order and
- adoption of a Planning Scheme for the designated lands.

In order for lands to be designated as an SDZ, the lands must be proposed by the Minister for the Environment, Heritage and Local Government and approved by Government Order. The GDA intends to apply to the Minister for SDZ designation.

Continued on next page

If the Government Order were confirmed the GDA would develop the Strategic Plan into a Draft Planning Scheme for the purposes of the SDZ. The Planning Scheme would consist of a written statement and a plan indicating:

- Type of development to be permitted
- Extent of development
- Proposals relating to design (maximum height, the external finish, general appearance and design)
- Proposals relating to transport (public transport, road layout, parking and traffic
- Proposals relating to services (waste and sewerage; water; electricity and telecommunications; oil and gas)
- Proposals to minimise impact on the environment, and
- Proposals for other amenities.

Subject to receiving the required Government Order, the GDA intends to submit the SDZ Planning Scheme to Dublin City Council in the summer of 2009.



Completion of detailed functional briefs for DIT buildings

Detailed planning for the DIT campus at Grangegorman will continue. With master planning complete, the task will commence of preparing detailed functional briefs and related schedules of accommodation for each building on the campus.

DIT has retained the international firm of DEGW to assist in the exercise of focusing closely on space requirements. The GDA will work with DIT so that the outcomes will feed into the various buildings procurement packages that will be advertised in the coming years.

Procurement of consultants for a range of DIT buildings

It is envisaged that once the briefs and schedules of accommodation are complete that the GDA can commence procuring design teams for certain DIT buildings in late 2009.

Commencement of PPP preparation process for certain facilities with National **Development Finance Agency (NDFA)**

Partnership process. Under this procurement method a facility would be designed and built by a years. This procurement method attracts cost control discipline and allows for increased risk transfer leading to a greater incentive for the contractor to develop a whole life costing approach to design. develops its own requirements. During 2009 the GDA will work in liaison with the NDFA in

Registration process for registered groups and election process for Consultative Group and Board of GDA

the Agency with a view to being part of the election process for the community representatives on three year term of office and in 2009 this period will end. Therefore the GDA will again be calling on groups and organisations to register with the Agency and elections will take place in mid 2009 for

Vesting of Grangegorman lands in GDA

Substantial preparatory work has been carried out on the property title of the HSE Grangegorman lands as the Board has been anxious to complete the vesting of the site in the GDA. The Department of Education and Science has confirmed that once the Government has made a decision on the Draft Strategic Plan the matter of vesting will be addressed.



Appendices

Appendix 1

Board of the GDA

Members as at date of publication

Mr. John Fitzgerald (Chairperson)

Mr. Eric Allen

Mr. Bob Coggins

Councillor Emer Costello

Mr. Pirooz Dáneshmandi

Dr. Dominic Dillane

Mr. Brian Gilroy

Mr. Dick Gleeson

Ms. Maria Grogan

Ms. Bernadette Kiberd

Mr. Sean McCague

Mr. Gerry Murphy (Chief Executive)

Professor Brian Norton

Ms. Jacinta Stewart

Mr. Chris Wall

Appendix 2

Staff of the GDA

As at date of publication of this report

Chief Executive: Gerry Murphy

Director of Finance: Philip L'Estrange

Corporate Affairs Manager: Nora Rahill

Communications Officer: Ronan Doyle

Senior Administrator: Michelle Murray

Administration: Emily O'Reilly

Appendix 3

Consultative Group

Members as at time of publication

Dept. of Education and Science

Mr. Eamonn Cusack, PPP Unit

Dept. of the Environment and local Government

Ms. Gabrielle McKeown, Senior Planning Advisor

Dept. of Transport

Mr. Jim Humphreys, Principal Officer

Mr. Seamus Ryan, Assistant Principal

D.I.T.

Dr. Frank McMahon, Director of Academic Affairs

Ms. Melda Slattery, Public Affairs Officer

D.I.T. Staff

Mr. Paul Mc Sweeney, Academic Staff Representative

Mr. Michael Tomney, Staff Representative

D.I.T. Students

Mr. Martin Dunne, President DIT Students Union

Mr. Pat Kearney, CEO DIT Students Union

Dublin City Council

Cllr. Mary O'Shea

Cllr. Mary Fitzpatrick

H.S.E.

 ${\it Ms.\ Anne\ O'Connor,\ General\ Manager,\ North\ West\ Dublin,\ Community\ Services.}$

Mr. Michael Quirey, Project Manager, Estates, Dublin North East Region.

H.S.E. Staff

Dr. Serena Condon, Clinical Director

Vacant

H.S.E. Service Users

Mr. Barry Kearney

Ms. Orla Treanor, Advocate

Public Representatives

Mr. Cyprian Brady T.D.

Mr. Joe Costello T.D.

Residents

Mr. Danny Pender

Mr. Ken McCue

Appendices

Appendix 4

Functions of the Grangegorman Development Agency

The GDA was established pursuant to the Grangegorman Development Agency Act 2005. The Minister for Education and Science set 10th May 2006 as the establishment date of the Agency, by means of SI 252 of 2006.

The general aim of the Act is to facilitate the development of the 73 acre Grangegorman site in Dublin as a modern campus for the DIT, to provide the HSE with upgraded primary health and social care facilities and to provide community access/facilities.

The GDA's overall function is to project manage the development in an integrated and sustainable manner. In broad terms, the functions of the Agency are to:

- Accept the Grangegorman site and DIT properties;
- Prepare a strategic plan;
- Decide appropriate procurement strategies;
- Consult with relevant organisations, representative groups and the local community;
- Dispose of DIT properties;
- Carry out construction;
- Return properties to DIT/HSE and any other educational body.