



The Annual Report.

2024



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Chairperson's Welcome

Paul O'Toole, Agency Chair

2024, like previous years, has been a year of further progress and achievement for the Grangegorman Development Agency. The continued transformation of Grangegorman into a vibrant, inclusive urban quarter remains at the heart of our mission, and I am pleased to report on the milestones reached over the past year. One of the most notable developments was the successful completion and opening of the new, state-of-the-art primary school for Dublin 7 Educate Together. This modern facility is a welcome addition to the Grangegorman educational and healthcare landscape, benefitting both the school community and the wider local area.

Much of the Agency's focus in 2024 has been on advancing key projects that will define the next phase of development. We have continued to make strides in the planning and design of major projects, including the HSE Residential Care Neighbourhood, which is progressing towards construction, and the West Quad, where the Agency is making plans for its development with TU Dublin and DFHERIS. In addition, the submission of plans for the Prussia Street Gateway marks a key step in improving access and connectivity to the site.

While a planned commercial development by Workday is no longer proceeding, the Agency is actively exploring alternative opportunities for this part of the Grangegorman estate, in partnership with the HSE.

We are also proud to announce the Agency's involvement in the Build Digital project, a strategic initiative that will enhance collaboration between industry, government, and academia in advancing digital and sustainable construction methods.

Sustainability and Climate Action remain at the forefront of our work. The Agency continues to align with national climate objectives, and our commitment to a greener future. More details on our efforts in this critical area can be found in the sustainability section of this report.

Looking ahead, 2025 will be a landmark year with the completion of the Academic Hub & Library for TU Dublin, a major educational facility that will also serve as a cultural and community resource. The inaugural exhibition in this space, curated by Grangegorman Histories, will showcase the area's rich heritage, ensuring the past remains an integral part of its evolving future. Achieving the vision overarching the Grangegorman Masterplan remains our constant objective. Inevitably, long-term work programmes of this nature will encounter challenges from time to time. Notwithstanding these, we remain committed to staying the course.

Beyond the physical development of the site, we remain committed to supporting the local community through public art, historical projects, and employment opportunities.

I would like to extend my sincere gratitude to my Board colleagues, our CEO Gerrard Casey, and the entire team at the Agency for their dedication and hard work in delivering the Grangegorman vision. I also wish to thank our previous Minister, Simon Harris, and our current Minister, James Lawless, along with their colleagues in the Department of Further and Higher Education, Research, Innovation and Science, for their continued support.

I would like to recognise the continued support and engagement of all of our wide-ranging stakeholders and partners, including the local community, HSE, TU Dublin and Dublin City Council. They remain critical to the on-going success of the Grangegorman project.

As we move forward, I look forward to seeing further progress in delivering an integrated and inclusive education, health, and community-focused urban quarter in Grangegorman.



Agency CEO Welcome

Ger Casey, Agency Chief Executive Officer

The Grangegorman Project has come a long way since we first broke ground in 2010. While much has been delivered—now supporting over 12,000 students, staff, healthcare professionals, and visitors—there is still much more to come as we continue to realise the full Masterplan vision for the site.

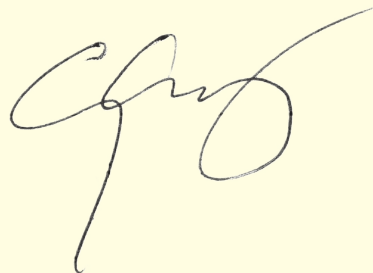
2024 marks another important year in this journey. Following the successful opening of the new Dublin 7 Educate Together primary school in mid-2023, we are now progressing with the next major construction milestone—the Academic Hub & Library for TU Dublin. Having topped out in August 2023, this flagship facility is on track to open next year, providing a dynamic space for learning, research, and community engagement.

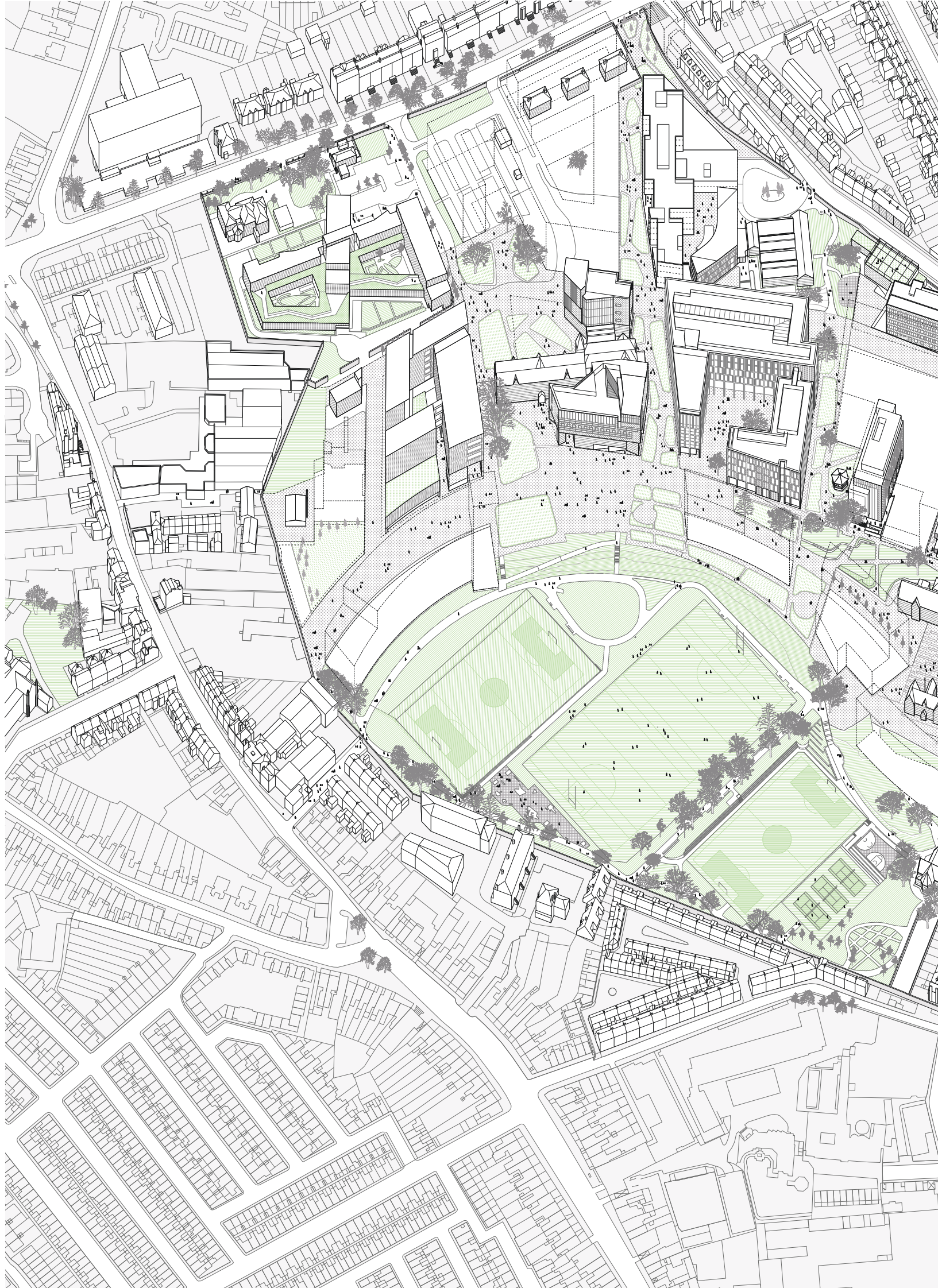
Another significant moment from last year was the completion of ‘THE GOLDEN BANDSTAND – Sculpture’, a contemporary public artwork that not only honours the history of Grangegorman but also creates a space for future cultural and community events. We look forward to seeing this landmark come to life with music, performance, and public gatherings in the years ahead.

Beyond these key achievements, the Agency continues to focus on advancing future phases of development. This work continues to be undertaken with unwavering commitment, despite the headwinds which are inevitably faced by long term transformational projects like Grangegorman. The HSE Residential Care Neighbourhood, TU Dublin West Quad, and Prussia Street Gateway are all moving forward, alongside other vital projects such as Indoor Sports and Research Hub II. Our goal is to ensure that every development contributes to Grangegorman’s vision as an integrated, sustainable, and inclusive urban quarter.

As the Executive team continues to evolve, I would like to take this opportunity to acknowledge the dedication and hard work of our staff—both past and present—whose commitment to this project continues to drive it forward. I also want to extend my gratitude to the Board and our partners at TU Dublin, the HSE, Dublin City Council, DFHERIS, and our community stakeholders for their ongoing collaboration and support.

Looking ahead, I am excited to build on our collective achievements and partnerships as we move into the next stages of this transformative project. Together, we will continue shaping Grangegorman into a vibrant, innovative, and inclusive place for education, healthcare, and community life.

A handwritten signature in blue ink, appearing to read 'Ger Casey', is positioned to the right of the main text block.







Grangegorman site, 2024. Image: Barrow Coakley Photography

I Our Buildings

Context

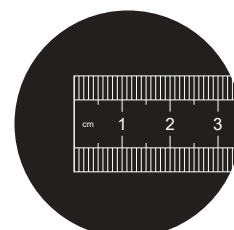
The Grangegorman Project is a complex development comprising mixed uses focused on healthcare, education and community on a site of significant institutional heritage. Our aim as the Agency is to balance the needs of our stakeholders to create a vibrant urban quarter through a built environment that supports connections, collaboration and creativity in keeping with the Masterplan vision.

2024 marked a decade since major site infrastructure and public realm had taken place and Grangegorman first welcomed its communities into the space. The site's continued phased transformation has further enhanced public access and amenities since then, reconnecting the site into the surrounding neighbourhood through new accesses, developing vital public healthcare facilities and core educational amenities at primary and third level in addition to providing extensive public realm for all to enjoy.

In this chapter we provide an overview of projects currently in construction on site and those advancing through planning and design stages.

Projects in Construction

In 2024 there has been one major construction project on the Grangegorman site – the Academic Hub & Library (phase 1) for TU Dublin. The Agency continued to work closely with the design team, building contractor and TU Dublin project team to see this significant project progress over the year. In addition, in 2024, the Agency also appointed a contractor to carry out necessary demolition works to clear part of the site for future development.





Ministers Simon Harris and Paschal Donohoe walk through the Academic Hub development, January 2024. Image: Conor Mulhern Photography

I Our Buildings

Academic Hub & Library

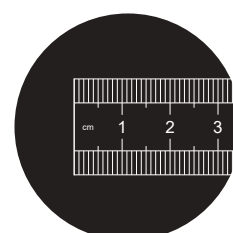
The Academic Hub & Library is the next major project being developed by the Agency on site. It is intended as a landmark building for Grangegorman and this part of the city, becoming the academic 'heart' envisaged in the Masterplan. When completed, the building will be home to TU Dublin's library collections for Grangegorman students, as well as a range of student and staff supports, including the Career Development Centre, Civic Engagement, Maths Learning Centre, Disability Support Service and People Development.

It also includes public space on the ground floor featuring a double-height atrium exhibition space and café. Grangegorman Histories are in the process of developing the inaugural exhibition for the Academic Hub based on the site's extensive heritage.

The Academic Hub is intended to be developed in two phases, with this first phase comprising c.12,600sqm. The building design comprises a cluster of buildings arranged around an external court that sensitively integrates the protected North House. OHLA Townlink Joint Venture is the main contractor for the construction. O'Donnell + Tuomey Architects lead the design team for the project.

This project is also a core part of Project Ireland 2040 and the Government's commitment to continuing the development process as part of the National Strategic Outcomes in the National Development Plan (NDP). In early 2024, then Minister for Further and Higher Education, Research Innovation and Science (DFHERIS) Simon Harris TD, and then Minister for Public Expenditure, NDP Delivery and Reform Paschal Donohoe TD visited the Academic Hub to view progress and mark the next phase of the project.

By the close of 2024, construction of the Academic Hub was well advanced and nearing completion. It is expected that substantial completion will be reached in the second half of 2025. TU Dublin fit-out and migration of library services will follow before the building is officially opened later next year. In the interim, part of Park House serves as a temporary library for students in Grangegorman.





Design rendering of the Residential Care Neighbourhood. Image: McCullough Mulvin and TODD Architects

I Our Buildings

Projects in Planning

The Agency advanced a number of projects through various stages of procurement, design and planning over 2024, including the next healthcare project for the HSE, the next third level education building for TU Dublin and plans for increased permeability of the site through new accesses.

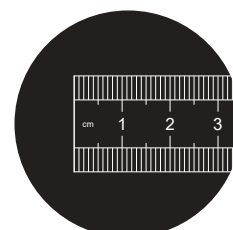
Residential Care Neighbourhood

The Residential Care Neighbourhood will sensitively place new homes for the elderly – and replacement homes for the current residents of St. Elizabeth's Court – within the Grangegorman site and neighbourhood. This low-rise housing scheme embraces the HSE's ambitious 'Teaghlach model' to change cultures of care away from task-oriented medical approaches to ones supporting people to direct their own lives in residential settings that are their homes. This key project advances plans to deliver housing at Grangegorman on behalf of the HSE and will be the third development on site for this stakeholder.

After several years of careful planning and intense design work the Agency sought and received planning permission for the c.12,000sqm Residential Care Neighbourhood from Dublin City Council in 2023.

The building will balance collective household living, courtyarded connections to nature and a new civic edge to the green-finger which links the North Circular Road into the heart of the Grangegorman site. It will provide homes for c.100 residents as well as a number of complementary healthcare functions including a community nursing home, a mental health residential facility, a production kitchen, a day-care centre, a pharmacy, administrative spaces, and private and semi-private gardens.

McCullough Mulvin Architects and TODD Architects jointly lead the Design Team for the project. The Agency continued to engage closely with the design and the HSE over 2024 to advance the project to construction stage. In late 2024, the Agency went out to public tender for Stage 1 – Pre-qualification - of Works Contractors. At the time of writing, tender evaluations are underway with Stage 2 – Invitation to Tender – expected to launch in the second half of 2025.





Computer generated image of the TU Dublin West Quad. Image: Henegan Peng Architects

I Our Buildings

West Quad

The West Quad is the third of TU Dublin's quadrangle buildings to be developed on site and is being funded through the sale of TU Dublin's property on Aungier Street. It will be home to c.4,000 students from the TU Dublin College of Business (Aungier St), and School of Languages and Law. Heneghan Peng Architects lead the Design Team for this project.

This c.21,000sqm building is planned around an airy quadrangle with a public thoroughfare and includes a c.850-seater hall, which is arranged flexibly to support a variety of uses. The overall development will make convivial spaces and places for the existing and emerging university and neighbourhood for many generations to come.

The focus for 2024 was the launch of the West Quad Grangegorman Property Exchange procurement, whereby the Agency sought a development partner for the project in Grangegorman in exchange for the TU Dublin Aungier Street building. At the time of writing, this process was ongoing and expected to move to the next stage in 2026.

Projects in Design

In addition to the projects outlined above, 2024 also saw the Agency active in continuing to advance projects through early design stages. This stage focuses on understanding the needs of our stakeholders, developing functionality and the 'look and feel' of each project in preparation for the planning stage.

Indoor Sports Phase 1

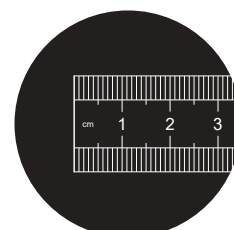
The Indoor Sports Centre is a major component of the student facilities planned for TU Dublin. The full development will span approximately 14,000 sq. metres and include both wet and dry sports facilities. Phase 1 is focused on dry sports and will deliver over 6,600 square metres of space for a wide range of athletic activities, while Phase 2 will feature wet sports facilities, including a swimming pool.

In Feb 2021 the Preliminary Business Case (PBC) for the Indoor Sports facility was completed in accordance with the Infrastructure Guidelines (then referred to as the Public Spending Code Oct 2019).

2023 saw the appointment of O'Donnell + Tuomey Architects as the integrated Design Team Lead to bring the Indoor Sports Project to the Capital Works Management Framework Work Stage 2B with Planning.

Work Stage 1 (Preliminary Design) was completed in September 2024.

As of the end of 2024, the project is currently awaiting approval to progress to the Works Stage 2A.





Barrow Coakley Photo & Video - Ph: 0872856527 - Date: 29th August 2024

Aerial photo of the Grangegorman site, August 2024. Image: Barrow Coakley Photography

I Our Buildings

Research Hub 2

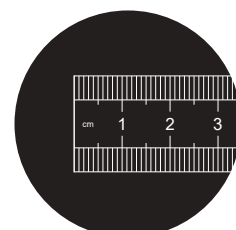
Research Hub 2 is a laboratory and research facility for TU Dublin and will complement the existing Greenway Hub (Research Hub 1) within the area designated in the Masterplan as the research and innovation hub. Spanning approximately 4,500sqm, Research Hub 2 will eventually house several research facilities currently based in Camden Row.

The project brief was confirmed in 2024 with Design Stage 2A being commenced by Cotter & Naessens Architects, the appointed design team. An updated Business Case was also completed to reflect the new Infrastructure Guidelines. A planning application for this project was submitted at the end of 2024.

Future Building Projects

The Grangegorman Project is well-established and has reached several key milestones since the Agency first broke ground in 2010. However, the project is far from complete. In addition to the various projects currently at different stages of design, planning, and construction, the Agency is actively working to advance several others in the coming years.

These include the first phase of university housing in Grangegorman, for which a Strategic Assessment Report was submitted to the HEA in Q1 2024; the ongoing restoration, redevelopment and repair of the Clock Tower Building and the Church of Ireland chapel which will continue the multi-phased process of restoration of Protected Structures within the Grangegorman site.





A tour group exploring Broadstone Plaza - a gateway between Grangegorman and the city. Image: Conor Mulhern

Sitewide

The Grangegorman site has, as of 2024, now been publicly accessible for 10 years. The last decade has seen a wide variety of uses from all stakeholders and is viewed as a core amenity locally. In numbers, Grangegorman today encompasses 10,000 university students, 500+ national school pupils, residential mental healthcare, primary healthcare, c.2,400 staff across each and extensive public realm that is open to all. While parts of the 30ha site remain closed as construction areas, much of the site is yet to be developed and will become construction sites again as new building projects reach development stage.

In 2024, the Agency sought to progress additional site infrastructure and enhanced linkages to the surrounding neighbourhood. An overview of these projects is outlined below.

Grangegorman Estate Management

On completion of the development, 50% of the site will remain public realm. Grangegorman estate management today is the responsibility of a steering group comprising representatives of TU Dublin, HSE, DCC and the Agency. TU Dublin Estates currently manage the day-to-day public campus, with all underground services managed by the Agency. Management of the estate includes developing operational protocols and dealing with issues around: access to facilities, grounds maintenance, security, gates opening hours, anti-social behaviour, campus health and safety, site infrastructure, coordination of major site-wide events, managing car and bike parking, waste management, pest control, and campus signage.

In 2024, one of the primary areas of focus has been on safety and security with a continued monitoring of anti-social behaviour on site, an issue that is also of concern city-wide. There is close engagement with the local Gardaí on these issues. Many of the projects outlined below also require ongoing coordination with the steering committee.

Geothermal Energy

The Agency is an associate partner in the nationwide Project GEMINI (Geothermal Energy Momentum on the Island of Ireland) geothermal initiative. This national project aims to explore geothermal potential in Ireland, including the design and implementation of an exploratory deep bore well at Grangegorman as one of four national case studies. This follows the successful exploratory investigation carried out by Geological Survey Ireland (GSI) on site in 2021 which indicated positive potential for geothermal in Grangegorman recording a temperature of 38.5°C at 1km. This new exploratory phase in Grangegorman will require investigations at 3km deep.

Project GEMINI is led by Codema and was officially launched on 7th November 2024 in Grangegorman. It is expected that this project will take a number of years to realise with the Agency working closely with Codema, GSI and TU Dublin to progress the project.





Tour group exploring the site along the public thoroughfare on Saint Brendan's Way. Photo: Conor Mulhern Photography

Sitewide

Prussia Street Gateway

Delivering high-quality connections between the formerly closed Grangegorman site and its surrounding neighbourhood has been central to the Masterplan vision from the outset. Among the key access points identified early in the process, the Prussia Street Gateway, also known as the Western Gateway, was recognised as a critical link to the vibrant Stoneybatter community. Its counterpart on the eastern boundary, Broadstone Gate, was successfully delivered in 2021 as part of the Luas Cross City works.

The delivery of the Prussia Street Gateway, once complete, will provide a vital shared access point for pedestrians and cyclists, seamlessly connecting Stoneybatter with Grangegorman and completing the west to east link via the Serpentine Walk to Broadstone. The Agency is currently progressing plans to deliver the gateway in two distinct phases. Phase one proposes the creation of a shared pedestrian and cyclist route, which will also temporarily accommodate construction haulage to support development along the western boundary, including the West Quad. Ultimately, in line with the 2018 amendment to the Planning Scheme, the Prussia Street Gateway will serve as a dedicated pedestrian and cyclist access point with no vehicular through traffic permitted.

As of the time of writing of this report, the Agency has submitted and received planning permission from DCC for the temporary haul road and associated public access, marking another important step towards delivering this strategic connection.

Public Realm

Grangegorman's public realm comprises hard and soft landscaping, mature and young trees and public amenities such as play spaces and sports fields. It is a core part of the overall development. It is being developed in phases and integrated into each building project. The site currently has a mix of temporary and permanent finishes across the public realm with many areas yet to be developed.

One of the projects currently being progressed is a new public plaza outside the SDZ at the junction of Rathdown Road and Grangegorman Upper. This new public space follows the completion of the school for D7 Educate Together and will be developed by the Agency on behalf of DCC. On completion, this new space will create a high-quality plaza with trees, pollinator-friendly planting and bike parking as well as safer access to/from the school. Temporary barriers are in place to facilitate the school until permanent works are carried out. At the time of writing, the Agency has submitted a fresh planning application for the permanent works.

The Agency is also advancing plans to develop a natural play space along the green finger route between the school and the Primary Care Centre, adding further public amenity to the site. The play space will complement the existing playground and offer an enriching and inclusive environment for children to explore in nature-based play.





Staff from the agency speaking to members of the community at Stoneybatter Festival, summer 2024. Photo: Conor Mulhern Photography

Community

The Agency's mission is focused on creating a vibrant community in Grangegorman. A decade on from first welcoming the public into Grangegorman, the Agency has well established committees that work with our stakeholders and local communities – including at Board level – to discuss concerns and ensure our communities have a voice within the development. In addition, working groups for both public art and history related to Grangegorman continue to cultivate opportunities to culturally enrich Grangegorman through a wide-ranging variety of initiatives, events, publications and artworks. A list of these committees and their membership can be found in the appendices.

One core aspect of the Agency's community work in 2024 was to commence plans to develop the 'Build to Last' Community Engagement Strategy. This strategy intends to build on the work of what was the Grangegorman Labour and Learning Forum (GLLF), reenergising this forum and mapping community engagement arising from the Grangegorman development to support sustainable, resilient communities beyond the lifetime of the Agency. It will include a broad focus on underserved, marginalised communities fostering an inclusive approach to find out what is needed within the area. It is intended that this strategy and roadmap will be published in 2027. The new successor forum to the GLLF is expected to launch in 2025.

At the time of writing, "Joining up the Dots 4", the latest in the ongoing series of socio-demographic reports commissioned by the Agency on the Grangegorman area had been recently completed. This report will help inform the development of the Build to Last strategy going forward.

In 2024, the Agency carried out an elections process for new community representatives to the Board and Consultative Group. These elections take place every three years, the process and criteria for which is set out in the GDA Act 2005. The process takes approximately three months starting with a public call for residents and community groups to register with the Agency as a local group. Nominations are then sought from these registered groups before the election day is held. Following a successful election on 29 August, Luke McManus was re-elected as community representative on the GDA Board, and Eugene Kelly and Seáneen Sullivan elected as community representatives to the Consultative Group.

The Agency also coordinated and supported a wide variety of public events over 2024, the main highlights of which are summarised in this chapter.





Storysharing event taking place in the Church of Ireland Chapel in October 2024. Photo: Conor Mulhern Photography



Community

Grangegorman Histories Highlights

Grangegorman Histories is a public history programme of research and shared discovery of the Grangegorman site and surrounding communities. The programme is jointly led by the Agency and the Royal Irish Academy (RIA) with the Grangegorman Histories Expert Working Group.

2024 saw a wide variety of significant history events take place, most notably a series of events as part of the Dublin Festival of History in October. These included 'Storysharing' and 'Show and Tell' events, inviting people to share their personal connections and memories of this significant site and its communities. In addition, new works from Poet Lianne O'Hara inspired by residents of Grangegorman were shared, as well as pre-development photos of St Brendan's Hospital from photographer and artist Brian Cregan were included as part of these events. The documented stories from the Show and Tell event are also intended to help shape next year's Grangegorman Histories exhibition in the Academic Hub.

Over 250 people attended the premiere of the documentary screening of 'The Asylum Workshop', from TU Dublin Conservatoire with support from Grangegorman Histories. The documentary is based on Colin Murphy's play of the same name, performed by final year drama students in 2023, and sheds light on the history of mental health treatment at Grangegorman. The screening was followed by an insightful panel discussion on the inspiration and development of the play.

Other Grangegorman Histories highlights in 2024 included two memorable and widely attended talks around some of the transportation history in Grangegorman, new historical publications such as Dr Mary Muldowney's 'Dublin Cattle Market', a history and poetry event as part of local festival 'Phizzfest' and numerous booked-out historical walking tours of Grangegorman for local community festivals, Heritage Week, Culture night and on request. At the time of writing, Grangegorman Histories has expanded this aspect to offer free monthly historical tours of the site.





Students from D7 Educate Together in the Úlla Orchard. Image: Agency

Parental consent for this image was received via the artist. Guardians reserve the right to withdraw consent for future use of this image at any time



Community

Local Events

One of the most significant events held in 2024 was the official launch of 'THE GOLDEN BANDSTAND – Sculpture'. This sculpture, from artist Garrett Phelan, is a public representation of the Agency's commitment and investment in public art in Grangegorman. The artwork was officially launched on 13 June with Paul's Third Class from D7 Educate Together becoming the first act to formally perform in the space. They were followed by performances from local groups 'Frankly Sinatra' and 'Clash Jam Wallop' providing a taste of the variety of acts that could use the space. 'THE GOLDEN BANDSTAND – Sculpture' is now publicly accessible and can be booked for events or performances via TU Dublin Events. When not booked for events, the space is freely accessible to visit and enjoy.

The Agency actively encouraged cultural uses of the Church of Ireland building on site over 2024, leading to a number of high-profile exhibitions and community use of the space. This building is one of the remaining Protected Structures yet to be fully redeveloped on site and offers a unique location for this type of event. In 2024, events have included 'House on Fire' from artists James Gannon and Simone Moccenni Pula, 'Handover' as part of Open House Dublin, filming location for music videos and student art and architecture exhibitions.

In addition to supporting local events on the Grangegorman site, the Agency was proud to sponsor the Stoneybatter Festival again in June 2024 as well as take part in a few of the festival's events. Now in its seventh year, the local community festival celebrates the rich cultural heritage and inclusive spirit of the area. The Agency was involved in walking tours incorporating Grangegorman and took part in the festival's first Eco-Hub, which provided a fantastic opportunity to engage and learn about initiatives focused on environmental and climate action in Dublin 7.

September saw the Agency support the unveiling of a new ceramic artwork mural on site created by artist Julianne Gee Ho with fifth and sixth classes in Dublin 7 Educate Together as part of Sustainable Development Goals week. The new mural raises awareness of the biodiversity art project Úlla Orchard created and planted on site by the children with artist Clodagh Emoe the previous year.

The Agency continued its annual participation in Ireland's largest architecture festival in October – Open House Dublin – hosting a roundtable discussion on the perpetual nature of the *handover* required to make great public places and spaces focusing on Grangegorman's Academic Hub & Library. Artist Brian Fay moderated the conversation with panellists Emilio Fernandez Fernandez of OHLA Townlink JV, Allison Kavanagh and Catherine Cooke of TU Dublin and Sheila O'Donnell of O'Donnell + Tuomey Architects sharing their roles and experiences in making this new building a reality. The Agency also led five booked out site walking tours on Saturday 19 October where attendees explored the Grangegorman Masterplan and the site's redevelopment to date.





Local resident in attendance at an exhibition in the Church of Ireland Chapel. Image: Conor Mulhern

III

Community

Public Information Sessions

In addition to supporting and hosting cultural events, the Agency holds public information sessions at key stages of project development in Grangegorman as part of the Communications Strategy. These sessions are held in advance of new planning submissions to DCC and ahead of new construction commencing on site. They provide an opportunity for all stakeholders to view the plans and voice any queries or concerns they may have.

There were two series of public information sessions held in 2024 ahead of planning submissions to DCC:

- Prussia Street Gateway
- Junction Works to Rathdown Road and Grangegorman Upper

Both public information sessions were well attended by local residents. The Agency submitted the plans for the Prussia Street Gateway in late August 2024. No local resident observations were made to DCC. In relation to the junction works which was held in late October, the Agency is currently reviewing the feedback received. At the time of writing, plans for the junction had not yet been submitted to DCC.





Grangegorman site, 2024. Image: Conor Mulhern Photography

IV

Special Projects

Build Digital

The Special Projects Team in Grangegorman Development Agency was formed in late September 2024, and is currently supporting its first project, the Build Digital Project. The Build Digital Project was created in 2021 and is a priority action under the Government's Project Ireland 2040. Build Digital plays a pivotal role supporting the Digital Transformation of Ireland's Construction Sector.

Build Digital announced a strategic collaboration with Grangegorman Development Agency in 2023, with the Special Projects Team being hired in late September 2024. Support of the Build Digital project includes day-to-day operations and providing strategic advice to the core TU Dublin Build Digital team. Responsibilities include overall programme oversight for Build Digital, programme management of Partner (HEI) deliverables, financial oversight, administrative, events and communications management and industry partner relationship support. GDA will also maintain 2 seats on the Build Digital Executive Board.

2024 - Recap

2024 saw many exciting developments for Build Digital. The Building Information Modelling (BIM) Mandate introduced in January 2024 required projects over €100 million to include BIM requirements to the scope of services. The Build Digital Exchange provided the industry with BIM Mandate resources such as Information Management / BIM Implementation Guide, Process Workflows CWMF to ISO 19650-2, Information Management Plans and more. The collaboration between Build Digital and Grangegorman Development Agency has further strengthened the bond between Build Digital and the construction industry.

Key milestones in the Build Digital Project include:

Re-structuring of Build Digital Partners and Deliverables

Following Executive Board meetings in mid-2024, a decision was made to re-structure how deliverables were managed by Build Digital. The initial '5 pillars' are being re-structured into three hubs, namely:

- Digital Adoption & Change Management Hub – the purpose of this 'Hub' is to strategically prepare an organisation for the Implementation stage of the BIM Mandate. This relates to changes needed in people and technology to close the gap between the current state and the desired future state (working according to the BIM Mandate).
- Digital Implementation & Transformation Hub – the deliverables of this Hub are to prepare and support organisations for using digital workflows, initially focusing on the core elements of the BIM Mandate (ISO 19650, IFC, Uniclass, ICMS).
- Digital Innovation & Transformation Hub – the deliverables of this Hub related to upcoming topics, horizon scanning and the potential impact and use of new innovations for the construction sector in Ireland.





Grangegorman site, 2024. Image: Conor Mulhern Photography

IV

Special Projects

2024 Events

Build Digital hosted several events in 2024. Build Digital partnered with the National Standards Authority of Ireland (NSAI) to host the Annual Conference in Cork in October. The event included industry experts, thought leaders and engaging panel discussions.

Build Digital's Project Lead participated in the Construct Innovate's Webinar Series on Digital Construction Technologies. Build Digital also took part in Digicon, organized by the Construction Industry Federation (CIF) in October 2024. The Project Lead co-chaired a Building SMART webinar with Nick Nisbet and also hosted a session on 'Exploring the Circular Built Environment Research Landscape at the Digital Academy for Sustainable Built Environment (DASBE) conference.

2024 Tools Published

The level of digital transformation in Ireland was captured through the Build Digital National Survey Report 2023. 77% of those surveyed noted that their organisation was currently engaged with the digital transformation journey, 55.5% were personally involved in that journey (as per the 2024 Build Digital survey results to be published in Q2 2025).

Build Digital also produced tools throughout 2024 including the Capital Works Management Framework (CWMF) Stage I Feasibility Study/Preliminary Report, The Build Digital File Naming resources, Irish BIM Mandate Project Assessor tool, International Best Practice in Digital Construction Adoption Report, Sustainability and Circular Economy Report, The Education and Training Inventory for Digital Construction, Digital Procurement's Supporting the Delivery of Information Management and BIM in Ireland, Information Management & BIM Standards and Supports Inventory.

The 2024 Build Digital survey gathered insights and opinions from all corners of the construction and built environment industry. Results to be published in Q2 2025.



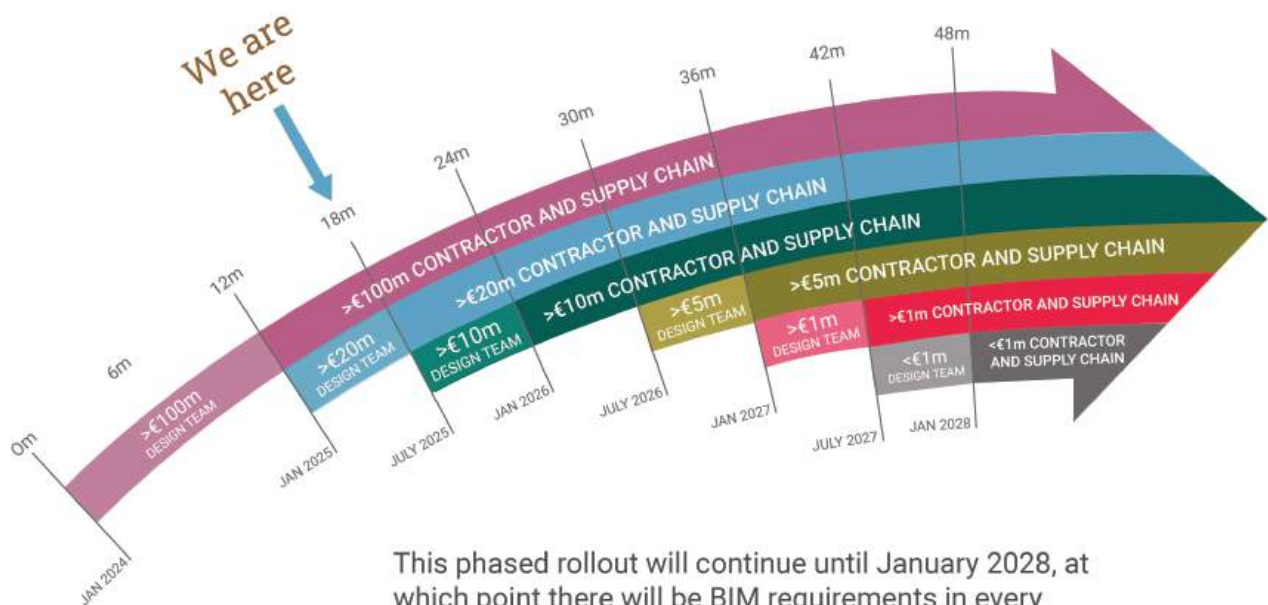


Grangegorman site, 2024. Image: Conor Mulhern Photography

IV

Special Projects

BIM Mandate Public Sector BIM Adoption Timeline



This phased rollout will continue until January 2028, at which point there will be BIM requirements in every public sector construction project.

BIM Mandate Public Sector BIM Adoption Timeline - [Stephen-Lynam_BIM-Requirements-in-the-Capital-Works-Management-Framework.pdf](#)- presented at CIF Digital Construction Summit 2024





Tree lined allée which is a popular pedestrian and cyclist area with stakeholders on site. Image: Conor Mulhern Photography

V

Sustainability

Introduction

Reporting Context

As developers of a large-scale site—the Grangegorman Quarter—we recognise that our environmental and social impacts extend beyond the site's boundaries and the construction timeline. These impacts are not unique to us; they are typical of the construction industry, including Greenhouse Gas (GHG) emissions, resource depletion, waste generation, ecosystem degradation, and effects on communities.

The GDA's development and construction-related operations are governed by the Grangegorman Development Act (2005), which defines the Agency's functions. The Agency coordinates project briefs, design, procurement, and delivery to support stakeholders' needs and mandated objectives.¹

In this Sustainability section of the Annual Report, we look beyond our direct climate action mandate responsibilities to acknowledge the indirect impact of our work across the entire value chain².

The GDA reports its direct corporate impacts under the Public Sector Mandate through annual Climate Action Roadmaps and the SEAI-developed 'Measure and Report' (M&R) online platform. Our stakeholders have also developed their own organisational Climate Action Roadmaps, which track energy and carbon use and outline pathways to meet their 2030 and 2050 reduction targets. The GDA's activities, primarily through construction-related operations and asset (building & infrastructure) are influenced by these roadmaps while also impacting their successful delivery.

Report Format

In last year's 2023 Annual Report, the GDA, for the first time, aligned Sustainability reporting with the European Sustainability Reporting Standards³ (ESRS) structure. As a public entity, the GDA is not mandated to comply with the Corporate Sustainability Reporting Directive⁴. (CSRD). Aligning with these standards is a strategic choice that facilitates communication and collaboration within the broader business ecosystem and demonstrates our commitment to sustainability. However, we do not seek full compliance or external assurance.

This 2024 Annual Report continues the alignment phase initiated in the 2023 Annual Report. This involves reporting on our impacts, risks, and opportunities related to Climate Change, Pollution, Circularity, Biodiversity, Water conservation, our Own Workforce, Workers in the Value Chain, Affected Communities, End-users, and Governance.

Over time, this reporting and the available data will be refined and expanded further.

¹Including those objectives driven by the Climate Action Mandate such as reducing in-use carbon emissions

²Value chain is the entire network of activities, processes, and entities involved in creating, producing, delivering, and disposing of or recycling a product or service. This includes everything from the sourcing of raw materials to the end-of-life management of the product. By comprehensively addressing the value chain in sustainability reporting, organisations can better demonstrate their commitment to sustainable development and provide stakeholders with a complete picture of their environmental and social impact.

³European Sustainability Reporting Standards (ESRS) sets out standards and requirements for CSRD reporting

⁴Corporate Sustainability Reporting (CSRD) is European Union (EU) legislation, effective from 5 January 2023, that requires EU businesses, falling under defined categories relating to size and turnover, to disclose their environmental and social impacts, and how their environmental, social and governance (ESG) actions affect their business. Reference - [Directive \(EU\) 2022/2464 Directive - 2022/2464 - EN - CSRD Directive - EUR-Lex \(europa.eu\)](#)



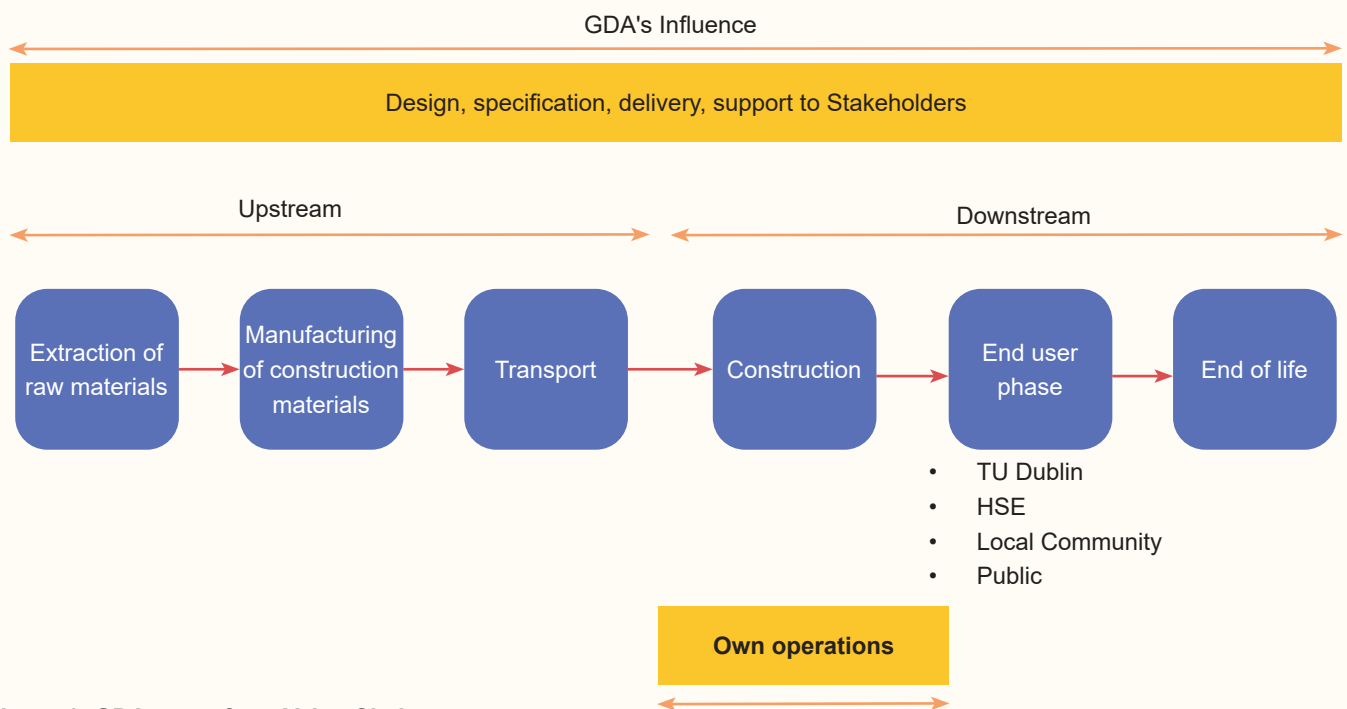


Figure 1: GDA map of our Value Chain

V

Sustainability Introduction

Impacts Analysis

Our organisation's activities have negative and positive impacts on society and nature. At the same time, society and nature can be a source of physical and transitional impact on our organisation. This is called 'double materiality'.

In October 2023, the European Financial Reporting Advisory Group (EFRAG) published a list of all reporting disclosures under the Environmental, Social and Governance topics,⁵ including 1,200 'data points'. In 2024 the GDA undertook an in-house CSRD disclosure gap analysis to understand which disclosures are most relevant to our organisation. This is reflected throughout the following sections.

To develop a fit-for-purpose, ESG-aligned Sustainability approach, agency-wide sustainability workshops were conducted in November and December 2024 focusing on the CSRD topics. Sessions were broken down according to topics aligned to European ESRS reporting guidance. Discussions took place on objectives, policies, activities, targets and indicators. At present, we are collating and analysing the information gathered.

Methodology and Targets for Sustainable Construction

The EU Level(s) Framework defines a methodology for delivering sustainable buildings. It does not, however, provide targets. In 2023, the GDA developed a matrix based on the EU Level(s) Framework, which it shared with relevant Design Teams for integration into the project process.

To supplement the Framework, in 2024, the GDA also developed Sustainability Performance Sheets that define Targets and Indicators for all sustainability aspects of the project, organised along the EU Level(s) Macro-objectives. Sustainability performance targets and Indicators will be evaluated at the outset of each new Project and adopted based on Project and typological appropriateness.

⁵<https://efrag.sharefile.com/share/view/s1a12c193b86d406e90b1bcd7b6bb8f6f/fo37c90b-9d9b-4432-a76b-27760cfcc01b>





The Academic Hub construction site with a view of Dublin city and mountains in the background. Image: OHLA Townlink

VI

Environmental

Climate Change (E1)

This Topic focuses on ensuring that the organisation's activities are compatible with limiting global warming to 1.5 °C and with the objective of achieving climate neutrality by 2050.

It includes subcategories relevant to GDA activities of:

- Climate Change Mitigation
- Climate Change Adaptation
- Energy

Relevant Sustainable Development Goals



13 Climate Action

Take urgent action to combat climate change and its impacts.



7 Affordable and Clean Energy

Ensure access to affordable, reliable, sustainable, and modern energy for all.



Climate Change Direct (Corporate)

Impacts

The Climate Action and Low Carbon Development (Amendment) Act 2021 mandates that public sector bodies lead by example in climate action. GDA's direct impacts are reported under the **Public Sector Climate Action Mandate**. Targets and reporting under the Mandate relate to Scope 1 & 2 emissions⁶ only and do not refer to the value chain emissions (except business travel).

Note on data:

All data for reporting on corporate target performance comes from the SEAI Monitoring & Reporting (M&R) system.

Green house Gas Emissions include both fossil fuel and electricity use. The total CO2 emissions and associated targets are calculated by the SEAI for all public bodies using standardised carbon conversion metrics and considering planned decarbonisation of the national electrical grid.

Activities

51% GHG emissions reduction for Scope 1 (corporate) emissions from the 2018 baseline.

The GDA has met the 2030 emissions target and continues on a trajectory to maintain compliance.

The baseline for GDA carbon emissions (an average from 2016 to 2018) was calculated based on the organisation's emissions at that time. In 2021, the GDA moved to a more energy efficient building, Park House, and this is reflected in emissions figures.

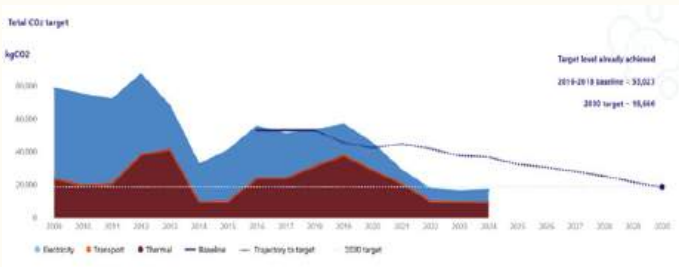


Figure 3 GDA CO2e emission graph. Source: SEAI M&R platform

In 2024, total GDA total CHG emissions were recorded at 16,646 kg CO₂, which is below the mandated 18,660 kg CO₂ 2030 target. With no significant change to our operations the GDA will maintain compliance with the GHG 2030 reduction target.

The breakdown is as follows:

- Thermal: 9,435 kg Co2e (470 kg Co2e **less** than the year before)
- Electricity: 7,211 kg Co2e (1,194 kg Co2e **more** than the year before).

This indicates a slight increase (total of 724kgCO2e) in Co2e compared to 2023 due to a 20.5% increase in permanent staff members.

⁶The GHG Protocol Corporate Standard defines Scope 1 emissions as direct emissions from owned or controlled sources eg fuel combustion and Scope 2 emissions as indirect emissions from the generation of purchased energy. Eg electricity

VI

Environmental

50% increase in energy efficiency at corporate level.

In 2024 energy efficiency performance has increased by a total of 94.8% over the baseline

The SEAI M&R system calculates Energy Efficiency based on energy utilised in occupied office space per individual employee. Since the baseline year, 2009, the organisation has grown and now uses office space, by area, in a significantly more efficient manner.

In 2024, the energy efficiency had improved by 94.7% since the baseline, meeting 2030 targets.

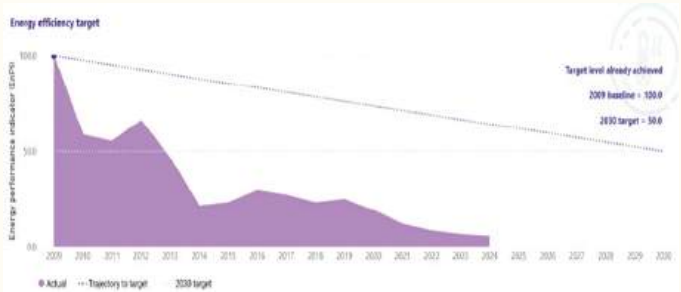


Figure 4 GDA energy efficiency graph. Source: SEAI M&R platform

Quantify and report business travel impacts.

Distance travelled in private vehicles, including hire cars: 2,498km (nearly 75% decrease as compared to 2023)

Commercial flights: 0

Commercial and public transport, including taxi, bus, rail and ferry: road: 16km; rail: 7,698km

GDA had no commercial flights in 2024. However, to comply with Circular 1/2020, we have established procedures to offset emissions associated with official air travel.

As an example, in 2023, a payment of €61 was required to be made to the Climate Action Fund to offset the carbon emissions associated with official air travel. In 2024, no such payment was required.



Climate Change Indirect (Construction Project Value Chain)

Impacts

The Irish built environment is estimated to contribute over 36% of total annual greenhouse gas (GHG) emissions in a typical year. This includes emissions from the construction process (~13% of total emissions).

The Agency's primary purpose is to develop the Grangegorman Quarter. While achieving our mandated emissions reduction target (Scope 1 & 2) is a significant milestone, our largest impact falls within construction-related activities (Scope 3⁷). Quantifying those emissions is extremely complex. To improve data consistency and address data gaps for a more comprehensive picture of Scope 3 emissions, in 2024 the GDA developed Project/ brief and reporting requirements relating to both the Design and Construction stages of Development. These will be employed on new capital projects with existing capital projects reviewed against these benchmarks.

Construction requirements particularly with respect to contractor reporting to enable improved data gathering will be deployed in 2026 on both the HSE's Residential Care Neighbourhood and TU Dublin's West Quad.

There is an inherent interdependence and cross-over between the GDA and our stakeholders in terms of reporting and activity. For example, thermal envelopes, heating and cooling systems, and control mechanisms procured and delivered by the GDA as a developer significantly impact building performance and so the operational energy and carbon emissions that our Stakeholders are responsible for. All project targets must align with Stakeholder needs.

Activities

Embodied carbon limit of 550-750kgCo2e/m2 (dependent on building typology)

Projects started since the implementation of project specific embodied carbon limits within this range continue to be on track to meet targets.

Although the HSE's Residential Care Neighbourhood project was initiated well before any embodied carbon limits were put in place by the GDA, a Life Cycle Assessment carried out at design development stage identified a number of carbon hotspots that have been targeted to reduce the overall embodied carbon of the building. These include concrete, window and insulation specifications. This will continue to be tracked through contractor reporting when the building is under construction.

20% of annual energy demand generated on site from renewables

Projects started since the implementation of this target continue to be on track to meet this target.

The design of the TU Dublin Indoor Sport building progressed in 2024, this project is targeting a minimum of 20% renewable energy generation through PV and heat pumps, 700msq of solar PV array is currently included at roof level. The building will also connect to the district heating system and when this heat source is decarbonized operate as a Zero-Emission Building according to the EPBD directive.

⁷ Scope 3 emissions represent indirect emissions (not included in Scope 2) that occur in the value chain of the reporting company, including both upstream and downstream emissions. These include emissions generated by purchased goods and services, business travel, employee commuting, waste disposal, construction-related activities, building use, and leased assets

VI

Environmental

Energy Use Intensity (EUI) (regulated and unregulated) between 30-120kWh/m2/year (dependent on building typology)

Projects started since the implementation of project specific EUI limits within the target range continue to be on track to meet these targets.

The design of the TU Dublin Indoor Sport building progressed in 2024, low Energy Use Intensity (EUI) and a high-quality external envelope with exceptional airtightness are key considerations in this early design development stage. The current expectation, subject to further design development, is that this building will achieve an EUI of 75kWh.m2.yr. Typological requirements, for example cooling required in gym spaces and heating in wet/ hygiene service areas as well as budget constraints impacting, in particular, the external envelope continue to challenge this ambitious figure.

Provision of decarbonised heat to Grangegorman Assets via the District Heating Network by 2030

Work to decarbonize the District Heating System continues, until this system is decarbonized individual buildings will utilize air source heat pumps to ensure compliance with energy legislation in the interim.

In 2024 the GDA contributed to the ongoing GEMINI (Geothermal Energy Momentum on the Island of Ireland) project which was officially launched in November 2024. The project is led by Codema, Dublin's Energy Agency. It is a €20/£17.3m multi-partner, all-island geothermal energy demonstration project supported by the PEACEPLUS Programme, managed by the Special EU Programmes Body (SEUPB). A deep (greater than 500 meters) geothermal system will be developed at Grangegorman, Dublin, with additional investigations for geothermal resources in the Antrim area. The Grangegorman demonstration site will invest in a circa. 2 km deep borehole to demonstrate the feasibility of a larger-scale heat network in Ireland.



Pollution (E2)

This Topic focuses on GDA's corporate and value chain, possible impacts on air, water, and soil pollution and the adaptation of GDA's business model in line with the transition to a sustainable economy, concurring with the need for prevention, control, and elimination of pollution.

Impacts

The GDA's corporate impacts are typical for small office-based activities, and include consumption of materials for the office supplies (paper, plastic, toner), as well as energy consumption, generating waste and GHG emissions.

However, these impacts are negligible when compared to the potential for pollution generated by construction activities on behalf of our Stakeholders. These pollution impacts include noise, dust, and potential leakage of hydrocarbons to the soil and watercourses during construction activities. The GDA Construction Requirements documents are in place to control and minimise the impact of pollution at the Grangegorman site.

Value chain impacts, particularly pollution generated at the extraction of raw materials points (for example, mining) and manufacturing processes (for example, cement manufacturing) may be significant. We are looking at ways to improve our supply chain control to minimise those.

Relevant Sustainable Development Goals



3 Good Health and Well-Being

Ensure healthy lives and promote well being for all at all ages.



15 Life on Land

Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

Activities

Impacts to comply with statutory and project-specific limits.

Air, noise, vibration, water pollution directly attributed to construction sites continue to be monitored to confirm compliance.

The GDA requires Contractors to execute the Works in a manner that ensures compliance with statutory, regulatory, and site-specific requirements (including but not limited to those listed in the SDZ and DCC planning conditions), including restrictions and monitoring of noise, dust and vibration levels during the construction phase.

Improved consistency of data collection across construction sites

While reporting requirements have been developed to improve consistency of data collection these will be tested in 2025/2026 on upcoming construction projects as no new large capital projects started on site in 2024.

VI

Environmental

Water Conservation (E3)

This Topic focuses on the impacts and consumption of water (surface water, groundwater and produced water), actions to prevent or mitigate those impacts, and the potential for strategy and business model adaptation in line with global preservation and restoration of water.

Impacts

The most impactful activity related to water is not the GDA corporate use but withdrawal for construction activity and water use in buildings. While there is also an embodied impact upstream in the value chain at material extraction and manufacturing stages, the Agency's biggest influence opportunity is at the building level. Here, good design can ensure water-efficient appliances and reduced water withdrawal levels during building use.

Relevant Sustainable Development Goals



6 Clean Water and Sanitation

Ensure availability and sustainable management of water and sanitation for all.



14 Life Below Water

Conserve and sustainably use the oceans, seas, and marine resources for sustainable development.

Activities

Surface run-off restricted to 2l/s/ha for 1 in 100 years rainfall event.

Continue to meet this target

The new Green Finger public realm landscape adjacent to the HSE's Residential Care Neighbourhood (expected to be tendered for construction in 2025) includes bioswales. In this approach, the soil becomes the first filter before water is discharged into the system, also reducing the speed of discharge. Most importantly, the bioswales may create new habitats. This positive impact is described in the biodiversity chapter.

In 2024, water usage on the active construction site of the Academic Hub amounted to 3,273m³

High-efficiency appliances and water reuse where feasible to reduce the demand for potable water. The reduction achieved is to be reported through the Design Stage and measured post-occupancy. No live projects in 2024 at an adequate stage for including water conservation measures

The Sustainability Performance Sheet developed in 2024 includes further requirements that will allow us to monitor the design and performance of water use. These are:

- Submetering on water-consuming equipment, zones, and occupier areas.
- Installation of a leak detection system.
- Use of recycled, non-potable water. A greywater system has implications for cost, storage and UV treatment and requires Project specific consideration.





Wildflowers on site, 2024. Image: Conor Mulhern Photography

VI

Environmental

Biodiversity & Ecosystems (E4)

this Topic focuses on a company's impacts on biodiversity and ecosystems and actions to mitigate adverse impacts.

It also reviews corporate risks related to dependencies on biodiversity and associated financial effects. It includes subcategories:

- on-site
- along the value chain sites

Impacts

The Grangegorman development, defined by its Masterplan and detailed in the Planning Scheme, brings many benefits to people, however it has negatively impacted biodiversity on the site, in terms of reduced areas of soft landscaping and as a result nesting habitats.

In the above context, the GDA is currently considering the most appropriate targets to improve biodiversity development outcomes. Irish law does not require a policy on biodiversity enhancement. However, the GDA has the ambition to improve the state of biodiversity on site.

Relevant Sustainable Development Goals



15 Life on Land

Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.



14 Life Below Water

Conserve and sustainably use the oceans, seas, and marine resources for sustainable development.





Plan 2008



Plan 2024



Plan 2035

VI

Environmental

Biodiversity & Ecosystems (E4) cont'd

Activities

Number of trees to be planted: 2,000 over the lifetime of the development

Implementation of this target continues.

784 trees have been planted to date, bringing the total of trees on the site to 938. Due to the site's transitional character and continued development across all areas long-term planning is required to ensure continued improvement in tree numbers, tree health, and green space coverage. Many areas across the site that are currently open and grassed will be utilised for future construction sites, delivery routes, or contain underground services, limiting the space available for meaningful long-term improvements.

In 2024, the GDA analysed the 2008 biodiversity baseline, current situation, and development trends based on soft landscape areas and tree canopy coverage. The analysis confirmed that:

- In 2008, Green Areas covered approximately 131,996 m2 of the site.
- In 2025, Green Areas cover approximately 100,800 m2 of the site.
- On completion, Green Areas will cover approximately 98,281 m2 of the site.
- Canopy Cover in 2008 was measured at approximately 43,914 m2 (14.5% of the site), and canopy cover is predicted at approximately 40,109 m2 (13.2% of the site) based on the planting plan of 2,000 planned trees.

Acknowledging the urban character of this place the GDA has focused its 2025 activity on understanding methodologies for improving the quality and enhancing the biodiverse nature of the available green spaces on the site.

30% of new planting to be native; non-native planting to benefit wildlife (source of food, shelter, and nesting).

Projects started since the implementation of this target continue to be on track

Capital Project

The Green Finger (long term green corridor) adjacent to the Residential Care Neighbourhood, has been considered for an alternative approach to planting and drainage. This revised design will be tendered for construction in 2025. The scheme includes integrated nature-based solutions—using swales as the first point of water management while simultaneously creating unique damp habitats before the water is collected into attenuation tanks below ground. The selected planting has been reviewed to confirm alignment with targets to deliver benefits to wildlife. This includes an area next to the historic wall designated for soil retention to maintain the existing seed bank in the immediate area after excavation.

Community Garden

In 2024, the GDA joined the Grangegorman Community Garden living lab to develop a sustainable governance model with local stakeholders, including TU Dublin, the Dublin 7 Educate Together National School and Workday. The goal was to establish a permanent, well-funded community garden. Key activities of the group included:

- Secured funding for garden resources and educational workshops.
- Held 15 gardening sessions and multiple community workshops.
- Conducted soil testing, revealing elevated metallic elements.

TU Dublin has initiated a new health and safety plan and proposed 2025 planting projects focused on soil health and remediation.



Circularity (E5)

This Topic focuses on the company’s impacts on resource use, including the depletion of non-renewable resources and plans to adapt business models and strategies in line with circular economy principles, driven by design: (i) eliminate waste and pollution; (ii) circulate products and materials at their highest value; and (iii) regenerate nature.


It includes subcategories:

- Resources inflows, including resource use.
- Resource outflows related to products and services.
- Waste

Impacts

GDA is aware of the construction industry's global impacts on resource depletion. Hence, space and materials efficiency are incorporated into our design process not only for cost reasons but also to reduce the need for materials and associated carbon.

Relevant Sustainable Development Goals



12 Responsible Consumption and Production
Ensure sustainable consumption and production patterns.

VI

Environmental

Activities

Projects

The Academic Hub construction project reporting in 2024 identifies that overall, 98.47% of waste was diverted from landfills. 18.66% of this was used to create solid recovered fuel, which is used in cement kilns instead of coal. Requirements will be implemented to improve data available and allow for further detail breakdowns of waste in future Projects.

In the first instance – before disposal - design should consider methodologies to reduce the creation of waste materials during construction and further during building operation. Circular Economy requirements within the EU Level(s) circularity objective were included in the Indoor Sports project brief. At Concept Design Stage, the Designers considered at high level the circular economy principles of using less, using new responsibly, using for longer, and using again. The following design methodologies were adopted:

- Form factor of 1.7 that benefits material efficiency – this refers to the efficiency of the buildings shape or form.
- Structural analysis was conducted, including embodied carbon and structural grid set to maximise the efficiency of the structure
- MEP services location was optimised for flexibility, adaptability, short duct runs and access.
- An initial target of 15-20% recycled/reused content was considered; a sustainable procurement plan will be developed as the design progresses.
- Principles for designing out waste are acknowledged and will be developed as the design progresses.

Sustainable Playscape Development

The proposed landscape upgrades, adjacent to the Dublin 7 Educate Together National School, are designed as an informal playscape to create a dynamic and engaging environment. The vision is to integrate natural, multifunctional, and creative play elements throughout the area, fostering an immersive and sustainable experience.

In alignment with the GDA's emerging policy on circularity, the project prioritises reusing secondary raw materials within the playscape. In 2024, the design team (led by Dermot Foley Landscape Architects) assessed unused materials following previous demolition and upgrade works as well as buildings soon to be removed⁸ to identify suitable materials for repurposing. As a result a range of materials were considered for reuse including cut stone (granite and limestone), concrete pavers and concrete floor slabs.

The reuse of secondary raw materials are considered for a number of uses:

- Incorporating reclaimed materials into new surface finishes, for example loose gravel, mixed with organic matter to support plant growth,
- Use in new in-situ concrete and repurposed as paving, stepping stones, informal landscape steps, retaining elements, low seating walls, and boulders
- Utilising materials to establish new topography
- Play – Stepping stones, kids-play furniture.

⁸ This included the Clock Tower, the HSE Phoenix Care Centre, and the Goirtin structure,





GDA Staff Biodiversity Away Day in Phoenix Park, 2024. Image: Agency

VII Social

Our Own Workforce (S1)

This Topic focuses on GDA’s material impacts on its workforce, actions taken, and the result of such actions to prevent, mitigate, or remediate actual or potential negative impacts.

It includes subcategories:

- Working conditions
- Equal treatment and opportunities for all
- Other work-related rights


Context

The GDA implements socially responsible HR practices and policies that are informed by and responsive to equality, diversity, and sustainability challenges. National employment laws and regulations, including the Employment Equality Acts, Unfair Dismissals Acts and the Industrial Relations Acts govern the GDA. We are subject to EU employment and human rights laws, including directives on equal treatment in employment, working conditions, health and safety and data protection. As a public sector body we also adhere to government guidelines and codes of practice in relation to governance and human rights.

The GDA is committed to recruiting and developing a diverse workforce that can contribute to a vibrant and inclusive community and bring our mission of transforming Grangegorman into a world-class development to fruition. In 2024, GDA reinforced its commitment to employee wellbeing, engagement, and development through various initiatives aligned with our Environmental, Social, and Governance (ESG) priorities.

Relevant Sustainable Development Goals

- 

8 Decent Work and Economic Growth
Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- 

5 Gender Equality
Achieve gender equality and empower all women and girls
- 

3 Good Health and Well-Being
Ensure healthy lives and promote well-being for all at all ages

Activities

In 2024, GDA HR staff worked on HR and People strategies aligned to GDA business goals. Activities took place related to policy development, communication, health & wellbeing and training.

Policy Development

Three new policies were implemented in 2024 to support employee motivation, health, and work-life balance:

- Menopause Policy;
- Domestic Violence Policy;
- Blended Working Policy Revisions.



Training

In 2024 GDA supported an initiative to improve the professional experience of staff and invested significantly in upskilling employees through participation in various conferences and webinars as well as formal courses:

- Acting-Up Role: GDA created its first acting-up role in 2024, providing employees with an opportunity to gain varied experience in GDA and demonstrate their capabilities in other Agency responsibilities.
- Completion of an HR Diploma and HR Postgraduate program by team members.
- Completion of a Postgraduate qualification in Climate Action and Reporting.
- Completion of Diplomas in Leadership and Management
- Quantity Surveyor Sustainability Training to align with environmental priorities.
- Data Protection Officer (DPO) Training for GDPR compliance.

Staff Balance and Opportunity

- Gender Ratio: (based on a total of 35 employees) 51.5% female / 48.5% male;
- Employee turnover: 2024: 6%
- Gender gap in pay between its female and male employees: 24.4%
- Gender distribution in higher management (number and percentage): 2 female / 5 male (29% female/ 71% male)
- Female-to-male ratio at Board level in 2024: 40% : 60%
- The GDA Code of Conduct is based on 5 principles: 1. Conflict of Interest 2. Support and Loyalty 3. Fairness and Work Environment 4. Confidential Information 5. Integrity. Principle 3. Fairness and Work Environment covers aspects of Equality, Fairness, Health and Safety, and an environment Free of Harassment
- Complaint-handling mechanism for GDA Workforce: yes, a grievance procedure is in place.

Gender pay gap

As of 31 December 2024, the Agency does not fall within statutory gender pay gap reporting requirements. However, to better understand the gender pay gap and establish an overview of the current situation, the Agency is reporting on the Gender Pay Gap as of 31 December 2024.

The Gender Pay Gap is the difference in the average hourly wage of males and females across the organisation. The Agency is reporting a mean gender pay gap of 24.4% for the year 2024, meaning that on average, males earn 24.4% more than females, based on all organisational levels. While this is an improvement on the year 2023⁹ gender pay gap, it is still greater than the Irish average of 9.6%. (Source: CSO Structure of Earnings Survey 2022: GPG in Ireland for 2022 (dated October 2023))

Understanding our gender pay gap is a critical step towards achieving gender balance. It gives us the data we need to inform our approach to recruitment, retention and initiatives to measurably improve diversity and inclusion.

⁹ Year 2023 Gender Pay gap reported at 26.1%; Year 2022 Gender Pay gap reported at 33.6%

VII Social

Our Own Workforce (S1) cont'd

Collaborative Culture

Foster an environment where teamwork and cross-functional collaboration are encouraged.

- **Employee Feedback through Pulse Surveys:** GDA implemented several pulse surveys yearly to gather real-time insights into employee sentiment and engagement. These surveys provided valuable feedback on workplace culture, well-being initiatives, and inclusivity, enabling us to make informed decisions and proactively address concerns.
- **Monthly HR Newsletter:** We launched a monthly HR newsletter in 2024 to improve organisational communication. The newsletter served as a platform for sharing updates on policies, training opportunities, wellbeing initiatives, and celebrating employee achievements. It fostered transparency and kept staff informed about key developments.
- **Team-Building Away Days:** Two Away Days were organised to strengthen team collaboration. These events featured expert speakers who provided insights into personal growth and professional development.
- **ESG Workshop series:** GDA ran a series of agency-wide sessions focusing on discrete sustainability topics under Environmental, Social, and Governance (ESG) themes. The workshop's purpose was to support the GDA ESG Strategy development process. Valuing GDA's in-house expertise, all members of the GDA Executive were invited to contribute to discussions and learn.
- **Monthly webinars for all staff** started in 2024, fostering learning and engagement. They cover diverse topics, including Artificial Intelligence (AI) applications and the wellbeing scheme.

Employee Engagement and Wellbeing

Prioritize employee motivation, health, and work-life balance

- **Employee Assistance Scheme (EAS):** A new Employee Assistance Scheme was introduced in partnership with Spectrum Health. It offers confidential support for mental health, financial guidance, career advice, and more. All staff were trained to use it.
- **Annual Health Check-Ups:** Employees were offered annual health check-ups, including flu vaccination clinics.



Workforce in the Value Chain (S2)

This Topic focuses on the impacts on value chain workers caused or contributed to by the GDA, which are directly linked to the GDA's own operations and services through its business relationships. It includes subcategories:

- Working conditions
- Equal treatment and opportunities for all
- Other work-related rights

The GDA acknowledges that we may have positive and negative impacts on Value Chain Workers; however, the extent of these impacts is unknown and outside our control.

We will develop a greater understanding of our impact on workers in our value chain and introduce reporting requirements relating to value chain governance from contractors.

Relevant Sustainable Development Goals:



8 Decent Work and Economic Growth

Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.



5 Gender Equality

Achieve gender equality and empower all women and girls



3 Good Health and Well-Being

Ensure healthy lives and promote well-being for all at all ages.

⁹ Turnover to be calculated following this formula: $\frac{\text{Number of employees who left during the reporting year}}{\text{Average number of employees during the reporting year}} \times 100$

¹⁰ Year 2023 Gender Pay gap reported at 26.1%; Year 2022 Gender Pay gap reported at 33.6%

VII Social

Affected Communities (S3)

This Topic focuses on impacts on affected communities caused or contributed to by the GDA own operations, services and through our business relationships.

It includes subcategories:

- economic, social, and cultural rights
- civil and political rights
- particular rights of Indigenous communities

Identified Negative Impacts:

- Physical disruption from construction (traffic, pollution, noise, hoarding)
- Gentrification leading to inflated housing prices and reduced rental availability
- Increased transient populations, including students
- Parking congestion due to campus activities
- Loss of green, biodiversity-friendly spaces
- Increased loitering

Positive Impacts:

- Physical transformation of the Grangegorman site, improving connectivity and pedestrian/cycling routes
- Enhanced public spaces, play spaces and sports facilities
- Increased employment and education opportunities
- Strengthening of local community groups and greater visibility for the Grangegorman area
- Improved community engagement through consultations, forums, and projects such as Grangegorman ABC (child poverty mitigation)
- Commemoration of local histories
- Growth in local businesses, particularly food and coffee establishments
- Better transport links and new medical facilities in a state-of-the-art Primary Care Centre.

Relevant Sustainable Development Goals



11 Sustainable Cities and Communities

Make cities and human settlements inclusive, safe, resilient and sustainable work for all.



15 Life on Land

Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.



3 Good Health and Well-Being

Ensure healthy lives and promote well-being for all at all ages.





Children from the community given a tour of the live construction on site by a GDA project coordinator. Image: Agency

VII Social

Affected Communities (S3) cont'd

Activities

Employment Charter: 20% of new hires on construction sites to be local labour
Implementation is ongoing

The Grangegorman Employment Charter continued to be implemented for contractors on the Grangegorman Development, requiring them to aim for a target of 20% of new hires from local communities (i.e. in the Dublin 1 and Dublin 7 areas). An internal review of the operation of the Charter was also carried out. In current labour market conditions with low unemployment and a construction labour shortage, local employment levels run at around 10% of new hires.

Engagement

Building strong relationships and fostering sustainability are at the heart of GDA’s approach. Our goal is to be a “Good Neighbour,” ensuring that our legacy contributes to building and empowering resilient and sustainable communities which will continue to thrive after the GDA’s direct involvement in the area ends.

The setting of quantitative targets in this area is difficult and it is the objective of the GDA to focus on establishing a means of measuring the quality and long-term impact of engagement efforts. This is important in ensuring that engaged communities report increased capacity, trust, and meaningful participation in decision-making processes.

Key mechanisms for community engagement include the Community Liaison Committee, the Build to Last Community Forum (Build to Last Forum) (formerly the Grangegorman Labour & Learning Forum) and interagency projects like the Grangegorman Area-Based Childhood programme. Informal channels such as social media also play an important role. Public information sessions have proven to be the most effective tool for understanding community needs, with recent sessions addressing the Prussia Street Gateway and Junction Works developments.

The Grangegorman Labour & Learning Forum has now evolved into the Build to Last Community Forum which will focus on identifying and seeking to meet unmet community needs and underserved communities in the Grangegorman area.





Children from the D7 Educate Together School singing at the launch of the "GOLDEN BANDSTAND - SCULPTURE". Image: Conor Mulhern Photography

VII Social

Affected Communities (S3) cont'd

Developing community engagements in 2024:

- GDA appointed a full-time Community Engagement Manager to oversee the development of a community engagement strategy project for the GDA 2024-2027
- Initial work carried out on development of the parameters and focus of the community engagement project including branding ('Build to Last Community Engagement Strategy Project'), values, scope, parameters, purpose, processes and proposed key outputs.
- Setting up and recruitment to the Grangegorman Build to Last Community Forum, a strategic multi-agency and multi-sectoral voluntary body to replace the former Grangegorman Labour & Learning Forum (GLLF). The role of the Forum will be to inform and support the development of the strategic plan around community engagement/community benefit; to help identify needs and develop responses; to model effective interagency working; to bring local knowledge, relationships and resources to maximise impact for local communities; and to maintain focus on community benefits in relation to the Grangegorman Development.
- Commissioning, publishing, and circulating Joining Up the Dots 4 (JUTD4), the latest in a series of socio-economic and demographics reports on the Grangegorman area. JUTD4 is an important resource which will be used to inform and focus the GDA's ongoing community engagement activities. As with our previous Joining Up the Dots reports, we have made JUTD4 freely available to a wide range of community/voluntary, public/statutory and business/enterprise organisations and stakeholders in surrounding communities and beyond to help inform and shape their own priorities, projects, and services.
- Carrying out research into the experiences of statutory community representatives on the GDA's Board and its Consultative Group who have held office since the beginning of the project with the aim of improving the experience for current and community representatives.
- Revitalising and expanding the GDA's Vibrant Community Fund which has been supporting community-based and community-focused initiatives in the Grangegorman area since 2014, with the aim of launching in early 2025.
- Further embedding the GDA in community organisations and programmes in the area. In addition to membership of the governing body of the Grangegorman Area-Based Childhood (ABC) anti-poverty programme, the GDA's Community Engagement Manager became the Independent Chairperson of the Schools Completion Programme for Dublin 1 and Dublin 7.
- GDA participated in this heritage-focused event, launching the festival's first Eco-Hub to showcase local climate action initiatives.





Grangegorman Histories Public Call Event in 2024. Image: Conor Mulhern

VII Social

Affected Communities (S3) cont'd

Grangegorman Histories, Preserving and Celebrating Local Heritage

The Grangegorman Histories programme, led by the Royal Irish Academy and GDA, is dedicated to researching and commemorating over 200 years of Grangegorman's history through events and publications. In 2024, the programme:

- Funded five creative projects exploring Grangegorman's history through writing, poetry, photography, and research
- Supported Oral Histories Project
- Hosted lectures, including Professor Hamish Maxwell Stewart's talk on convict transportation from Grangegorman to Tasmania
- Screened the Asylum Workshop Documentary at the Dublin Festival of History
- Held 'Show and Tell' events
- Held a lecture from Dr Joan Kavanagh on the history of the Transportation of female convicts from Grangegorman to Tasmania
- Held a lecture from Professor Hamish Maxwell Stewart on Commemorating Convicts: Grangegorman to Tasmania,
- Facilitated The Dublin Festival of History screening of the Asylum Workshop documentary
- Facilitated other various public lectures, seminars, and publications

Through these initiatives, GDA reaffirms its commitment to fostering a strong sense of place, cultural heritage, and community engagement. By prioritising inclusive development and meaningful relationships, we continue to build a sustainable and resilient future for Grangegorman and its communities.

Cultural and Community Initiatives in 2024

- The Golden Bandstand Sculpture: A major milestone, this public artwork by Garrett Phelan enhances cultural vibrancy, providing a space for performances and events. Its inaugural performance featured local schoolchildren and community groups.
- Church of Ireland Building: Hosted exhibitions, music video shoots, and student projects, reinforcing cultural engagement.
- Stoneybatter Festival: For the seventh consecutive year, GDA participated in this heritage-focused event, launching the festival's first Eco-Hub to showcase local climate action initiatives.
- Community-led Ceramic Mural: Unveiled during SDG Week, this mural raises awareness of biodiversity, complementing the Úlla Orchard project.
- Open House Dublin Participation: GDA hosted a roundtable discussion on public space development and led sold-out tours of Grangegorman's regeneration efforts.



End Users & Institutional Stakeholders (S4)

This Topic focuses on the negative and positive impacts on end-users and institutional stakeholders caused or contributed to by the GDA, directly linked to our operations as well as through other business relationships. It includes subcategories:

- end-users and institutional stakeholders
- Personal safety of end-users and institutional stakeholders
- Social inclusion of end-users and institutional stakeholders

The relationships between the GDA and our institutional Stakeholders, TU Dublin and the HSE, are governed by established Governance Agreements which are aligned to the GDA Act. A Consultative Group and a Community Liaison Committee further support stakeholder engagement. These groups comprise representatives from all named Grangegorman stakeholders, including HSE service users, TU Dublin staff and students, local community reps and public representatives for the area. Additionally, the GDA Act mandates that one Board member must be a resident of the Grangegorman neighbourhood. During the formation of the Masterplan and Strategic Plan, numerous community meetings and workshops were held to gather input on the plans for the site.

All of the GDA’s activities have an impact on our Stakeholders and each target and activity across all sections of this report are based on an understanding of this. The GDA’s objectives and targets are aligned to those of our stakeholders in relation to their needs around the development and operation of built assets.

Relevant Sustainable Development Goals



8 Decent Work and Economic Growth

Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.



11 Sustainable Cities and Communities

Make cities and human settlements inclusive, safe, resilient and sustainable work for all.

VIII

Governance

This Topic focuses on GDA's strategy and approach, processes and procedures, as well as its performance in respect of business conduct. It includes subcategories:

- Corporate culture
- Protection of whistle-blowers
- Political engagement and lobbying activities
- Management of relationships with suppliers, including payment practices
- Corruption and bribery (Prevention and detection, including training and incidents)

Business Conduct

The GDA is an aegis body of the Department for Further and Higher Education, Research, Innovation and Science. The GDA has an Oversight Agreement in place with the Department to ensure its strategic objectives are aligned with those of its parent Department, and a Performance Delivery Agreement to monitor the Agency's performance, and progress.

Relevant Sustainable Development Goals



16 Peace, Justice and Strong Institutions

Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Code of Practice

The Agency operates under the broad-ranging Code of Practice for the Governance of State Bodies. This detailed code – and its objectives – ensure that the Agency serves the interests of Government as shareholder, the taxpayer, and all other stakeholders, and pursues value for money in our endeavours, including managing risk appropriately in accordance with the Agency's Risk Appetite.

The Code is designed to ensure that both commercial and non-commercial State bodies meet the highest standards of corporate governance. It provides a framework for the application of best practice and is intended to give guidance and direction in respect of oversight, decision making, reporting requirements and the appointment of Board members. It is based on the underlying principles of good governance, accountability, transparency, probity, and a focus on the sustainable success of the organisation over the longer term. In this regard, the Agency acts prudently, ethically and with transparency as a public entity and conducts our activities consistent with our statutory responsibilities.



Governance Agreement

A bespoke Governance Agreement is in place between the GDA and TU Dublin defining respective roles and responsibilities in relation to programme and project management and providing a structure for decision-making which is aligned with Public Spending Code, and Infrastructure Guidelines.

Code of Conduct for Staff Members

GDA has developed a Staff Handbook that includes the Code of Conduct for Staff Members. The code is ruled by five principles:

1. Conflict of Interest, with provisions of Section 28 and 30 of the GDA Act 2005
2. Support and Loyalty, requiring staff to support all actions taken by the Agency
3. Fairness and Work Environment, ensuring equality, fairness, health and safety at work, and environment free of harassment.
4. Confidential Information, with provisions of Section 31 of the GDA Act 2005
5. Integrity, that includes obligation of avoiding the giving or receiving of corporate gifts. It also confirms that sections are governed by the ethical considerations in the Code of Practice for the Governance of State Bodies.

Public Sector Climate Action Mandate

The Public Sector Climate Action Mandate seeks to support public sector bodies in leading by example. It applies to public bodies, including GDA and our Stakeholders: TU Dublin, HSE and Department of Education. The Mandate sets out the climate action objectives for public bodies and is reviewed annually.

The targets are to reduce GHG emissions by 51% in 2030; increase energy efficiency in the public sector from 33% in 2020 to 50% by 2030; and update Climate Action Roadmaps annually in line with the updated Public Sector Climate Action Mandate. Progress on implementing the mandate is assessed using a 'comply or explain approach' within the SEAI M&R platform. GDA complies with all the above. (Details are provided in section E1 Climate Change.)

VIII

Governance

Disclosures and statutory reporting

Freedom of Information

The GDA came under the Freedom of Information Act in 2015. For the year 2024, the Agency processed seven requests under this Act.

Oireachtas Queries

As per the Code of Practice for the Governance of State Bodies 2016, the Agency has put in place protocols for the provision of information to members of the Oireachtas. The Agency will report annually on compliance with these protocols and all requests for information and their responses (where appropriate) will be published on our website. Two requests for information were received from Oireachtas members during 2024.

Protected Disclosures Act 2014

As a public body, the Grangegorman Development Agency is required under section 22 of the Protected Disclosures Act 2014 to publish an annual report in relation to the number of protected disclosures made to it in the preceding year, and the action taken in response to any such protected disclosures. No protected disclosures were made to the Agency in the period 1 January 2024 – 31 December 2024.

The General Data Protection Regulation

Data Protection Law in the EEA is governed primarily by the General Data Protection Regulation (EU/2016/679) (the “GDPR”). The Agency is responsible for compliance with the GDPR for all data subsets. The core personal data processing activities carried out by the Agency are subject to the GDPR.

2018 Code of Conduct for Persons Carrying on Lobbying Activities

As of 1 January 2019 the Code of Conduct for Persons Carrying on Lobbying Activities applies to the Agency.

Irish Human Rights and Equality Act 2014

The Agency is also responsible for compliance with the Public Sector Equality and Human Rights Duty (‘the Duty’). This places a statutory obligation on public bodies to protect the human rights of those to whom they provide services; and to staff when carrying out their daily work.

Official Languages Act 2003

The Official Languages Act 2003 (Public Bodies) Regulations 2019 (S.I. No. 230 of 2020) brings the GDA under the scope of the Act with effect from 25 June 2020.





Aerial of Grangegorman site in context of Dublin City scape, January 2024. Image: Barrow Coakley Photography

VIII

Governance

Prompt Payments

The Grangegorman Development Agency is committed to paying our suppliers promptly. In June 2009, the government introduced a non-statutory requirement to reduce the payment period by central government departments to their suppliers from the statutory 30 to 15 days. Consistent with proper financial procedures, every effort is being made to ensure that all suppliers are paid within this timeframe.

Below is a summary for the years 2024 and 2023.

The Agency substantially paid suppliers within 15 days (2024 : 80%; 2023 : 71%). In fact improving the prompt payment performance year on year.

Maintain best practice payment practices and disclose annually

From January 2024 GDA publishes prompt payment quarterly reports on our website.

Prompt Payment Report						
	Year 2024			Year 2023		
	No.	€	% of total no Pmts	No.	€	% of total no Pmts
# of payments made < 15 days	773	29,701,052	80%	701	38,247,563	71%
# of payments made > 15 days & < 30 days	193	2,918,361	20%	290	2,088,551	29%
# of payments made > 30 days	0	0	0	0	0	0
Total Payments in Year	966	32,619,413	100%	991	40,336,114	100%



Section III

IX

Financial Statements

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Board Members and Other Information

Board Members

Mr Paul O'Toole	Chairperson	(appointed 14 January 2020 & re-appointed 13 January 2023)
Mr Gerrard Casey	Chief Executive Officer	(appointed 13 July 2016)
Ms Deborah Byrne		(appointed 10 October 2023 & re-signed 7 June 2024)
Mr David Conway		(appointed 14 January 2020 & re-appointed 14 January 2023)
Mr Jim Curran		(re-appointed 9 September 2021 & term concluded 9 September 2024)
Ms Martina Fitzgerald		(appointed 22 August 2024)
Mr James Gough		(appointed 9 September 2023)
Ms Orna Hanly		(appointed 1 February 2024)
Ms Julie Herlihy		(appointed 22 August 2023)
Dr Paul Horan		(re-appointed 30 May 2024)
Mr Ray McAdam		(appointed 16 August 2024)
Mr Ciaran McCaffrey		(re-appointed 9 September 2024)
Mr Jack MacGowan		(re-appointed 9 September 2021 & term concluded 8 September 2024)
Ms Mellany McLoone		(re-appointed 9 September 2024)
Mr Luke McManus		(re-appointed 9 September 2024)
Prof Terri Scott		(re-appointed 9 September 2024)
Ms Deirdre Scully		(re-appointed 16 August 2024)
Mr Peter Smyth		(appointed 29 October 2024)



Board Members and Other Information

REGISTERED OFFICE: 4th Floor, Park House Grangegorman
191 North Circular Road
Dublin 7
D07 EWV

AUDITORS Comptroller and Auditor General
3A Mayor Street Upper
Dublin 1
Dublin 01 PF72

BANKERS:	Bank of Ireland College Green Dublin 2 D02 VR66	AIB plc 1 Lower Baggot Street Dublin 2 D02 X342
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National Treasury Management Agency
Treasury Dock
North Wall Quay
Dublin D01 A9T8

SOLICITORS: McCann Fitzgerald
Riverside One
Sir Johns Rogerson's Quay
Dublin D02 X576

Governance Statement

Governance Statement and Grangegorman Development Agency Members' Report Governance

The Grangegorman Development Agency (GDA) was established under the GDA Act 2005 for the purpose of developing the Grangegorman site for the benefit of TU Dublin, HSE and the local community. The Board is accountable to the Minister for Further and Higher Education, Research, Innovation and Science and the matters reserved for Board decisions as per its enabling legislation are listed below. Operational management and day to day control is the responsibility of the CEO (Accounting officer under the Act) and the executive team. The CEO acts as a direct liaison between the Board and management of the GDA.

The GDA operates under a Corporate Governance framework that reflects best practice and is aligned with the strategic and operational needs of our stakeholders and the Grangegorman Development Agency Act 2005. The Agency is subject to the Code of Practice for the Governance of State Bodies.

The Agency consists of 15 members appointed by the Minister for Further and Higher Education, Research, Innovation and Science, one of whom is appointed as Chairperson.

Agency Responsibilities

The work and responsibilities of the Agency are set out in the Grangegorman Development Agency Act 2005.

The aim of the Act is to facilitate the development of the 73-acre Grangegorman site in Dublin as a modern campus for TU Dublin, 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 TU Dublin properties;
- Prepare a strategic plan;
- Decide appropriate procurement strategy;
- Consult with relevant organisations, representative groups and the local community;
- Carry out construction;
- Return properties to HSE/ TU Dublin and any other educational body.

Section 33(4) of the Grangegorman Development Agency Act 2005 requires the accounts of the Agency for each financial year to be kept in such a form and manner as may be specified by the Minister and be prepared by the CEO and approved by the Agency as soon as



Governance Statement

practicable after the end of the financial year to which they relate for submission to the Comptroller and Auditor General for audit.

In preparing the financial statements the Agency is required to:

- Select suitable accounting policies and apply them consistently;
- Make judgements and estimates that are reasonable and prudent;
- State whether applicable accounting standards, including Financial Reporting Standard No. 102, (FRS 102), have been followed subject to any material departures disclosed and explained in the financial statements;
- Disclose and explain any material departures from applicable accounting standards;
- Prepare the financial statements on the going concern basis unless it is inappropriate to presume that the Agency will continue in business.

The Board confirms it has complied with the above requirements in preparing the financial statements. The Board is also responsible for safeguarding the assets of the Agency and for taking reasonable steps to prevent and detect fraud and other irregularities.

The Agency is responsible for keeping adequate accounting records which disclose, with reasonable accuracy at any time, its financial position and enables it to ensure that the financial statements comply with Sections 33 - 36 of the GDA Act 2005.

Matters reserved for the Board

- Approval of the long-term objectives and strategies of the GDA;
- Establishment, terms of reference, membership, procedures and dissolution of Board committees;
- Establishment and dissolution of the Consultative Group (Section 22 GDA Act 2005);
- Approval of the annual report and accounts of the GDA;
- Confirm annually to the Minister that the State Body has a system of internal financial control in place;
- Adoption of Strategic Plan (Section 12(4) GDA Act 2005);
- Implementation of adopted strategy through annual planning and budgeting cycle;
- Approval of the annual plan and budget, and formal evaluation of performance by reference to the plan and budget on an annual basis for inclusion in the annual report where appropriate;

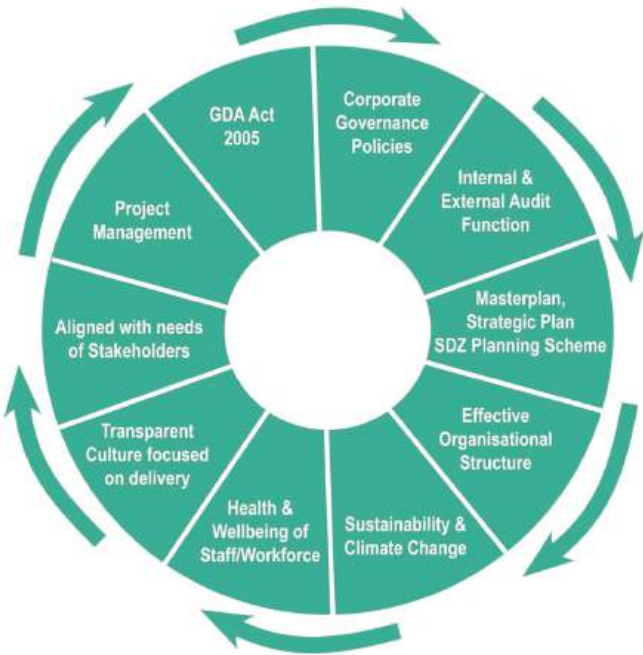
Governance Statement

- Borrowing by the GDA (Section 15 GDA Act 2005);
- Determination of contract award procedures for GDA Service, Supply and Works Contracts, in line with procurement procedures;
- Review of the GDA's overall corporate governance arrangements and terms of reference of sub committees;
- Approve the risk management framework, risk appetite and monitor its effectiveness. The Board should review the main Agency Risks and note or approve management's actions, as appropriate;
- Approval of the appointment of, and succession planning for, the CEO;
- Determining strategic policy with respect to the prosecution, defence or settlement of litigation;
- Acquisition and disposal of land, interest in land or any other property subject to the consent of the Minister for Further and Higher Education, Research, Innovation and Science (Section 8(2) GDA Act 2005);
- Acquisition, disposal and retirement of assets with an anticipated value at or above a threshold level of €150,000;
- Preparation of superannuation scheme for submission to the Minister for Further and Higher Education, Research, Innovation and Science and approval of significant amendments to the scheme (which may require Ministerial approval);
- Responsibility for delegating authority levels, treasury and risk management policies;
- Ensuring compliance with statutory and administrative requirements in relation to the approval of the number, grading, and conditions of appointment of all staff, in line with Department of Public Expenditure, NDP Delivery and Reform circulars and sanctions;
- Acquiring shares in limited liability companies to exploit any research, consultancy or development work undertaken by the Agency (Section 9(1) (b) GDA Act 2005);
- Vesting of lands and premises to be occupied by the HSE, the TU Dublin or other educational body, at the completion of the construction phase, into the ownership of the respective authority, institute or other body (Section 9(1) (l) GDA Act 2005);
- Review of its own operation and seek to identify ways of improving its effectiveness and identify if there are gaps in competencies and ways these could be addressed;
- In addition to regular meetings of the Agency members, the CEO holds regular formal meetings with the stakeholders including the relevant Department, TU Dublin and the HSE.



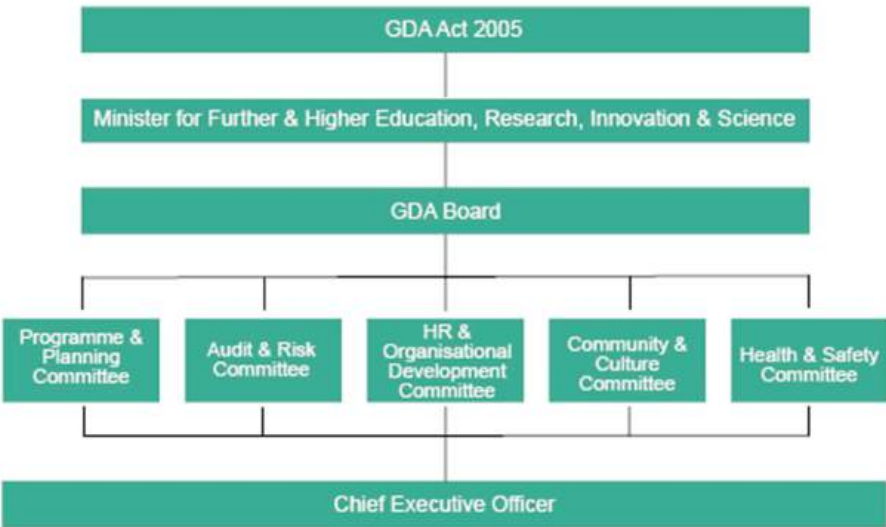
Governance Statement

Agency Governance Cycle



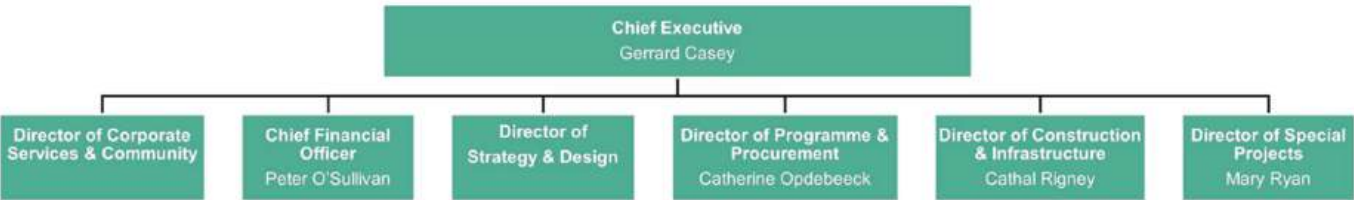
Agency Structure

Organisational Structure of the GDA



Governance Statement

Senior Management Team



Governance Statement

Agency Structure

The Agency consists of a Chairperson and 14 ordinary members, all of whom were appointed by the Minister for Further and Higher Education, Research, Innovation & Science. The Members of the Agency are appointed for a period not exceeding three years and meet on a regular basis. The table below lists the Agency members serving during 2024, and the respective appointment and resignations dates.

Agency Member	Nominated By	Date Appointed
Mr Paul O'Toole (Chairperson)	Minister for FHERIS	Re-appointed 13 January 2023
Mr Gerrard Casey (CEO)	Minister for FHERIS	13 July 2016
Ms Deborah Byrne	CE DCC	Appointed 10 October 2023 & resigned 7 June 2024
Mr David Conway	Minister for FHERIS	Re-appointed 14 January 2023
Mr Jim Curran	Minister for Health	Re-appointed 9 September 2021 & term concluded 9 September 2024
Mr James Gough	Minister for FHERIS	Appointed 9 September 2023
Ms Martina Fitzgerald	Minister for FHERIS	Appointed 22 August 2024
Ms Orna Hanly	President TU Dublin	Appointed 1 February 2024
Ms Julie Herlihy	Minister for FHERIS	Appointed 22 August 2023
Dr Paul Horan	President TU Dublin	Re-appointed 30 May 2024
Mr Ray McAdam	CE DCC	Appointed 16 th August 2024
Mr Ciaran McCaffrey	Minister for FHERIS	Re-appointed 9 September 2024
Mr Jack MacGowan	Minister for FHERIS	Re-appointed 9 September 2021 & term concluded 8 September 2024
Ms Mellany McLoone	Minister for Health	Re-appointed 9 September 2024
Mr Luke McManus	Community	Re-appointed 9 September 2024
Prof Terri Scott	Minister for FHERIS	Re-appointed 9 September 2024
Ms Deirdre Scully	CE DCC	Re-appointed 16 August 2024
Mr Peter Smyth	Minister for Health	Appointed 29 October 2024

The Agency has established five committees, as follows:

1. Audit and Risk Committee: comprises a minimum of four Agency Members. The role of the Audit and Risk Committee (ARC) is to support the Agency in relation to its responsibilities for issues of risk, control and governance and associated assurance. The ARC is

Governance Statement

independent from the financial management of the organisation. In particular the ARC ensures that the internal control systems, including audit activities, are monitored actively and independently. The ARC reports to the Agency after each meeting, and formally in writing annually.

The Members of the ARC in 2024 are:

Julie Herlihy (Chairperson), David Conway, James Gough, Orna Hanly, Prof Terri Scott (joined 27 November 2024) and Ciaran McCaffrey (exited 27 November 2024)

The ARC held 5 meetings in 2024.

2. Health & Safety Committee: comprises a minimum of three Agency Members. The role of the Health & Safety Committee (HSC) is to monitor and review existing health and safety procedures and provide strategic direction and leadership to ensure the safe delivery of the Grangegormán project. The HSC sets out to assist in achieving the GDA vision “Our aim is to adopt a collaborative Health & Safety approach across boundaries”. Recommendations from the committee are submitted to the Board.

The Members of the HSC in 2024 are:

Ciaran McCaffrey (Chairperson), Dr Paul Horan, Mellany McLoone and Luke McManus. Ray McAdam was appointed 16 August 2024.

There were 3 meetings of the HSC in 2024.

3. Programme & Planning (formerly the Strategy & Planning Committee): comprises a minimum of five Agency Members. The role of the Programme & Planning Committee (PPC) is to monitor and review the delivery of the Strategy & Property Disposal Plan, in particular items which have the potential to impact on the Planning Scheme or the Strategic Plan; consider and advise on potential opportunities and challenges for the Agency; consider and advise on opportunities or initiatives to promote the project; report to the Board on issues arising and the strategy options that are available.

The Members of the PPC in 2024 are:

Deirdre Scully (Chairperson), David Conway, Jim Curran (term concluded 9 Sept 2024), Dr Paul Horan, Ciaran McCaffrey (joined 27 November 2024), Mr Peter Smyth (appointed 29 Oct 2024), Prof Terri Scott and Jack MacGowan (term concluded 8 Sept 2024).

There were 4 meetings of the PPC in 2024.

4. HR & Organisational Development Committee (formerly the HR & Workforce Planning Committee): comprises a minimum of five Agency Members. The role of the HR & Organisational Development Committee (HRODC) is to advise the Agency and make recommendations on workforce matters. The HRODC reports to the Agency after each meeting, and formally in writing annually.



Governance Statement

The Members of the HRODC in 2024 are:

Mellany McLoone (Chairperson), Jim Curran (term concluded 9 September 2024), Prof Terri Scott, Martina Fitzgerald (appointed 22 August 2024), Julie Herlihy (joined 27 November 2024) and Peter Smyth (appointed 29 October 2024)

There were 3 meetings of the HRODC in 2024.

5. Community & Culture Committee: comprises a minimum of five Agency Members. The terms of reference for the Community and Culture committee is to consider matters, at a strategic level, arising from the work of the Consultative Group, the Community Liaison Committee, the Grangegorman Local Labour Forum, the Public Art Working Group, the Grangegorman Histories Group. The new committee considers strategic aspects of the GDA mission in respect of these areas and will advise the Board accordingly.

The CCC reports to the Agency after each meeting, and formally in writing annually.

The Members of the CCC in 2024 are:

Luke McManus (Chairperson), Deirdre Scully, James Gough, and Orna Hanly. Deborah Byrne resigned on 7 June 2024 and Ray McAdam was appointed 16 August 2024.

There were 3 meetings of the CCC in 2024.

New Board Members

The GDA has an induction process for new Board Members. It is designed to ensure they are familiar with the statutory obligations of the Agency and how the Board conducts its business. It includes relevant briefing material, details of the Agency's strategic plans, and also includes a programme of main Board and sub-committee meetings.

Schedule of Attendance, Fees and Expenses

A schedule of attendance at the Agency Board and committee meetings for 2024 is set out below, including the fees and expenses received by each Member:

Governance Statement

Board and Board Committee members and meeting attendance in 2024								
	Board	Audit & Risk attendance	Health & Safety	Programme & Planning	HR & Organisational Development	Community & Cultural	Fees € 2024	Expenses € 2024
Number of meetings	7	5	3	4	3	3		
Mr Paul O'Toole	7						8,978	
Mr Gerrard Casey	7							540
Ms Deborah Byrne	4 (4)					0 (2)	2,610	
Mr David Conway	7	5		3 (4)			5,986	175
Mr Jim Curran	4 (5)			2 (3)	2 (2)		4,120	
Mr James Gough	5 (7)	5 (5)				3	5,987	
Ms Martina Fitzgerald	2 (2)				1 (1)		2,142	
Ms Orna Hanly	6 (7)	2 (2)				3		
Ms Julie Herlihy	7	5 (Chair)			1 (1)		5,987	
Dr Paul Horan	6 (7)		3	3 (3)				
Mr Ray McAdam	1 (2)		1 (1)			1 (1)	2,211	
Mr Ciaran McCaffrey	6 (7)	3 (3)	2 (Chair)	1 (1)				
Mr Jack MacGowan	5 (5)			2 (3)			4,120	
Ms Mellany McLoone	5 (7)		1 (1)		3 (3) Chair			
Mr Luke McManus	6 (7)		2 (2)			3 Chair	5,987	
Prof Terri Scott	5 (7)	2 (2)		2 (3)	3 (3)		5,987	1,744
Ms Deirdre Scully	7 (7)			3 (4) Chair		3		
Mr Peter Smyth	1 (1)							
Total							54,115	2,459
() = the maximum no. of meetings it was possible to attend. otherwise, the maximum number was possible.								

The following members of the Agency, Dr Paul Horan, Mr Ciaran McCaffrey, Ms Mellany McLoone, Dr Susan O'Shaughnessy and Ms Deirdre Scully did not receive a fee under the One Person One Salary (OPOS) principle. Mr Gerrard Casey, as CEO, did not receive a fee.

Key Personnel Changes

On 1 March 2024, Peter O'Sullivan was appointed as Chief Financial Officer and on 23 September 2024 Mary Ryan joined the Agency as Director of Build Digital & Special Projects. Trevor Purtill, Director of Corporate Services and Community, resigned on 10 January 2025, while Conor Sreenan, Director of Strategy & Design resigned on 21 February 2025.

Gender Balance in the Board membership

As at 31 December 2024, the Board had 6 (40%) female and 9 (60%) male members. The Board therefore did meet the Government target of a minimum of 40% representation of each gender in the membership of State Boards.

The gender balance of the Board is taken into account when new appointments are being considered by the Department.

Disclosures Required by Code of Practice for the Governance of State Bodies

The Agency is responsible for ensuring that the Grangegorman Development Agency has complied with the requirements of the Code. The following disclosures are required by the Code:



Governance Statement

Employee Short-term Benefits Breakdown

Employee benefits breakdown is disclosed in note 7 of the financial statements.

Legal Costs and Settlements

During 2024 legal costs were incurred. The State Claims Agency manages three active Public Liability claims on behalf of the Agency. The Agency manages one active employee grievance claim.

There were no legal settlements in 2023 or 2024.

	2024	2023
	€'000	€'000
Legal costs incurred directly & provided by the Agency	582	28
Settlements paid out by the Agency in the year	<u>0</u>	<u>0</u>
Total legal costs and settlements	<u>582</u>	<u>28</u>

Consultancy Costs

Consultancy costs include the cost of external advice to management and excludes the cost of outsourced business as usual activities.

	2024	2023*
	€'000	€'000
Legal advice	312	200 *
Design consultancy	3,043	2,690
Professional fees	166	277 *
PR, branding & web-design	55	0
Health & Safety Advice	<u>6</u>	<u>26</u>
Total Consultancy Costs	<u>3,582</u>	<u>3,193</u>
Contract	762	468
Project Costs	38	82
Current Overheads	487	477
Capitalised	<u>2,295</u>	<u>2,166</u>
Total	<u>3,582</u>	<u>3,193</u>

**2023 consultancy fees are restated to allow for comparison with the definitions applied to the 2024 consultancy expenses.*

Governance Statement

Travel and Subsistence Expenditure

Travel and subsistence expenditure is categorised as follows:

	2024	2023
	€	€
Domestic		
Agency Board Members & CEO	2,149	4,981
Employees	<u>1,255</u>	<u>1,459</u>
International*		
Agency Board Members	0	0
Employees	0	1,012
Stakeholders	<u>0</u>	<u>2,575</u>
Total	<u>3,404</u>	<u>10,027</u>

*In 2023 a payment of €61 was required to be made to the Climate Action Fund to offset the carbon emissions associated with official air travel. In 2024, no such payment was required.

Hospitality Expenditure

The Income and Expenditure Account includes the following hospitality expenditure:

	2024	2023
	€	€
Staff & Board hospitality	5,414	4,781
Stakeholder hospitality	6,757	4,291
Client hospitality	<u>0</u>	<u>0</u>
Total	<u>12,172</u>	<u>9,072</u>

Statement of Compliance

The GDA reviews annually its level of compliance with the code of practice for the governance of state bodies and where necessary, puts in place arrangements to ensure compliance. It also has agreed a small number of derogations with the DFHERIS.



Governance Statement

Derogations have been agreed on:

- (i) Secretary of the Board: On the basis that the GDA Act supersedes the Code of Practice and those functions that are typically carried out by a Company Secretary are delegated by the CEO and performed by Corporate Services and other Executive Staff. All statutory functions have been undertaken, as per the GDA Act 2005, by the Chairperson, the Board and the CEO,
- (ii) Annual Report: Deadline for publication of annual report and financial statements. Deadline extension has been agreed until the later of six months from year end or one month following signing of the Financial Statements by the C&AG.

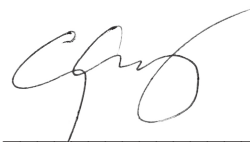
On behalf of the Members of the Agency:



Mr Paul O'Toole

Chair

Date: 24.09.2025



Mr Gerrard Casey

C.E.O. and Board Member

Date: 24.09.2025

Statement on Internal Control

Scope of Responsibility

On behalf of the Grangegorman Development Agency, we acknowledge the Agency's responsibility for ensuring that an effective system on internal control is maintained and operated. This responsibility takes account of the requirements of the Code of Practice for the Governance of State Bodies.

Purpose of the System of Internal Control

The System on Internal Control is designed to manage risk to a tolerable level rather than to eliminate it. The system can therefore only provide reasonable and not absolute assurance that assets are safeguarded, transactions authorised and properly recorded and that material errors or irregularities are either prevented or detected in a timely way.

The System on Internal Control, which accords with guidance issued by the Department of Public Expenditure, NDP Delivery and Reform (DPENDR), has been in place in the Agency for the year ended 31 December 2024 and up to the date of approval of the financial statements.

Capacity to Handle Risk

The Agency has an Audit and Risk Committee ("ARC") comprising four Members of the Agency with financial and audit expertise. The ARC met five times in 2024.

The Agency engages an independent Internal Auditor that operates in accordance with the ARC's terms of reference and reports directly to it. The Internal Audit Plan is approved and annually revised by the ARC using a risk based approach.

The Agency has articulated the organisation's risk appetite in a Risk Appetite Statement which is included in its Risk Management Policy. The ARC has developed a Risk Management Policy which outlines the Risk Management Processes in place and details the roles and responsibilities of staff in relation to risk. The policy has been issued to all staff who are expected to work within its guidelines, alert management on emerging risks and control weaknesses and assume responsibility for risks and controls within their own area of work.

Risk and Control Framework

We can confirm that the Agency employs a comprehensive control system that includes:

- **Continuous Risk Identification and Reporting:** The system is designed to pinpoint and report key risks, along with the management actions taken to address and



Statement on Internal Control

mitigate them. This proactive approach ensures that potential issues are addressed promptly.

- **Dedicated Oversight and Review:** Risk management is a standing item on the agenda for the Board, Audit and Risk Committee (ARC) and the wider Agency. This regular focus highlights the importance placed on risk at the highest levels.
- **Comprehensive Risk Register:** Risk Registers are maintained to document all key risks facing the Agency. These risks are identified, controls evaluated, and actions required to further reduce the risk. Residual risk is compared with the Risk Appetite.
- **Regular Risk Reviews:** The Agency reviews all identified risks on the Register bi - yearly, along with their mitigation plans. Furthermore, high-ranking risks , new risks, and changing risks receive even closer scrutiny, being reviewed formally at least twice per year by the Agency.
- **Resource Allocation Based on Risk Assessment:** The outcomes of these risk assessments directly inform the planning and allocation of resources, ensuring that efforts are concentrated where they can most effectively manage risks to an acceptable level. Residual Risks that are greater than the Risk Appetite are also reviewed.
- **Detailed Mitigation and Accountability:** The Risk Register clearly outlines the controls and actions needed to mitigate risks, with responsibility for operating these controls assigned to specific staff members. This ensures accountability and clear ownership of risk management activities.

Ongoing Monitoring and Review

Beyond the formal risk management system, we can confirm the Agency has strong ongoing monitoring systems in place, featuring:

- **Documented Procedures:** All key business processes have documented procedures, providing clear guidelines and reducing operational uncertainties.
- **Assigned Financial Responsibilities:** Financial responsibilities are clearly assigned at management level with corresponding reporting and accountability, promoting fiscal prudence and oversight.

Statement on Internal Control

- **Budgeting System:** An appropriate budgeting system is in place, featuring an annual budget that is continuously reviewed by senior management and the Agency. This ensures financial discipline and alignment with strategic objectives.
- **Information and Communication Technology (ICT) Security:** Systems are specifically aimed at ensuring the security of the information and communication technology systems, protecting vital data and operational continuity.
- **Asset Safeguarding:** Systems are in place to safeguard the Agency's assets, protecting physical and intangible resources from loss or damage.

Procurement

We confirm that the Agency has suitable procurement policies and procedures in place to ensure good practice and substantive compliance with relevant procurement guidelines, regulations and the Public Spending Code.

We further confirm that, in 2024, the Agency substantially complied with these procedures, except for one instance, noted below, for procurements in excess of €25,000.

An appointment for the provision of Dispute Advisory services for a value of up to an amount of €40,000 was entered into on 25th November 2024 without going through a full procurement process. The Agency required essential and independent professional support related to a discrete conciliation process of a highly complex, technical and classified nature and has appointed an advisor with particular expertise and experience in this area. Additionally of importance, the advisor has important discrete knowledge of the project. On balance, and considering risk profiles as appropriate, this approach was considered to provide the best overall value for money.

Revenue Commissioners Compliance

During 2024, the Agency had a Level 1 Revenue Compliance Intervention on RCT matters covering the periods 2021, 2023 and 2024. A number of issues around the timing of the RCT returns were discovered, resulting in a €5,500 penalty payment which was accepted by the Revenue in conclusion of the compliance audit.

Review of Effectiveness

We confirm that the Agency has procedures to monitor the effectiveness of its Risk Management and Control Procedures. The Agency's monitoring and review of the effectiveness of the system of internal financial control is informed by the work of the Internal



Statement on Internal Control

and External Auditors, the Audit and Risk Committee which oversees their work, and the senior management within the Agency responsible for the development and maintenance of the internal financial control framework.

We confirm that the Members of the Agency in conjunction with the Internal Auditors, conducted an annual review of the effectiveness of the Internal Controls for 2024. The Annual Assurance Report was published in February 2025 and presented to the Audit & Risk Committee at the 19 February 2025 meeting. At the 26 February 2025 Board meeting, the Board affirmed the adequacy and effectiveness of the system of internal controls.

Internal Control Issues

No material weaknesses in Internal Control were identified in relation to 2024.

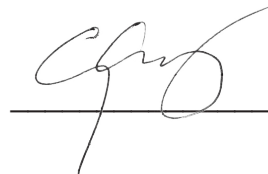
On behalf of the Members of the Agency:



Mr Paul O'Toole

Chair

Date: 24.09.2025



Mr Gerrard Casey

C.E.O. and Board Member

Date: 24.09.2025



Ard Reachtaire Cuntas agus Ciste **Comptroller and Auditor General**

Report for presentation to the Houses of the Oireachtas **Grangegorman Development Agency**

Opinion on the financial statements

I have audited the financial statements of the Grangegorman Development Agency for the year ended 31 December 2024 as required under the provisions of section 33 of the Grangegorman Development Agency Act 2005. The financial statements comprise

- the statement of income and expenditure and retained earnings
- the statement of comprehensive income
- the statement of financial position
- the statement of cash flows, and
- the related notes, including a summary of significant accounting policies.

In my opinion, the financial statements give a true and fair view of the assets, liabilities and financial position of the Grangegorman Development Agency at 31 December 2024 and of its income and expenditure for 2024 in accordance with Financial Reporting Standard (FRS) 102 — *The Financial Reporting Standard applicable in the UK and the Republic of Ireland*.

Basis of opinion

I conducted my audit of the financial statements in accordance with the International Standards on Auditing (ISAs) as promulgated by the International Organisation of Supreme Audit Institutions. My responsibilities under those standards are described in the appendix to this report. I am independent of the Agency and have fulfilled my other ethical responsibilities in accordance with the standards.

I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Report on information other than the financial statements, and on other matters

The Agency has presented certain other information together with the financial statements. This comprises the annual report, governance statement and the statement on internal control. My responsibilities to report in relation to such information, and on certain other matters upon which I report by exception, are described in the appendix to this report.

I have nothing to report in that regard.

Mark Brady
For and on behalf of the
Comptroller and Auditor General

26 September 2025



Appendix to the report

Responsibilities of Agency members

As detailed in the governance statement, the agency members are responsible for

- the preparation of annual financial statements in the form prescribed under section 33 of the Grangegorman Development Agency Act 2005
- ensuring that the financial statements give a true and fair view in accordance with FRS 102
- ensuring the regularity of transactions
- assessing whether the use of the going concern basis of accounting is appropriate, and
- such internal control as they determine is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

Responsibilities of the Comptroller and Auditor General

I am required under section 33 of the Grangegorman Development Agency Act 2005 to audit the financial statements of the Agency and to report thereon to the Houses of the Oireachtas.

My objective in carrying out the audit is to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement due to fraud or error. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with the ISAs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with the ISAs, I exercise professional judgment and maintain professional scepticism throughout the audit. In doing so,

- I identify and assess the risks of material misstatement of the financial statements whether due to fraud or error; design and perform audit procedures responsive to those risks; and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- I obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the internal controls.
- I evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures.

- I conclude on the appropriateness of the use of the going concern basis of accounting and, based on the audit evidence obtained, on whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Agency's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my report. However, future events or conditions may cause the Agency to cease to continue as a going concern.
- I evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

I communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

I report by exception if, in my opinion,

- I have not received all the information and explanations I required for my audit, or
- the accounting records were not sufficient to permit the financial statements to be readily and properly audited, or
- the financial statements are not in agreement with the accounting records.

Information other than the financial statements

My opinion on the financial statements does not cover the other information presented with those statements, and I do not express any form of assurance conclusion thereon.

In connection with my audit of the financial statements, I am required under the ISAs to read the other information presented and, in doing so, consider whether the other information is materially inconsistent with the financial statements or with knowledge obtained during the audit, or if it otherwise appears to be materially misstated. If, based on the work I have performed, I conclude that there is a material misstatement of this other information, I am required to report that fact.

Reporting on other matters

My audit is conducted by reference to the special considerations which attach to State bodies in relation to their management and operation. I report if I identify material matters relating to the manner in which public business has been conducted.

I seek to obtain evidence about the regularity of financial transactions in the course of audit. I report if I identify material instances where public money has not been applied for the purposes intended or where transactions did not conform to the authorities governing them.

Statement of Income and Expenditure and Retained Earnings

	Notes	Year ended 31 Dec 2024 €'000	Year ended 31 Dec 2023 €'000
INCOME			
Income	2	6,840	14,573
Net deferred funding for retirement benefits	8 (c)	652	440
Other income	3	<u>974</u>	<u>1,361</u>
		8,466	16,374
Transfer of land & buildings from the Agency	13	(19,718)	12
Transfer from / (to) capital account	4	<u>19,563</u>	<u>(8,706)</u>
		8,311	7,680
EXPENDITURE CONTRACT & PROJECT COSTS			
Contract costs	5	763	565
Project costs	6	107	577
Recoverable shared expenses		48	185
Special Projects / Commissions		<u>00</u>	<u>30</u>
		<u>918</u>	<u>1,357</u>
Gross Contribution		7,393	6,323
GENERAL OVERHEADS			
Staff costs	7	3,207	2,541
Retirement costs	8 (d)	667	454
Board members' remuneration and expenses	12	57	57
Establishment costs	9	139	120
Professional services	10	1,227	806
General operating expenses	11	243	190
Communications & PR		86	100
Depreciation	13	1,181	1,171
Audit fees		<u>28</u>	<u>28</u>
		<u>6,835</u>	<u>5,467</u>
SURPLUS FOR THE YEAR		558	856
Balance brought forward as at 1 January		<u>2,373</u>	<u>1,517</u>
BALANCE CARRIED FORWARD AS AT 31 DECEMBER		<u>2,931</u>	<u>2,373</u>

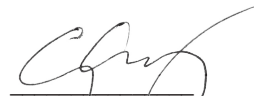
The Statement of Cash Flows and notes 1 to 24 form part of these Financial Statements.

ON BEHALF OF THE BOARD:



Mr Paul O'Toole
Chair

Date: 24.09.2025



Mr Gerard Casey
C.E.O and Board Member

Date: 24.09.2025



Statement of Comprehensive Income

	Notes	Year ended 31 Dec 2024	Year ended 31 Dec 2023
		€'000	€'000
Surplus for the year		558	<u>856</u>
Experience gain/(loss) on Retirement Benefits scheme liabilities		(598)	(1,688)
Change in assumptions underlying the present value of Retirement Benefits liabilities		<u>0</u>	<u>0</u>
Total Actuarial gain/(loss) in the year	8(f)	(598)	(1,688)
Adjustment to retirement benefit funding		<u>598</u>	<u>1,688</u>
Total comprehensive income for the year		<u>558</u>	<u>856</u>

The Statement of Cash Flows and notes 1 to 24 form part of these Financial Statements.

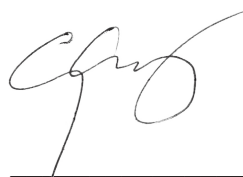
ON BEHALF OF THE BOARD:



Mr Paul O'Toole

Chair

Date: 24.09.2025



Mr Gerrard Casey

C. E. O and Board Member

Date: 24.09.2025

Statement of Financial Position

	Notes	31 December 2024 €'000	31 December 2023 €'000
FIXED ASSETS			
Property, plant and equipment	13	<u>190,910</u>	<u>177,877</u>
CURRENT ASSETS			
Receivables and prepayments	14	213	330
Cash at bank and in hand		8,600	9,526
Cash Equivalents		<u>32,346</u>	<u>65,878</u>
		41,159	75,734
CURRENT LIABILITIES			
Amounts falling due within one year	15	<u>(11,840)</u>	<u>(13,225)</u>
NET CURRENT ASSETS		<u>29,319</u>	<u>62,509</u>
TOTAL ASSETS LESS CURRENT LIABILITIES		<u>220,229</u>	<u>240,386</u>
LONG TERM LIABILITIES			
Amounts falling due after more than one year	16	(120,158)	(121,309)
Retirement benefit liabilities	8(b)	(6,628)	(5,378)
Deferred retirement benefit funding	8(b)	<u>6,628</u>	<u>5,378</u>
TOTAL ASSETS LESS LIABILITIES		<u>100,071</u>	<u>119,077</u>
REPRESENTING			
Retained revenue reserves	17	2,931	2,373
Capital account	4	<u>97,140</u>	<u>116,704</u>
		<u>100,071</u>	<u>119,077</u>

The Statement of Cash Flows and notes 1 to 24 form part of these Financial Statements.

ON BEHALF OF THE BOARD:



Mr Paul O'Toole
Chair



Mr Gerrard Casey
C.E.O. and Board Member

Date: 24.09.2025

Date: 24.09.2025



Statement of Cash Flows

	Notes	Year ended 31 December 2024 €'000	Year ended 31 December 2023 €'000
Cash flows from operating activities			
Operating surplus for the year		558	856
Depreciation	13	1,181	1,171
Loss on disposal of asset		1	0
Interest receivable	3	(527)	(924)
Decrease /(Increase) in receivables	14	117	(143)
Increase /(Decrease) in payables	15	(1,385)	2,568
Transfer (from) / to capital account	4	(19,563)	8,706
Transfer of assets to TU Dublin	13	124	0
Transfer of assets to DOES 1 st level		19,594	0
Advance payments on construction activities	16	<u>(1,151)</u>	<u>(4,839)</u>
Net cash inflow from operating activities		<u>(1,051)</u>	<u>7,395</u>
Cash flows from investing activities			
Payments to acquire tangible fixed assets	13	(33,934)	(44,362)
Interest received	3	<u>527</u>	<u>924</u>
Net cash flow from investing activities		<u>(33,407)</u>	<u>(43,438)</u>
Increase/ decrease in cash and cash equivalents		(34,458)	(36,043)
Cash and cash equivalents at 1 January		<u>75,404</u>	<u>111,447</u>
Cash and cash equivalents at 31 December		<u>40,946</u>	<u>75,404</u>

The Statement of Cash Flows and notes 1 to 24 form part of these Financial Statements.

Notes to the Financial Statements

1. STATEMENT OF ACCOUNTING POLICIES

The Agency's role is to promote the development of the Grangegorman site as a location for education, health and other facilities. Lands at the Grangegorman site were transferred to the Agency from the HSE in accordance with section 13 of the Grangegorman Development Agency Act 2005 on 24th February 2012.

As of 21st October 2020, the Agency became an aegis body of the Department of Further and Higher Education, Research, Innovation and Science, prior to which the Agency was under the Department of Education and Skills.

Funding was provided by the Department of Further and Higher Education, Research, Innovation and Science (DFHERIS), the Department of Education, the Health Service Executive (HSE) and Technological University Dublin (TU Dublin), as follows:

- TU Dublin
 - Funding is provided in relation to the construction of educational facilities. The funding is recognised as a Long-Term Liability and the related assets as tangible fixed assets in the Agency's financial statements and cash & cash equivalents (see Note 13 and Note 16).
 - Funding is provided in relation to certain project costs where these costs do not result in the creation of an asset. Such costs are charged to the Income & Expenditure. A matching amount is released from the Long-Term Liability, to the Income & Expenditure as income. In addition, some costs are shared between GDA and TU Dublin. Recoupment of these costs is included in other income.
- HSE – funds the costs associated with the development of healthcare facilities at the site, (see Note 5).
- DFHERIS provided capital and current funding for the development of the Grangegorman campus and the operational costs of the Agency.
- DoES – Department of Education provides funding for the primary Educate Together D7 School.

The following accounting policies are applied consistently in dealing with items which are considered material in relation to the Agency's financial statements:



Notes to the Financial Statements

i) BASIS OF ACCOUNTING

The financial statements of the Agency for the year ended 31 December 2024 have been prepared in accordance with FRS102, the financial reporting standard applicable in the UK and Ireland issued by the Financial Reporting Council (FRC).

The preparation of financial statements in conformity with FRS102 requires the use of certain critical accounting estimates. It also requires management to exercise judgement in the process of applying the Agency's accounting policies. The areas involving a higher degree of judgement or complexity or areas where assumptions and estimates are significant to the financial statements are disclosed in Note ix.

ii) REVENUE RECOGNITION

The Agency receives both current and capital grants from the DFHERIS which are recognised as follows:

- Grants provided to fund current expenditure are accounted for on an accruals basis.
- Grants provided to fund capital development from the DFHERIS are recognised under income in the Statement of Income and Expenditure. Where they are used to fund capital assets / assets in development, an equal amount is transferred to the capital account, until such time, as the control of the completed building passes to TU Dublin.

The Agency carries out construction and development work on behalf of its stakeholders. Where legal title to a building is with a stakeholder and the Agency incurs the associated contract costs, the Agency invoices those costs to the relevant stakeholder. Income is recognised in line with amounts invoiced. On other building projects, income is recognised when the significant risks and rewards of ownership and effective control over the underlying building transfers to the stakeholders.

iii) COST AND ASSET RECOGNITION

The Agency distinguishes between project costs and contract costs.

Project costs

This includes pre and post commencement costs where the costs do not result in the creation of an asset from which the Agency can derive future economic benefit. Such costs are charged to the Income and Expenditure and Retained Revenue Reserves account in the year in which they arise (Note 6).

Project costs include set-up costs for Public Private Partnership (PPP) projects in respect of the development of educational facilities within the Grangegorman site. The agreement with the PPP operator for the design, build, finance and maintain basis is between the DFHERIS

Notes to the Financial Statements

and the PPP Co, in return for unitary charge payments over a 25 year period. Consequently, given the Agency are not the grantor for the purposes of FRS 102 (section 34.12), the Agency's financial statements will not recognise the associated assets and liabilities under the PPP agreement.

Contract costs

This includes expenditure incurred on behalf of third parties (Note 5). These costs are invoiced to third parties in line with the stage of completion of the project. Relevant expenditure and income is recognised in the Statement of Income and Expenditure and Retained Revenue Reserves on the basis of amounts invoiced to the third party. Expenditure incurred which has not been invoiced to the third party is included as work in progress at the year end (Note 14).

Assets in development and construction

Costs related to assets in development and construction are capitalised where, in the opinion of the Agency, the related project is likely to be successfully developed and the economic benefits arising from future operations will at least equal the amount of capitalised expenditure incurred to date.

Costs capitalised to assets in development relate to costs incurred in bringing the asset to the stage where it is ready for construction to commence. Costs associated with completing this stage include planning application costs, enabling works and consultative studies. Construction costs relate to costs incurred in bringing the asset to completed construction (Note 13).

The Agency de-recognise assets when it concludes that effective control of the relevant asset has passed to another entity. In some cases, this may pre-date the formal transfer of title to the other entity but where the risks and rewards of ownership may have passed to that entity and/or GDA has entered into agreement to transfer ownership at a future date and as a result no longer has control of the relevant asset.

iv) WORK IN PROGRESS

Work in progress represents the un-invoiced element of contract costs and is stated at cost to the stage of completion of the contract. Provision is made for all known or expected losses on contracts (Note 14).

v) RETIREMENT BENEFITS

The Agency operates a defined benefit retirement scheme, funded annually on a pay-as-you-go basis from monies provided by the DFHERIS and from contributions deducted from staff



Notes to the Financial Statements

salaries. The Agency also operates a Single Public Services Pension Scheme, ("Single Scheme"), which is a defined benefit scheme for pensionable public servants appointed on or after 1 January 2013. All members' contributions are paid over to the DFHERIS and DPENDR.

Retirement benefit costs reflect retirement benefits earned by employees in the period and are shown net of pension contributions which are remitted to the DFHERIS and the DPENDR. An amount corresponding to the retirement charge is recognised as income, to the extent it is recoverable, and offset by grants received in the year to discharge retirement benefit payments.

Actuarial gains or losses arising on scheme liabilities are reflected in the Statement of Comprehensive Income and a corresponding adjustment is recognised in the amount recoverable from the DFHERIS.

Retirement benefit liabilities represent the present value of future retirement benefit payments earned by staff to date. Deferred retirement benefit funding represents the corresponding asset to be recovered in the future periods from the DFHERIS.

vi) TANGIBLE FIXED ASSETS AND DEPRECIATION

Freehold land, buildings, assets in development and construction, fixtures and office equipment are stated at cost, net of accumulated depreciation and impairment losses. Costs include expenditure that is directly attributable to the acquisition and construction associated with bringing assets into working condition for their intended use.

Freehold land, assets in development and construction are not depreciated. Depreciation of assets in development and construction commences when the asset is substantially complete and ready for its intended use. Full provision is made for any impairment in the value of the asset. Land is not depreciated.

Depreciation is calculated to write off the cost, less estimated residual value, of all other assets as follows:

Public realm, site infrastructure and buildings	2% Straight Line
Fixtures and office equipment	25% Straight Line

Fixed Assets are disposed of when the significant risks and rewards of ownership and effective control over the underlying assets are transferred.

vii) CAPITAL ACCOUNT

The Capital Account represents the unamortised amount of income used to finance tangible fixed assets.

Notes to the Financial Statements

viii) ADVANCE PAYMENTS ON CONSTRUCTION ACTIVITIES

The Agency receives financing from TU Dublin for the purposes of the construction and development of educational facilities at Grangegorman. TU Dublin provides funding in advance of the Agency making the related payments. The Agency recognises a long-term creditor in line with the TU Dublin funding received which will be extinguished on transfer of the completed assets to TU Dublin.

Where the funding is utilised to discharge costs incurred in the construction of assets, these costs are recorded as fixed assets in the Statement of Financial Position. When depreciation is charged on these assets, a matching funding amount is credited to the Statement of Income and Expenditure and Retained Revenue Reserves by way of a reduction in the long term creditor amount.

Where the funding is utilised to discharge project costs, such costs are charged to the Statement of Income and Expenditure and Retained Revenue Reserves with the matching funding credited to the Statement of Income and Expenditure and Retained Revenue Reserves, thereby reducing the long term creditor.

ix) CRITICAL ACCOUNTING JUDGEMENTS AND ESTIMATION UNCERTAINTIES

The preparation of the financial statements in conformity with generally accepted accounting principles requires the Agency to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of income and expenses during the reporting period. In this regard, the Board Members believe that the critical accounting policies where judgements or estimations are necessarily applied are summarised below.

Depreciation and residual values

The Board Members have reviewed the asset lives and associated residual values of all fixed asset classes and, in particular, the useful economic life and residual values of land and buildings and fixtures and fittings and have concluded that asset lives and residual values are appropriate.

Retirement Benefit Obligation

The assumptions underlying the actuarial valuations for which the amounts recognised in the financial statements are determined (including discount rates, rates of increase in future compensation levels, mortality rates and healthcare cost trend rates) are updated annually based on current economic conditions, and for any relevant changes to the terms and conditions of the retirement benefit and post-retirement plans.



Notes to the Financial Statements

The assumptions can be affected by:

- (i) the discount rate, changes in the rate of return on high-quality corporate bonds
- (ii) future compensation levels, future labour market conditions
- (iii) health care cost trend rates, the rate of medical cost inflation in the relevant regions.

2. Income

The Department of Further and Higher Education, Research, Innovation and Science (DFHERIS), the Health Service Executive (HSE), the Department of Housing, Local Government and Heritage (DHLGH) and the Department of Tourism, Culture, Arts, Gaeltacht, Sports and Media (DTCAGSM) made the following funds available to the Agency during the year:

	2024	2023
	€'000	€'000
DFHERIS – Current (Subhead B. 14)	4,953	4,126
DFHERIS – Current (Subhead B. 15)	120	0
DFHERIS – Periodic Critical Review	0	149
DFHERIS – Capital (Subhead B.16)	0	6,550
DOES – Capital (Primary level)	780	3,197
HSE – Contract costs	765	521
DHLGH – Historic Structure Fund	0	24
DTCAGSM - Sports Capital Programme	222	6
	<u>6,840</u>	<u>14,573</u>

In 2024, the GDA received funding from the Department of Further Higher Education, Research, Innovation and Science of €120k under the Build Digital Ireland Project in respect of the operational support provided by the Agency.

The Agency recognised income of €780k from the Department of Education & Skills (Primary level) for the development of the D7 Educate Together School and associated site infrastructure and public realm (2023: €3,197k).

The Agency recognised income in 2024 to meet contract costs on HSE projects of €765k (2023: €521) mainly for the Residential Care Neighbourhood

The Agency was awarded a grant from the Department of Tourism, Culture, Arts, Gaeltacht, Sports and Media (formerly the Department of Transport, Tourism and Sports) under the Large Scale Sports Infrastructure Fund for €1,451,310 with matching funding of €1,313,090 from T U Dublin. During 2024, €222,494 was received, which also equals the value received todate.

Notes to the Financial Statements

The Agency was awarded a grant from the Department of Tourism, Culture, Arts, Gaeltacht, Sports and Media (formerly the Department of Transport, Tourism and Sports) under the Sports Capital Programme in 2017, totaling €111,500 to fund three sports projects. In 2023, one project was undertaken – the installation of an electronic scoreboard. 95% of the cost €5,847 was funded by the grant, which was received in February 2023.

In 2023, the Agency was awarded a grant from the Department of Housing, Local Government and Heritage (DHLGH) under the Historic Structures Fund for €24,000 in respect of the Clocktower building. In 2024 no funding was received.

3. Other Income

	2024	2023
	€'000	€'000
Technological University Dublin	209	331
Technological University Dublin – transfer of art & buildings	124	(12)
Technological University Dublin – reimbursement of costs	0	0
Others, including recoupment of other costs	114	118
Bank interest	<u>527</u>	<u>924</u>
	<u>974</u>	<u>1361</u>

In 2024, control over the artwork Solaris-Nexum, by the artist Alexandra Carr, was passed over to TU Dublin €124k. This artwork can be viewed in the West Quad. The (€12k) in 2023 relates to an adjustment in respect of a historic transfer of a building to TU Dublin.

2024: As reported in note 16(a), an amount of €209k (2023: €331k) was released to other income comprising funding for project costs of €nil (2023: €201k), and an amount released to match depreciation of €209k (2023:€130k).

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Notes to the Financial Statements

4. Capital Account

	2024 €'000	2023 €'000
Balance at 1 January	<u>116,703</u>	<u>107,998</u>
Transfer from the Statement of Income and Expenditure and Retained Revenue Reserves:		
Funds allocated to acquire lands and buildings	222	6,550
Funds allocated to assets in development and construction	780	3,197
Disposal of fixed assets to DOES 1 st level	(19,594)	0
Amortised in line with asset depreciation	<u>(971)</u>	<u>(1,041)</u>
Total movement in the year	<u>(19,563)</u>	<u>8,706</u>
Balance at 31 December	<u>97,140</u>	<u>116,704</u>

The capital account balance represents the unamortised amount of income, received from the DFHERIS and DOES, used to contribute to the purchase of tangible fixed assets. Owing to the nature in which the Agency is funded and revenue is recognised, a timing delay can arise between the recording of a fixed asset cost and receipt of associated funding.

Notes to the Financial Statements

5. Contract Costs

	2024 €'000	2023 €'000
Contract costs	<u>763</u>	<u>565</u>

Up to 31 December 2023, the Agency had incurred contract costs which had been invoiced to the HSE totalling €35,577k. All of these costs relate to contracts with the HSE in respect of the development of healthcare facilities. A breakdown of the costs charged to the Statement of Income and Expenditure and Retained Revenue Reserves is included below:

	Cumulative Expenditure Pre 2023 €'000	2024 €'000	Total Cumulative Expenditure €'000
Legal and professional	4,833	758	5,591
Enabling and construction works	29,759	5	29,764
Fit out and landscaping	804	0	804
Refurbishment and relocation	58	0	58
Estate management & maintenance	43	0	43
Sundry	74	0	74
Project promotion and public relations	<u>6</u>	<u>0</u>	<u>6</u>
Total contract costs reimbursed by the HSE	<u>35,577</u>	<u>763</u>	<u>36,340</u>

To date the Phoenix Mental Health Hospital and the Primary Care Centre are complete and are in use. The Residential Care Neighbourhood completed preliminary design phase in 2023, and was awarded planning permission on 25 January 2024.

6. Project Costs

	2024 €'000	2023 €'000
Legal services	0	0
Design consultancy	0	0
Professional fees	57	421
Enabling and construction works	(28)	(7)
Estate Management & Maintenance	8	163
Campus Access Settlement	<u>70</u>	<u>0</u>
	<u>107</u>	<u>577</u>



Notes to the Financial Statements

7. Staff Costs

	2024	2023
	€'000	€'000
Wages and salaries	2,614	2,141
Seconded & agency staff	252	110
Employer's PRSI	280	229
Staff training and recruitment	<u>61</u>	<u>61</u>
	<u>3,207</u>	<u>2,541</u>

Number of employees

An average of 33 (2023: 28) staff were directly employed by the Agency during the year.

An average of 3.5 (2023: 3) staff were employed by way of secondment or through third party service providers during the year.

€65k (2023: €53k) was deducted from staff by way of an additional superannuation contribution and was paid over to the DFHERIS.

Board, management and staff related hospitality expenses were €12k (2023: €9k). Total foreign travel expenditure incurred in respect of the CEO and staff was € nil (2023: € 1k).

Employee benefits breakdown*

Range of total employee benefits

Number of employees

From	To	2024	2023
€20,000 - €29,999		0	1
€30,000 - €39,999		2	2
€40,000 - €49,999		0	1
€50,000 - €59,999		8	4
€60,000 - €69,999		1	1
€70,000 - €79,999		1	7
€80,000 - €89,999		10	10
€90,000 - €99,999		8	5
€100,000 - €109,999		4	0
€110,000 - €119,999		0	0
€120,000 - €129,999		0	1
€130,000 - €139,999		<u>1</u>	<u>0</u>
		<u>35</u>	<u>32</u>

*Applies to staff directly employed by the Agency as at 31 Dec 2024.

Notes to the Financial Statements

8. Retirement Benefit Costs

(a) Retirement Benefit Scheme

The Agency operates an unfunded defined benefit superannuation scheme for staff. Superannuation entitlements arising under the Scheme are paid out of current income. Employee superannuation contributions are payable to the DFHERIS in respect of the main scheme and to the DPENDR in respect of the Single public sector scheme.

The main (pre-existing) scheme is a defined benefit final salary retirement benefit arrangement with benefits and contributions defined by reference to current “model” public sector scheme regulations. The Scheme provides a retirement benefit (one eightieths per year of service), a gratuity or lump sum (three eightieths per year of service) and spouse’s and children’s pensions. Normal Retirement Age is a member’s 65th birthday, and pre 2004 members have an entitlement to retire without actuarial reduction from age 60. Retirement benefit payment (and deferment) increase on a discretionary basis in line with general salary inflation.

With effect from 1 January 2013, new entrants become members of the Single Public Service Retirement Benefit Scheme. This provides career-average revalued earnings related benefits revalued in line with increases in the Consumer Price Index. The Scheme’s minimum retirement age will be linked to the State Pension age.

The results set out below are based on an actuarial valuation of the liabilities in respect of the serving, retired and deferred staff of the Agency as at 31st December 2024.

This valuation was carried out by a qualified independent actuary for the purposes of the accounting standard, FRS 102 – Retirement Benefits. The financial assumptions used to calculate scheme liabilities under FRS 102 are:

	2024	2023
Discount rate	3.30%	3.15%
Rate of increase in salaries	4.00%	3.75%
Rate of increase in retirement benefits	3.50%	3.25%
Inflation	2.50%	2.25%



Notes to the Financial Statements

(b) Statement of Financial Position Recognition

The amounts recognised in the Statement of Financial Position are as follows:

	2024 €'000	2023 €'000
Present value of defined benefit obligations that are wholly unfunded	6,628	5,378
Present value of defined benefit obligations that are wholly or partly funded	<u>0</u>	<u>0</u>
Deferred retirement benefit funding	(6,628)	(5,378)
Net liability recognised in the Statement of Financial Position at 31 December	<u>0</u>	<u>0</u>

(c) Net deferred funding for retirement benefits year

	2024 €'000	2023 €'000
Funding recoverable in respect of current year retirement benefit costs	667	454
Less: retirement benefit payments	<u>(15)</u>	<u>(14)</u>
	<u>652</u>	<u>440</u>

(d) Analysis of total retirement benefit costs charged to expenditure

	2024 €'000	2023 €'000
Current service cost	514	352
Interest cost	153	102
Employees contribution refunds	<u>0</u>	<u>0</u>
Expenses recognised in the income and expenditure and retained revenue reserves account	<u>667</u>	<u>454</u>

(e) Deferred funding liability for retirement benefits

The Agency recognises amounts owing from the state for the unfunded deferred liability for retirement benefits on the basis of a number of past events. These events include the statutory backing for the superannuation scheme, and the policy and practice in relation to funding public service retirement benefits including the annual estimates process. Whilst there is no formal agreement and therefore no guarantee regarding these specific amounts

Notes to the Financial Statements

with the DFHERIS, the Agency has no evidence that this funding policy will not continue to progressively meet this amount in accordance with current practice. The deferred funding liability for retirement benefits as at 31 December 2024 amounted to €6,628k (31st December 2023: €5,378k).

The scheme is a defined benefit final salary retirement benefit arrangement with benefits and contributions defined by reference to current model public sector scheme regulations.

(f) Movement in defined benefit obligation

Changes in the present value of the defined benefit obligation are as follows:

	2024 €'000	2023 €'000
Present value of defined benefit obligation at 1st January	5,378	3,270
Current service cost	514	352
Interest cost	153	102
Benefits paid in the year	(15)	(14)
Actuarial loss / (gain)	<u>598</u>	<u>1,668</u>
Present value of defined benefit obligation at 31st December	<u>6,628</u>	<u>5,378</u>

9. Establishment Costs

	2024 €'000	2023 €'000
Repairs and maintenance	0	2
Cleaning	13	12
Insurance	89	94
Rent & service charges	28	22
Light and heat	8	(10)
Loss on disposal of Fixed Asset	<u>1</u>	<u>0</u>
	<u>139</u>	<u>120</u>



Notes to the Financial Statements

10. Professional Services

	2024	2023
	€'000	€'000
Legal services	848	228
Accountancy / Financial advisory	5	4
Consultancy (including property advisory)	318	366
Internal Audit fees	32	22
Pension advisory fee	14	5
Translation fees	3	5
Other Professional fees	<u>7</u>	<u>176</u>
	<u>1,227</u>	<u>806</u>

11. General Operating Costs

	2024	2023
	€'000	€'000
Printing, postage and stationery	8	5
Telephone	10	7
Bank charges	1	1
Website and IT expenses	165	128
Office expenses	18	20
Meeting expenses	15	8
Newspapers, journals and reference material	0	0
Subscriptions	18	17
Travel and subsistence	2	4
Taxes & Penalties	6	0
Interest Payable	<u>0</u>	<u>0</u>
	<u>243</u>	<u>190</u>

Notes to the Financial Statements

12. Board Member Fees and CEO Salary	2024	2023
	€'000	€'000
Chairperson's remuneration	9	9
Board member fees	45	42
Board members expenses	<u>3</u>	<u>6</u>
	<u>57</u>	<u>57</u>
Chief Executive Officer	2024	2023
	€'000	€'000
Basic Salary	<u>131</u>	<u>123</u>
Travel subsistence and professional subscriptions	<u>1</u>	<u>1</u>

The CEO is a member of an unfunded defined benefit public sector scheme and his retirement benefits do not extend beyond the standard entitlements in the public sector defined benefit superannuation scheme.

Key Management Personnel

Key management personnel in the Grangegorman Development Agency are those members of the Senior Management Team who report directly into the CEO. The total value of employee benefits for key management personnel is set out below.

	2024	2023
	€'000	€'000
Salary	<u>488</u>	<u>385</u>

This does not include the value of retirement benefits earned in the period. The key management personnel are members of Grangegorman Development Agency pension scheme and their entitlements in that regard do not extend beyond the terms of the model public service pension scheme



Notes to the Financial Statements

13. Property Plant and Equipment

	Land, public realm, site infrastructure and buildings €'000	Assets in development and construction €'000	Fixtures and office equipment €'000	Total €'000
COST				
At 1st January 2024	95,273	91,412	406	187,091
Additions	3	33,879	52	33,934
Re-classify	357	(357)		0
Disposals	(952)	(18,766)	(5)	(19,724)
At 31st December 2024	<u>94,680</u>	<u>106,168</u>	<u>453</u>	<u>201,301</u>
	Land, public realm, site infrastructure and buildings €'000	Assets in development and construction €'000	Fixtures and office equipment €'000	Total €'000
DEPRECIATION				
At 1st January 2024	8,940	0	274	9,214
Charge for the year	1,097	0	84	1,181
Disposals	<u>0</u>	<u>0</u>	(4)	(4)
At 31st December 2024	<u>10,037</u>	<u>0</u>	<u>354</u>	<u>10,391</u>
NET BOOK VALUE				
At 31st December 2024	<u>84,643</u>	<u>106,168</u>	<u>99</u>	<u>190,910</u>
At 31st December 2023	<u>86,333</u>	<u>91,412</u>	<u>132</u>	<u>177,877</u>

In 2024, control over the land and buildings on which the primary Educate Together school is located, was transferred to DOES - land valued at €952k and buildings valued at €18,642k.

The artwork Solaris-Nexum, by the artist Alexandra Carr, was passed over to TU Dublin valued at €124k.

Notes to the Financial Statements

Upon completion, the Golden Bandstand €427k, the temporary Print Making Workshop €1,703k, the interim Field Sports Changing facilities €1,893k and the interim Energy Centre €3,959k were re-classified from assets in development and construction to buildings. The adaptive re-use historic building Top House (€7,625k) was transferred from land and buildings to assets in development and construction, as it became integrated with the Academic Hub construction. Thus, a net asset value of €357k were re-classified.

In 2023, a strip of land 0.1789 acre was purchased on Prussia Street, to enable the Agency to comply with the SDZ Planning Scheme requirement to provide a high quality access route through to Prussia Steet. In August 2025, Planning Permission was granted by Dublin City Council to develop a temporary haul road with segregated pedestrian and cycle access.

Assets in development and construction are mainly the Academic Hub (€90.3) incorporating the Top House Adaptive Re-use (€7.6m), West Quad (€7.3m), and smaller projects (€1.0m).

The Agency moved offices from the Clocktower building to Park House (owned by TU Dublin) in January 2021. A Memorandum of Agreement was signed between the GDA and TU Dublin on 18th December 2020, for a period of 10 years for the 475 sq. m. office space.

14. Receivables and Prepayments	2024	2023
Amounts falling due within one year	€'000	€'000
Trade receivables	16	22
Amounts due from the HSE	6	0
Amounts due from the Technological University Dublin	0	2
Accrued income	27	190
Sundry receivables and prepayments	<u>164</u>	<u>116</u>
	<u>213</u>	<u>330</u>

All receivable balances are deemed recoverable within one year.



Notes to the Financial Statements

15. Current Liabilities	2024	2023
Amounts falling due within one year	€'000	€'000
Trade payables	328	365
Amounts due to the Technological University Dublin	0	0
Professional services withholding tax	83	60
Value added taxation	244	898
RCT	0	0
Income Tax	0	0
PAYE / PRSI	94	82
Accruals	3,204	4,380
Deferred income	4,353	5,215
Retentions held on construction operations	3,451	2,141
Sundry payables	<u>83</u>	<u>84</u>
	<u>11,840</u>	<u>13,225</u>

Notes to the Financial Statements

16. Long Term Liabilities	2024	2023
Amounts falling due after more than one year	€'000	€'000
Advanced payments on construction activities	<u>120,158</u>	<u>121,309</u>

Technological University Dublin make funds available to the Agency by way of advanced payments in respect of the construction and development of educational facilities at Grangegorman. At 31st December 2024, a total of €85,646k (2023: €53,381k) has been used to discharge costs incurred in the construction and development of educational facilities, which are included within fixed assets. On transfer of the completed asset to TU Dublin, the creditor balance will be extinguished.

	2024	2023
	€'000	€'000
Balance at 1st January	121,309	126,148
Advanced in year	0	0
Costs of property disposal	0	0
Amount released to other income in respect		
of project costs in year (a)	0	(201)
Amounts transferred to TU Dublin (b)	(818)	(4,520)
Transfer of Assets to TU Dublin (c)	(124)	12
Depreciation (a)	<u>(209)</u>	<u>(130)</u>
Balance at 31st December	<u>120,158</u>	<u>121,309</u>

	2024	2023
	€'000	€'000
The balance is made up of		
TU Dublin Funding provided not utilised at year end,		
cash & cash equivalents balance	34,512	67,928
Cumulative funding used for asset development (d)	<u>85,646</u>	<u>53,381</u>
TU Dublin Long Term Liability Balance at 31st December	<u>120,158</u>	<u>121,309</u>

- (a) The amount released to income comprises funding for project costs of €nil (2023: €201k), and an amount released to match depreciation of €209k (2023: €130k). Such income is reported in Note 3.



Notes to the Financial Statements

- (b) €818k was transferred to TU Dublin for projects directly managed by TU Dublin on the Grangegorman campus – Audio Visual & ICT equipment €552k; loose furniture for the Lower House €162k and smaller projects €104k.
- (c) In 2024, control over the artwork Solaris-Nexum, by the artist Alexandra Carr, was passed over to TU Dublin. This artwork can be viewed in the West Quad valued €124k.
- (d) Cumulative Funding used for asset development (€85,646) comprises Academic Hub €68,858; West Quad €6,944k; Energy Centre €3,637k; Sports Changing facilities €1,891k; Print Workshop €1,702k and smaller projects €2,614k.

The funding provided and not utilised at year end is included in the Agency's bank balance. As outlined in the accounting policy, the costs of assets constructed are included in tangible assets pending their transfer to the TU Dublin (Note 13).

17. Retained Revenue Reserves

	2024 €'000	2023 €'000
At 1st January	2,373	1,517
Surplus for year	<u>558</u>	<u>856</u>
At 31st December	<u>2,931</u>	<u>2,373</u>

Balance on the Statement of Income and Expenditure and Retained Revenue Reserves

Much of the income in the Statement of Income and Expenditure and Retained Revenue Reserves is state grants, which is provided to meet liabilities maturing during the year as opposed to expenditure incurred during the year. Expenditure is recorded on an accruals basis. As a result, the balance on the Income and Expenditure and Retained Revenue Reserves account does not represent normal operating surplus or deficits but is largely attributable to the difference between expenditure on an accruals basis and funding on a cash basis. Interest receivable also contributes to this surplus.

18. Board Member Interests

The Agency adopted procedures in accordance with guidelines issued by the Department of Public Expenditure, NDP Delivery and Reform in relation to the disclosures of interests by Board Members and these procedures have been adhered to during the year. There were no transactions of any significance in the year in relation to the Board's activities in which a Board Member had any beneficial interest.

Notes to the Financial Statements

19. Capital Commitments

Details of capital commitments at the accounting date are as follows:

	2024 €'000	2023 €'000
Contracted for but not provided for in the financial statements	<u>12,156</u>	<u>35,495</u>

The €23,339k decrease in capital commitments was due the construction expenditure incurred on both the Academic Hub (€22,645k), the Residential Care Neighbourhood (€838k) and various smaller projects (€412k). Additional commitments were entered into for the Goirtin demolitions €556k.

20. Analysis of Changes in Net Funds

	Opening Balance €'000	Cash flows €'000	Closing Balance €'000
Cash at bank and Cash Equivalents	<u>75,404</u>	<u>(34,458)</u>	<u>40,946</u>
Net funds	<u>75,404</u>	<u>(34,458)</u>	<u>40,946</u>

21. Related Party Disclosures

TU Dublin is a related party by virtue of commonality of certain Board members.

HSE is a related party owing to a number of senior HSE employees being members of the Agency's Board.

There were no related party transactions of any significance in the year other than those disclosed within Notes 2, 3, 5 and 12.

Key management personnel in the Agency consist of the CEO and members of the Board. Total compensation paid to key management personnel, including Board members' fees and expenses and total CEO remuneration, amounted to €188k (2023: €180k).



Notes to the Financial Statements

22. Contingent Liability

The Agency is in a conciliation process with a construction contractor on one of the projects. This may lead to a process of adjudication or arbitration, which will take some time. The Agency believes it has provided for all necessary liabilities as at 31 December 2024

The Agency have incurred legal costs due to on-going employee and public liability matters. Provisions have been made in the 2024 accounts in respect of likely future legal costs.

The Agency believes it has provided for all necessary liabilities as at 31 December 2024

23. Events After The End Of The Financial Year

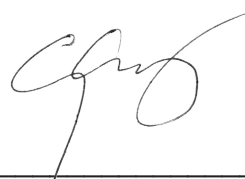
There are no events between the reporting date and the date of the approval of these financial statements for issue that require adjustment to the financial statements.

24. Approval Of Financial Statements

The financial statements were approved by the Board on 24.09.2025



Mr Paul O'Toole
Chair



Mr Gerrard Casey
C.E.O. and Board Member

Appendices

APPENDIX 1*

Agency Staff

Ger Casey – Chief Executive Officer

Peter O'Sullivan – Chief Financial Officer

Catherine Opdebeeck - Director of Programme &
Procurement

Trevor Purtill – Director of Corporate Services &
Community

Cathal Rigney – Director of Construction & Infrastructure

Conor Sreenan – Director of Strategy & Design

Mary Ryan - Director of Special Projects

Catherine Hallinan – Head of Finance

Padraic Ballantyne – Project Coordinator

Shay Bowman – Project Coordinator

Brian Cooling - Senior Cost Manager/Quantity Surveyor

Ian Costello - Project Coordinator/M&E Engineer

Anne-Marie Deasy – Administration/Sharepoint Admin

Jenny Donohoe - Communications and Media Assistant

Lori Keeve – Communications Manager

Gosia Kudyba - Sustainability Coordinator

Mirela Railic - Project Administrator

Aideen Lowery - Project Coordinator

Des Marmion – Project Coordinator

Kathleen McCann – Community Engagement Manager

Paul McDermott - Project Coordinator

Peter McDonnell - Information Manager

Louisa Moss - Human Resources Manager

Pat Moynihan – Project Coordinator

Derek Niven – Senior Cost Manager/Quantity Surveyor

Louise O'Brien - Document Manager

Carmel Norman - Procurement Manager

Adam O'Halloran - Administration Clerical Officer

Pat O'Sullivan – Project Coordinator

Edward Scanlon – Project Coordinator

Catherine Stapleton – Assistant Accountant

Nigel Thompson – Commercial Manager

Rachel Welsby - Project Coordinator

Colm Maguire - Planner

Katie Markham - Communications Manager

Orlaith Mernagh - Project Administrator

Mairead Slater - Administration Manager

*as of end of 2024

APPENDIX 2

Consultative Group*

Department of Education/HEA
Andrea Valova

Department of Environment, Community and Local
Government
Vacant

National Transport Authority
Kevin Cox

Technological University Dublin
Collette Burns
Helena Fitzgerald

TU Dublin Staff
Jim Roche
Liam Sharkey

TU Dublin Students
Shauna Wallace
Jessica Gallagher

Dublin City Council Public Representatives
Cllr Janet Horner
Cllr John Stephens

Health Service Executive
Alicja Downey
James Barry

HSE Staff
Resma KakKattuchalil

HSE Service Users Representatives
Alicja Downey
James Barry

Public Representatives

Local Residents
Eugene Kelly
Seáneen Sullivan

*as of end of 2024

APPENDIX 3

Community Liaison Committee

The Community Liaison Committee is Chaired by the Agency Communications Manager and comprises:

Two community members of the Consultative Group
Eugene Kelly
Seáneen Sullivan

One community member of the Board
Luke McManus

Two Dublin City Council elected members on the Consultative Group
Cllr Janet Horner
Cllr John Stephens

One Dublin City Council elected member on the Board
Cllr Ray McAdam

Public Representative

DCC Central Area Office
Brendan Doggett

Garda
Garda Amy Murtagh

HSE
Eamonn McCluskey

TU Dublin
Brian Gormley

TU Dublin Estates
Paul Coleman
Joanne Kearney

D7 Educate Together School
Fionnuala McHugh
Peter Kinsella
Ronan Whelan

TU Dublin Students Union
Jason Aughney
Peter McCann
Shauna O'Toole

Grangegorman Employment and Training Coordinator
Kathleen McCann

Other organisations will join the meetings as necessary by invitation on a month-by-month basis.

*as of end of 2024

APPENDIX 4

Grangegorman Public Art Working Group

PAWG membership 2024:

- Clíodhna Shaffrey, Chair
- Christina Kennedy, Senior Curator at Irish Museum of Modern Art (IMMA)
- Derek Dockrell, Health Service Executive
- Jacquie Moore, Office of Public Works (OPW)
- John Mitchell, Director, DMOD Architects
- Robert Ballagh, Community Representative
- Ronan McCrea, TU Dublin
- Ruairí Ó'Cuív, Public Art Officer, DCC
- Terry Prendergast, Planner

APPENDIX 5

Grangegorman Histories Expert Working Group

Grangegorman Histories is a public history project of

- Dublin City Council (DCC)
- Grangegorman Development Agency (GDA)
- Health Service Executive (HSE)
- Local Communities
- National Archives, Ireland (NAI)
- Royal Irish Academy (RIA)
- Technological University Dublin (TU Dublin)

Members of the Grangegorman Histories Working Group:

- Philip Cohen (Chair)
- Danny Connellan (HSE)
- Catriona Crowe (RIA)
- Brian Donnelly (NAI)
- Charles Duggan (DCC)
- Ruth Hegarty (RIA)
- Stephanie Dickenson (Local communities)
- Noel Fitzpatrick (TU Dublin)
- Brendan Kelly (Author)
- Mary Muldowney (DCC Historian-in-residence and local communities)
- Una Sugrue (GDA)

*as of end of 2024

