Independent Reporting Mechanism

Results Report: Ireland 2023-2025

Open Government Partnership

Independent Reporting Mechanism

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Executive Summary

Ireland's fourth action plan significantly improved public access to government datasets. It also began to strengthen the justice sector's policymaking process, a national forum for government-civil society dialogue, and the diversity of candidates in local elections. Whilst civil society engagement was seen in implementation of individual commitments, oversight by the Open Government Roundtable faced limitations.

Implementation

Ireland's fourth OGP action plan had a strong implementation rate, and four of its commitments achieved early results. Commitment 1 significantly strengthened public access to government data. With nearly 22 thousand datasets available by the end of 2025, many put the data to use, whether making data-based decisions on childcare funding or business planning. The commitment offered support through funding, capacity-building, and improved interoperability and publishing standards. In addition, Commitment 2 began to strengthen academics' participation in the justice sector policymaking process, as well as usage of criminal justice data. Commitment 4 improved collaborative development of National Civic Forums, an existing venue for government-civil society dialogue. Meanwhile, Commitment 6 saw a marked increase in the number of female candidates and candidates from migrant backgrounds running for local office – although they remained underrepresented on local councils.

The other commitments addressed important policy areas but did not produce notable early results in open government. Commitment 7 completed planned efforts on domestic violence prevention, but didn't introduce mechanisms to strengthen government transparency, participation, or accountability. Commitments 3 and 5 were still pending by the end of the implementation period, with next steps on participation guidelines and legislation on ethics in public life expected in 2026. Overall, commitments that made the most progress were clearly scoped and aligned with existing policy frameworks, while those that stalled were more dependent on cross-government coordination or legislative processes.

At a Glance

LEVEL OF COMPLETION

6/7	**Complete or substantially complete commitments**

EARLY RESULTS

4/7	**Commitments with early results**
1/7	**Commitments with significant results**

KEY OBSERVATIONS

- This action plan saw more tangible results than the previous plan.
- Commitments brought focus to underrepresented groups.
- Civil society was consulted but did not have a strong oversight role.

Met the minimum requirements during implementation: No

Participation and Co-Creation

Ireland's OGP process is led by the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation. The co-creation process included a public consultation and a series of

workshops, offering structured opportunities for engagement. Some commitments included civil society directly in implementation (2, 4, and 7). A civil society stakeholder noted that broader civil society-government engagement has become more normalised over successive cycles, with increasing regularity of civil society invitations to government workshops and policy processes. The stakeholder also highlighted that a positive feature of the Irish OGP process is civil society's access to senior civil servants.[1]

However, Open Government Roundtable oversight continued to face obstacles. Some civil society members expressed frustration with limited input into agenda-setting, the final design of certain commitments, and oversight of implementation, leading to disengagement in a few cases.[2] Like the previous cycle,[3] the Roundtable's momentum slowed during implementation. Its schedule fell short of the OGP Participation and Co-Creation Standards minimum requirement to meet at least every six months – as did online updates on action plan implementation. Due to the grace period for implementing OGP's updated Participation and Co-Creation Standards, this does not affect Ireland's OGP status. To address recurrent challenges to engagement, Ireland could refresh the Open Government Roundtable's role — ensuring regular meetings, joint decision-making on commitment design, and joint oversight of implementation.

Implementation in Context

The 2024 general election and subsequent change in government contributed to delays in legislative commitments. For Commitment 5 on ethics legislation, complex policy issues combined with shifting political priorities meant no legislative outputs materialised during the implementation period. For Commitment 3, the complexity of cross-departmental collaboration and internal approval processes delayed publication of the public participation toolkit.

Ireland's commitments in its OGP action plan represented a subset of the country's wider open government efforts. Continued implementation of the Open Data Strategy 2023–2027 and alignment with EU open data requirements supported progress in transparency and data accessibility. With low levels of corruption, Ireland remained near the top of the Corruption Perceptions Index by 2025, ranked 12 of 182 countries.[4] In addition, the country's civic space continued to be assessed as open by Civicus.[5]

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[1] Johnny Sheehan (The Wheel), interview by the IRM, 8 June 2025.
[2] Shana Cohen (Think Tank for Action on Social Change), interview by the IRM, 9 March 2026; Kathryn McCabe (the Change Agency), correspondence with the IRM, 6 March 2026.
[3] "Ireland Results Report 2021–2023," Open Government Partnership, 5 June 2024, https://www.opengovpartnership.org/documents/ireland-results-report-2021-2023/.
[4] "Corruption Perceptions Index 2025," Transparency International, accessed 17 August 2026, https://www.transparency.org/en/cpi/2025.
[5] "Ireland," CIVICUS, accessed 17 June 2026, https://monitor.civicus.org/country/ireland/.

Section I. Key Observations

The key observations below offer reflections from Ireland's fourth action plan cycle. These lessons aim to support Ireland's future action plans and broader open government journey.

Observation 1: This action plan saw more tangible results than the previous plan.

The commitments' high implementation rate was coupled with a higher rate of early results than the previous plan. The most significant early results were achieved in areas where reforms were clearly scoped and aligned with existing policy frameworks. Commitment 1 delivered measurable improvements in dataset availability, interoperability, and reuse, supported by alignment with EU requirements and an established policy framework. Other commitments made progress on criminal justice, National Civic Forums, and the diversity of candidates in local elections. In contrast, commitments requiring legislative change or redistribution of decision-making power did not produce early results within the action plan's two-year time period. Commitment 5 did not advance Ethics Legislation due to political timelines and unresolved policy questions. Publication of Commitment 3's Public Consultation Toolkit was delayed, with outputs dependent on adoption across government departments. Going forward, ambitious commitments that require legislative action or cross-government behavioural change would benefit from explicit political support at the ministerial level, longer implementation timeframes that reflect the complexity of the reform, and defined accountability for delivery across departments. Future co-creation processes could also build from this cycle by updating criteria for selection of Ireland's OGP commitments, ensuring strong relevance to OGP values and steps to make meaningful changes to the state of play in targeted policy areas.

Observation 2: Commitments brought focus to underrepresented groups.

This action plan included a new emphasis on the needs of women and marginalised communities, introducing Ireland's first OGP commitments on gender. The commitments explored different pathways to achieving more equitable and representative policies. Commitment 2 made progress towards improving the criminal justice policymaking process. Targeting local elections, Commitment 6 saw an increase in female candidates and candidates from migrant backgrounds. While Commitment 7 did not have an open government lens, it ran effective awareness campaigns to combat domestic, sexual, and gender-based violence. Future commitments could apply open government mechanisms to deepen these important areas of reform. Following successful steps to include academics in criminal justice policymaking, reformers could explore new approaches to including the communities most impacted by the criminal justice system. With a widened field of local candidates, reformers could focus on addressing obstacles to election for women and minority groups. Building from awareness campaigns on domestic violence, reformers could widen participation in policymaking, improve public access to relevant government information, or strengthen feedback channels for communities affected by domestic violence to hold government bodies to account.

Observation 3: Civil society was consulted but did not have a strong oversight role.

Ireland has the core institutional components for its OGP process in place, including the Open Government Roundtable and structured consultation mechanisms. However, like the previous action plan, this action plan saw limitations to the Roundtable's role in joint decision-making on commitment design and a weaker role in oversight of implementation. This contributed to disengagement and turnover among civil society members. In contrast, some of the commitment

implementers built sustained collaboration with civil society partners. The processes for delivering Commitments 2, 4, and 7 benefited from the support of multistakeholder groups linked to their reforms – from public participation to domestic violence prevention. This suggests that collaboration during implementation is achievable where it is deliberately designed from the outset. A refresh of the Roundtable's governance processes could better enable joint decision-making and collaborative oversight of OGP in Ireland, addressing issues faced during consecutive cycles.

Section II. Early Results

This section analyses commitments that achieved the strongest early results in the action plan. To assess early results, the IRM considers commitments' objective, the country context, the policy area, and the evidence of changes. The IRM early results assessment is determined by the depth of change that occurred and evidence that the change is expected to be sustained in time.

Table 1. Commitments with Early Results

Commitment 1: This commitment strengthened public access to government data. With approximately 22 thousand datasets available by the end of 2025, many put the data to use, from decision-making on childcare funding to business planning.

Commitment 1: Open Data

Implementers: Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation

Context and Objectives

Commitment 1 aimed to strengthen Ireland's open data ecosystem by enhancing the national open data portal, expanding the availability and accessibility of data, and increasing engagement between data publishers and users. By 2022, Ireland was ranked fourth in the European Union's Open Data Maturity Report.[1] This commitment carried forward efforts from the first and second OGP action plans, which included a number of open data initiatives.[2] Prior to this commitment, the government had an established open data portal and policy framework, but progress was incremental and uneven across publishers.

Early Results: Significant Results

This commitment advanced the Open Data Strategy 2023–2027[3] and implemented its intended initiatives to strengthen Ireland's open data ecosystem. This included expansion of the national portal, delivery of the Open Data Engagement Fund in 2023 and 2024,[4] and hosting the 2023 National Open Data Conference.[5] Implementation of this commitment significantly expanded data availability, improved usability, and supported practical reuse of public sector information – exceeding the IRM's assessment of potential in the Action Plan Review. By 2025, Ireland had maintained a leading position in the Open Data Maturity Report.[6]

Data availability expanded during the implementation period. On the national portal, between 2023 and 2025, total datasets increased from 15,532 to 21,834. This included 385 high-value datasets by February 2026, covering areas like central statistics, environment, and agriculture. These datasets aligned with the EU Open Data Directive, which requires member states to make certain categories of high-value public sector data freely available in machine-readable formats.[7] Ireland also made progress toward compliance with the directive by launching the Companies Registration Office Open Data Portal in 2024, which provides public access to company registration data and financial statements.[8]

These improvements were coupled with growing uptake,[9] putting the Open Data Portal's data to practical use. For example, Pobal, a non-profit company that manages programs on behalf of the government, drew directly on data.gov.ie to sense-check a targeting model for directing additional

funding to childcare services in disadvantaged communities, illustrating how open data can support evidence-based service delivery.[10] Other funded initiatives included research on transport and mobility data quality, climate and biodiversity mapping, data visualisation projects using census and spatial datasets, and tools supporting small and medium-sized enterprises' (SME) location planning.[11] Collectively, these applications indicate growing civic, research, and economic use of public data.

The government offered support to these efforts. The Green and Social Hours programme provided data management assistance, mentoring, and technical guidance to nine initiatives across local government, research institutions, NGOs, and small enterprises.[12] This enabled projects that used open data to address climate action, air quality monitoring, community planning, social impact reporting, and SME decision-making tools.[13] Outputs and use cases supported through engagement initiatives were documented and shared through data.gov.ie and the Open Data newsletter,[14] for knowledge transfer and wider reuse. This programme was provided as part of the Open Data and Data Management Technical Services Framework.

These efforts were also reinforced by improvements to data accessibility. Actions under the Open Data Strategy 2023–2027 strengthened quality assurance processes and improved how key performance indicators are measured and presented, with more datasets published at higher quality levels. For instance, by February 2026, 82% of datasets were available through APIs,[15] a change from previous years when lower quality formats like PDF were more common.[16] Ireland achieved full DCAT compliance, meaning datasets are structured using internationally recognised metadata standards that improve discoverability, interoperability, and reuse.[17] The national portal's user interface was improved and, in 2025, it introduced Superset dashboard functionality[18] enabling the creation of interactive visualisations from open datasets.[19] A Pobal representative noted that this, along with improvements to search functionality, meaningfully lowered the barrier to entry for users who do not regularly work with raw datasets.[20] In addition, a Community Education and Support Tool platform was introduced to support collaboration among data publishers, enabling them to share best practices and improve consistency in data publication.[21] These measures strengthened the reliability and usability of open data and supported the long-term sustainability of Ireland's open data ecosystem.[22]

Despite this progress, challenges remained. According to the Pobal representative, the lack of common geographic standards across public sector publishers limited the utility of open data for local development organisations and community groups. Awareness of open data among smaller civil society and community organisations remained limited. In addition, publisher engagement remained uneven across government. Smaller or less digitally focused departments, where no dedicated open data liaison or accountable officer was in place, were more likely to fall behind on their publishing obligations.[23]

However, overall, implementation of this commitment strengthened transparency and public access to government information while expanding opportunities for civic participation and reuse. The Pobal representative noted a growing awareness among citizens, journalists, and academics of their right to formally request data from public sector bodies under open data regulations, and an increase in such requests being received.[24]

Looking Ahead

Ireland has built a strong foundation for open data over successive action plan cycles, and the 2023–2025 period demonstrated continued momentum in technical standards, accessibility, and participation. The reforms introduced under this commitment are likely to be sustained beyond the implementation period. Beyond the national portal, open data principles have been applied in other areas of government. A notable example is the 2024 launch of the Coimisiún na Meán Journalism Schemes Portal, created to use open data to support public-interest journalism funding.[25] The Open Data Strategy 2023–2027 provides an ongoing policy framework, while EU open data requirements maintain external compliance pressure. The following areas could merit attention in future OGP commitments:

- **Deepen integration of open data into government decision-making.** Continuing efforts to systematically use open data within policymaking and institutional practice could be valuable for government decision-making. This could be supported by embedding open data requirements into departmental processes, rather than relying on voluntary adoption.
- **Establish common standards across publishers.** Continuing to progress data interoperability, common standards, and machine-readable information could improve the utility of open data – including agreement on common geographic units. Clear data provenance could also help datasets remain traceable, trustworthy, and usable across different systems over time.
- **Strengthen outreach and data literacy support for civil society and community organisations.** Continued investment in engagement initiatives such as the Engagement Fund and Green and Social Hours programme, combined with tiered guidance ranging from basic dataset navigation to more advanced data analysis, could extend the benefits of open data to a wider range of actors.
- **Support consistent publisher engagement across government.** Ensuring all departments appoint an open data liaison, and accountable officer could strengthen compliance and consistency across the public sector.
- **Regularly report on open data progress.** This could support oversight and continue improving implementation of open data efforts. In particular, it would be valuable to regularly assess whether data can be readily discovered, understood, combined, and reused.

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[1] "Open Data in Europe 2022," European Union, accessed 17 April 2026, https://data.europa.eu/en/open-data-maturity/2022#country-overview.

[2] "Independent Reporting Mechanism (IRM): Ireland End-of-Term Report 2014-2016," Open Government Partnership, 26 July 2017, https://www.opengovpartnership.org/documents/ireland-end-of-term-report-2014-2016/; "Independent Reporting Mechanism (IRM): Ireland End-of-Term Report 2016-2018," Open Government Partnership, 2 February 2019, https://www.opengovpartnership.org/documents/ireland-end-of-term-report-2016-2018/.

[3] Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, "Minister Donohoe launches new Open Data Strategy," press release, 23 November 2023, https://www.gov.ie/en/department-of-public-expenditure-infrastructure-public-service-reform-and-digitalisation/press-releases/minister-donohoe-launches-new-open-data-strategy/

[4] "The 2023/2024 Open Data Engagement Fund is open for applications," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, accessed 16 June 2026, https://data.gov.ie/pages/open-data-engagment-fund.

[5] "National Open Data Conferences," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, accessed 16 June 2026, https://data.gov.ie/pages/national-open-data-conferences.

[6] "2025 Open Data Maturity Report," European Union, 19 December 2025, https://data.europa.eu/en/open-data-maturity/2025.

[7] "Ireland's Open Data Portal," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, accessed February 2026, https://data.gov.ie; Department of Public Expenditure, Infrastructure, Public

Service Reform and Digitalisation, Public Service Transformation Policy Unit, Open Data Team, pre-publication comments, 7 September 2026.
[8] "CRO Open Data Portal," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, 17 June 2025, https://data.gov.ie/blog/cro-open-data-portal.
[9] Sarah Glavey (Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation), interview and correspondence with the IRM, 28 January 2026 and February 2026.
[10] Martin Quigley (Pobal), interview by the IRM, 9 April 2026.
[11] Glavey, interview and correspondence.
[12] "Green and Social Hours Latest Developments," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, 12 February 2025, https://data.gov.ie/blog/green-and-social-hours-latest-developments.
[13] Glavey, interview and correspondence.
[14] Quarterly Open Data Newsletter, Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, accessed 17 August 2026, https://data.gov.ie/blog.
[15] Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, "Ireland's Open Data Portal."
[16] Quigley, interview.
[17] "Ireland Open data maturity 2025 country factsheet," European Union, December 2025, https://data.europa.eu/sites/default/files/2025-12/2025_odm_factsheet_ireland.pdf.
[18] "Superset Dashboards Now on DATA.GOV.IE," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, 23 September 2025, https://data.gov.ie/blog/superset-dashboards-now-on-data-gov-ie.
[19] See DATA.GOV.IE showcase page featuring dashboard visualisations - https://data.gov.ie/showcase - and impact stories using the Superset Dashboard - https://data.gov.ie/impact/.
[20] Quigley, interview.
[21] "How to Use the CEIST Tool on DATA.GOV.IE," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, 23 July 2025, https://data.gov.ie/blog/how-to-use-the-ceist-tool-on-data-gov-ie.
[22] Glavey, interview and correspondence.
[23] Quigley, interview.
[24] Quigley, interview.
[25] This portal provides a structured, searchable repository of publicly funded journalism content and clearly signals amendments and reuse conditions. By making publicly funded reporting discoverable and reusable, the portal strengthens accountability for public expenditure, supports media transparency, and enables researchers, journalists, and civil society to analyse coverage. See: "Journalism Schemes' Portal," Coimisiún na Meán, accessed 16 June 2026, https://journalismschemes.cnam.ie.

Section III. Participation and Co-Creation

Ireland's 2023-2025 action plan had a structured co-creation process, and government collaborated with civil society on the implementation of some commitments. Like the previous cycle, the Open Government Roundtable was active during the co-creation period, but momentum slowed during implementation.

OGP in Ireland

Ireland's OGP process is led by the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation (DPER), which coordinates implementation across relevant government departments.[1] A permanent multi-stakeholder forum, the Open Government Roundtable, is in place to facilitate engagement between government and civil society. The Roundtable's terms of reference were co-created with the Interim Civil Society Bureau in 2021.[2] Civil society representatives were selected through an application process,[3] though a stakeholder reported significant turnover in membership during the action plan cycle.[4] A civil society representative noted that broader engagement between civil society and government has become more normalised over successive cycles, with government departments increasingly inviting civil society into workshops and policy processes as a matter of course. He also highlighted that the level of access civil society has to senior civil servants has increased, a positive feature of the Irish OGP process.[5] Like the previous cycle, civil society stakeholders called for strengthening of the Roundtable – ensuring regular meetings, joint decision-making on commitment design, and joint oversight of implementation.[6]

OGP-related information, including action plans and most Open Government Roundtable meeting minutes, was published on the gov.ie website. The website was kept up to date during the co-creation period but only published three meeting minutes during the implementation period. This fell short of the OGP Participation and Co-Creation Standards' minimum requirement to post updates at least twice a year. The DPER could improve the searchability of information by developing a dedicated online repository linked to the OGP webpage. It could ensure that all relevant materials, such as information on OGP processes, meeting minutes, and other related output are published promptly. A civil society participant noted that reporting on commitments tended to focus on outputs rather than outcomes.[7] This suggests the opportunity to embed outcome-focused indicators from the outset, establishing baselines where possible, and reporting transparently on both progress and shortfalls. Another participant also recommended widening the target group for communications on OGP, avoiding use of technical and administrative language that sometimes created additional barriers to engagement.[8]

Action Plan Co-Creation

The action plan was developed through a structured co-creation process. Working groups were established to support the development of specific commitments, bringing together government and civil society representatives to shape commitment content.[9] A one-month public consultation in March 2023 was followed by six thematic workshops, facilitated by Brave Lab, for all stakeholders who made submissions to discuss the 71 proposals. The Open Government Roundtable met regularly during this period, with meetings approximately every two months in the early stages and more frequently during finalisation.[10]

While this process reflected elements of good practice, it also surfaced opportunities to strengthen engagement. A civil society stakeholder reported that agenda-setting for the action plan was

mostly government-led.[11] According to DPER, commitments needed to align with available staff resources, existing legislation, and government and departmental priorities. As commitments were developed, the extent of civil society input varied. For instance, Commitment 1 saw productive co-creation, while Commitment 5 was largely drafted by government. In several cases, civil society feedback was not reflected in final commitments, resulting in discrepancies between workshop discussions and agreed milestones.[12] A civil society representative noted that ideas proposed by civil society during co-creation were at times rejected because they were not already reflected in the Programme for Government, resulting in commitments that tended to continue existing government priorities.[13] One civil society participant withdrew from the process due to frustration with instances where consultation did not translate into changes in commitments.[14]

For the next cycle, a civil society representative suggested that beyond the current fixed membership model of the Roundtable, more open and periodic engagement events could bring together a broader range of civil society voices on specific topics and renew energy within the process.[15] This reflects a wider view among stakeholders that future co-creation could benefit from more participatory agenda-setting, greater responsiveness to stakeholder input, and broader engagement with grassroots organisations and community groups.[16]

Participation During Implementation

Like the previous cycle, participation during implementation was less consistent than the co-creation phase. The Open Government Roundtable had a more limited role in ongoing collaboration or oversight of implementation. It met in February and November 2024 and September and December 2025,[17] falling short of the OGP Participation and Co-Creation Standards' minimum requirement to meet at least every six months. Long gaps between meetings reduced opportunities for sustained dialogue, and some civil society members felt this was an obstacle to input on implementation. The working groups established during the co-creation period did not continue structured meetings,[18] although DPER met with the Open Government Roundtable civil society co-chair periodically.[19] Government actors largely held responsibility for action plan delivery and monitoring.[20]

Nonetheless, some commitments' implementation offered meaningful participation opportunities. For Commitment 2, a formal partnership on open research fostered collaboration between the Department of Justice and Maynooth University through working groups, an implementation group with representatives from multiple organisations, and a fellowship programme. Commitment 4 was supported by a working group on public participation that brought together Public Participation Network (PPN) representatives, local government staff, and civil society organisations. This included one of the Open Government Roundtable members, strengthening the link between OGP and the broader PPN reform process.[21] Commitment 7 maintained an advisory group for campaigns to combat domestic violence, including organisations representing marginalised communities and statutory and non-statutory partners. Building on these commitments' approaches to participation, to support future OGP commitments, DPER could ensure the Roundtable meets more regularly to jointly review and advise on implementation.

Table 2. Compliance with Minimum Requirements

The IRM uses the OGP Participation and Co-Creations Standards to assess countries' participatory practices throughout the action plan cycle.[22] Countries are encouraged to aim for the full ambition of the standards and to comply with the minimum requirements under each standard.[23] The OGP

Criteria and Standards Subcommittee determines if a country has acted according to OGP process.[24] Due to the grace period for implementing OGP's updated Participation and Co-Creation Standards, non-compliance with the minimum requirements currently does not affect Ireland's OGP status.

Minimum requirement	Co-creation	Implementation
1.1 Space for dialogue: The Open Government Round Table is Ireland's multistakeholder forum. The forum met four times during the implementation period – In February and November 2024 and September and December 2025.[25] This fell short of the requirement to meet at least every six months during the implementation period. The Roundtable's basic rules are publicly available on the Ireland OGP webpage, as is information about most meetings.[26]	Yes	No
2.1 OGP website: The Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation hosted a publicly accessible webpage on the gov.ie website that contained the latest action plan along with other information on the OGP process.[27]	Yes	Yes
2.2 Repository: The Ireland OGP webpage published information on the co-creation process and implementation. Open Government Roundtable meeting minutes were published three times over the implementation period. No updates on implementation progress were published between meetings.	Yes	No
3.1 Advanced notice: See the Action Plan Review.	Yes	Not applicable
3.2 Outreach: See the Action Plan Review.	Yes	Not applicable
3.3 Feedback mechanism: See the Action Plan Review.	Yes	Not applicable
4.1 Reasoned response: See the Action Plan Review.	Yes	Not applicable
5.1 Open implementation: The Open Government Roundtable met twice a year in 2024 and 2025. Meetings discussed implementation progress and offered opportunities for comment.[28] Some civil society members reported that these meetings did not consistently serve as a meaningful forum for influencing implementation.[29] In July 2024, the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation also hosted a public webinar on open government for 200 attendees.[30]	Not applicable	Yes

[1] Seóna Ní Bhriain and Sarah Glavey (Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation), interview with the IRM, 28 January 2026.
[2] Antoin Ó Lachtáin, Vanessa Liston, Ian Devlin, and Críona Brassill, "Open Government National Action Plan Round Table establishment and Terms of Reference," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, 2021, https://assets.gov.ie/static/documents/open-government-terms-of-reference.pdf
[3] Shana Cohen (Think Tank for Action on Social Change), interview by the IRM, 9 March 2026.
[4] Kathryn McCabe (The Change Agency), correspondence with the IRM, 6 March 2026.
[5] Johnny Sheehan (The Wheel), interview by the IRM, 8 June 2025.
[6] "Ireland Results Report 2021–2023," Open Government Partnership, 5 June 2024, https://www.opengovpartnership.org/documents/ireland-results-report-2021-2023/.
[7] Sheehan, interview.
[8] Cohen, interview.
[9] Cohen, interview.
[10] "Ireland Action Plan Review 2023–2025," Open Government Partnership, 26 November 2024, https://www.opengovpartnership.org/documents/ireland-action-plan-review-2023-2025/.
[11] Cohen, interview.

[12] Open Government Partnership, "Ireland Action Plan Review 2023–2025."
[13] Sheehan, interview.
[14] McCabe, correspondence.
[15] Sheehan, interview.
[16] Cohen, interview.
[17] "Open Government Roundtable multi-stakeholder forum activity," Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, accessed 16 June 2026, https://www.gov.ie/en/department-of-public-expenditure-infrastructure-public-service-reform-and-digitalisation/publications/open-government-round-table-multi-stakeholder-forum-activity/#meeting-information; Seóna Ní Bhriain (Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation), correspondence with the IRM, 26 May 2026.
[18] Cohen, interview.
[19] Seóna Ní Bhriain (Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation), correspondence with the IRM, 6 August 2026.
[20] Cohen, interview.
[21] Sheehan, interview.
[22] "OGP Participation and Co-Creation Standards," Open Government Partnership, 2021, https://www.opengovpartnership.org/ogp-participation-co-creation-standards/.
[23] "IRM Guidelines for the Assessment of Minimum Requirements," Independent Reporting Mechanism, 2022. https://www.opengovpartnership.org/wp-content/uploads/2022/05/IRM-Guidelines-for-Assessment-of-Minimum-Requirements_20220531_EN.pdf.
[24] On 1 August 2025, the OGP Criteria and Standards Subcommittee adopted a resolution on Temporary Suspension of the Enforcement of Time-Bound Minimum Requirements for Participation and Co-Creation, for all members currently implementing plans delivered on or after 1 January 2024: https://www.opengovpartnership.org/wp-content/uploads/2025/08/Resolution-of-CS-on-the-Temporary-Suspension-of-the-Enforcement-of-Time-Bound-Minimum-Requirements-2.pdf; For information on the OGP Procedural Review Policy, see: https://www.opengovpartnership.org/procedural-review/#IC.
[25] Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, "Open Government Roundtable."; Ní Bhriain, correspondence, 26 May 2026.
[26] Ó Lachtáin, Liston, Devlin, and Brassill, "Round Table establishment."
[27] "Open Government in Ireland," Department of Public Expenditure, Infrastructure, Public Service Reform, last updated 27 February 2025, https://www.gov.ie/en/policy-information/d79a2-open-government-in-ireland/#irelands-fourth-open-governmentpartnership-national-action-plan-2023-2025.
[28] Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation, "Open Government Roundtable."; Ní Bhriain, correspondence, 26 May 2026.
[29] Cohen, interview.
[30] Ní Bhriain, correspondence, 26 May 2026.

Section IV. Methodology

This report supports countries' accountability and learning through assessment of the action plan's level of completion and early results. The report provides in-depth analysis of commitments or clusters that achieved the strongest early results in the action plan. It also assesses the country's participation and co-creation practices throughout the action plan cycle.[1]

The IRM products provided during a national action plan cycle include:

- **Co-Creation Brief:** A concise brief that highlights lessons from previous IRM reports to support a country's OGP process, action plan design, and overall learning.
- **Action Plan Review:** A technical review of the characteristics of the action plan and the strengths and challenges the IRM identifies to inform a stronger implementation process.
- **Midterm Review:** A review for four-year action plans after a refresh at the midpoint. The review assesses new or significantly amended commitments in the refreshed action plan, compliance with OGP rules, and provides an informal update on implementation progress.
- **Results Report:** An overall implementation assessment that focuses on policy-level results and how changes happen. It also checks compliance with OGP rules and informs accountability and longer-term learning.

In Results Reports, the IRM assesses commitments using two indicators:

Completion

The IRM assesses the level of completion for each commitment in the action plan, including commitments clustered in the Action Plan Review.[2] The level of completion for all commitments is assessed as one of the following:

- No Evidence Available
- Not Started
- Limited
- Substantial
- Complete

Early Results

The IRM assesses the level of early results from implementation for each commitment or cluster. To do so, the IRM considers commitments' objective, the country context, the policy area, and the evidence of changes. The Early Results indicator is determined by the depth of change that occurred and the evidence of whether the change will be sustained in time. The early results indicator establishes three levels of results:

- **No Notable Results:** According to the evidence collected (through desk research, interviews, etc.), the implementation of the open government commitment led to little or no positive results. After assessing the activities carried forward during the period of implementation and its outcomes (if any), the IRM did not find meaningful changes towards:
    - improving practices, policies or institutions governing a policy area or within the public sector,
    - enhancing the enabling environment to build trust between citizens and the state.
- **Moderate Results:** According to the evidence collected (through desk research, interviews, etc.) the implementation of the open government commitment led to positive results. After

assessing the activities carried forward during the period of implementation and its outcomes, the IRM found meaningful changes towards:
  - improving practices, policies or institutions governing a policy area or within the public sector, or
  - enhancing the enabling environment to build trust between citizens and the state.

- **Significant Results:** According to the evidence collected (through desk research, interviews, etc.) the implementation of the open government commitment led to significant positive results. After assessing the activities carried forward during the period of implementation and its outcomes, the IRM found meaningful changes towards:
  - improving practices, policies or institutions governing a policy area or within the public sector, or
  - enhancing the enabling environment to build trust between citizens and the state.

  Significant positive results show clear expectations for these changes (as defined above) will be sustainable in time.

This report was prepared by the IRM and was reviewed by Andy McDevitt, external expert. The IRM methodology, quality of IRM products and review process is overseen by the IRM's International Experts Panel (IEP).[3] This report was prepared in accordance with the IRM Procedures Manual[4] and guidance on artificial intelligence. For more information, refer to the IRM webpage[5] or the glossary of IRM and OGP terms,[6] or contact the IRM at irm@opengovpartnership.org.

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[1] For definitions of OGP terms, such as co-creation and promising commitments, see "OGP Glossary," https://www.opengovpartnership.org/glossary/.
[2] The IRM clusters commitments that share a common policy objective during the Action Plan Review process. In these instances, the IRM assesses "Potential for Results" and "Early Results" at the cluster level. The level of completion is assessed at the commitment level. For more information on how the IRM clusters commitments, see Section IV on Methodology in the Action Plan Review.
[3] "International Experts Panel," Open Government Partnership, https://www.opengovpartnership.org/about/who-we-are/international-experts-panel/.
[4] "IRM Procedures Manual," Open Government Partnership, https://www.opengovpartnership.org/wp-content/uploads/2025/06/IRM-Procedures-Manual-2025-EN.pdf.
[5] "IRM Overview," Open Government Partnership, https://www.opengovpartnership.org/irm-guidance-overview/.
[6] "OGP Glossary," Open Government Partnership, https://www.opengovpartnership.org/glossary/.

Annex I. Commitment Data[1]

Commitment 1: Open Data	
• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Modest	• **Completion:** Complete • **Early results:** Significant Results.
This commitment is assessed in Section II above.	
Commitment 2: Open Research in Criminal Justice	
• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Unclear	• **Completion:** Complete • **Early results:** Moderate Results
Under this commitment, the Department of Justice and Maynooth University established the Collaborative Open Research in Development (CORD) Partnership[2] – funded and overseen through the National Open Research Forum.[3] Completing commitment milestones, CORD delivered a scoping study on open research partnerships,[4] two working papers,[5] three multi-stakeholder workshops,[6] and a co-created agenda for 2025–2026.[7] These efforts were disseminated through presentations at criminology conferences[8] and publications in national and European professional outlets.[9] Continuing forward, there was an implementation group in place for delivery of CORD's agenda.[10] There were also working groups on areas of research interest and a programme for structured shadowing between research, policy, and practice organisations.[11] Additional initiatives included a PhD fellowship programme on communicating findings to policy and practice audiences;[12] evidence briefings for the victim-support sector;[13] collaborative publications with researchers, policymakers and practitioners;[14] and proposals for a co-created research grants scheme and doctoral training partnership.[15] The commitment began to strengthen academics' participation in the justice sector policymaking process, as well as usage of criminal justice data. A Department of Justice Research Forum was established to support engagement and research sharing across the department and criminal justice agencies. The Department of Justice and the Policing and Community Safety Authority drew on CORD findings in developing research strategies, while the Irish Prison Service used the partnership to inform the establishment of its Research Unit and to broaden engagement with higher education institutions. Agencies were also considering its guidance on collaborative research priorities,[16] and engaged in dialogue with researchers at an event on access to criminal justice data, informed by CORD principles.[17] However, the commitment was designed primarily around producing research and convening workshops, without milestones requiring formal policy adoption, improvements in public access to justice data, or transparency reforms.	
Commitment 3: Best Practice Model of Public Consultation	
• **Verifiable:** Yes	• **Completion:** Substantial

• **Does it have an open government lens?** Yes • **Potential for results:** Modest	• **Early results:** No Notable Results
To replace the 2016 Public Consultation Guidelines, the Department of the Taoiseach and the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation drafted a new toolkit on public participation in policymaking, although it was not published by the end of the implementation period. Following final internal approvals, publication was expected in 2026 – initially as a prototype, to support testing and further refinement. The toolkit will include case studies, practical tools, and resources, and align with broader public service reform guidance.[18] Once published, results will depend on the extent to which it is consistently used across departments. During development of the toolkit, workshops and consultations brought together approximately 40 representatives from government departments, agencies, and civil society organisations. This included interviews with departments demonstrating strong participation practices; two workshops with civil servants and civil society representatives; and engagement through the OGP Roundtable, the Civic Forum, and the OECD Working Party on Open Government. The process also drew on a literature review, expert input, and prior guidance. Peer review across multiple departments informed revisions to the draft toolkit.[19]	
Commitment 4: Inclusive policymaking in the Community and Voluntary Sector	
• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Unclear	• **Completion:** Substantial • **Early results:** Moderate
Commitment 4 completed most milestones on inclusive policymaking. It took positive steps on National Civic Forums and continued support for Public Participation Networks (PPNs) – a structure that local authorities use to connect with community groups. Implementation engaged a cross-sectoral group that oversees the government's strategy for the Community and Voluntary sector, and a working group composed of PPN representatives, local government staff, and civil society organisations. The third and fourth National Civic Forums were held in December 2024[20] and November 2025.[21] A representative of the Wheel noted movement towards co-design, with agendas developed collaboratively with civil society well in advance. He highlighted the continued value of the forums bringing together government departments that would not otherwise be aware of community and voluntary sector issues.[22] In addition to the forums, a report was published in 2024 on how government departments apply the values and principles for collaboration and partnership working with the community and voluntary sector.[23] The second monitoring report was not published during the implementation period but was scheduled for 2027.[24] To develop the PPNs, the government published a roadmap in May 2024.[25] The following year, the annual allocation from the Department of Rural and Community Development and the Gaeltacht to each PPN increased to €100,540 – from €85,700 in 2023 and 2024, and €75,700	

in 2022.[26] Research into barriers to PPN participation was also published in July 2025.[27] Its findings were circulated to PPNs and presented via webinar, with individual PPNs determining which recommendations to implement.[28] Despite a slight increase in funding, the Wheel representative noted that PPNs' practical resources to translate research findings into changed practice remains limited.[29] No public updates on implementation of the roadmap were published during the action plan period.[30]

Commitment 5: Development of a modernised ethics statutory framework

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Substantial

- **Completion:** Not Started
- **Early results:** No Notable Results

This commitment aimed to introduce new legislation to modernise Ireland's statutory framework for ethics in public life. However, none of its milestones were completed during the implementation period. A draft Standards in Public Office (Amendment) Bill was initiated by an opposition party in the Dáil on 23 February 2023. This envisaged making it an offence for Oireachtas Members to fail to disclose their required interests, widening the Standards in Public Office Commission's ability to initiate its own investigations, and requiring the Commission's annual reports to be laid before the Houses of Oireachtas.[31] However, it lapsed with the dissolution of the Dáil on 8 November 2024 without passing any further legislative stages. The new Government continues to advance the development of its own proposal for a comprehensive General Scheme of legislation. The Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation indicated that progress was slowed by the complexity of the policy area and the need to resolve significant operational and policy issues before finalising the General Scheme.[32] Moving forward, the 2025 Programme for Government contains a commitment to update the Ethics in Public Office legislation, and an Ethics bill is listed for priority drafting in the Government Legislation Programme for 2026.[33] The Minister has stated that this reform presents an opportunity to deliver long-term improvements and that outstanding policy questions will be examined carefully.[34]

Commitment 6: Engagement with communities on local electoral events

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

Commitment 6 was completed, seeing increased participation of women and minority groups in local elections. In the 2024 local elections, a record 679 of the 2,167 (31%) candidates were female, and over 120 (6%) were from migrant backgrounds – more than double the candidates in 2019. Among others, the Department of Housing, Local Government and Heritage, Women for Election, See Her Elected, and the Immigrant Council of Ireland provided support and capacity building for these candidates.[35] Following the elections and co-options, among 949 councillors, there was only a slight change in the number of women in office, rising from 247 (26%) to 259 (27%).[36] Meanwhile, the number of councillors from migrant backgrounds more than doubled, rising from 9 (1%) to 21 (2%), although this constituted a small portion of seats.[37]

Regarding the commitment's other activities, a national information campaign on the role of councillors was launched, though no reach or evaluation data were published.[38] Funding was provided to five local authorities to support hybrid-meeting facilities, exceeding the commitment's target of four.[39] Awareness efforts around voter registration also advanced, including a campaign by the Immigrant Council of Ireland.[40] Over 100,000 new or updated applications were received ahead of the 2024 general elections[41] and more than 90,000 applications ahead of the 2025 presidential election.[42] Comparative data on participation by first-time voters, younger voters, women, or minority groups were not available, although the Electoral Commission's National Election and Democracy Study[43] may provide insights in the future.[44]

Commitment 7: Raise awareness of domestic sexual and gender-based violence and the supports available

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

Commitment 7 completed all planned milestones on domestic, sexual, and gender-based violence (DSGBV) awareness, led by Cuan – the relevant statutory agency. To raise DSGBV awareness, Cuan took over the management of existing Department of Justice campaigns, continued the *Let's Have the Consent Conversation* campaign,[45] and launched two campaigns – *Hardest Stories,*[46] which highlighted survivor experiences and directed victims to available supports, and *Always Here*,[47] which raised awareness that DSGBV services are accessible at all times. Cuan also published its 2025–2027 Corporate Plan, which set out awareness activities under the national DSGBV strategy.[48] Its campaigns incorporated diversity-focused media planning to reach groups such as LGBTQ+ communities, migrants, Travellers and Roma, and people with disabilities. They were developed in consultation with an advisory group including statutory and non-statutory partners and organisations representing marginalised communities.[49]

Cuan reported measurable behavioural impacts. During campaign periods, helpline contacts to Rape Crisis Centres increased by 39%. Following the launch of one of the *Always Here* campaigns, visits to AlwaysHere.ie rose to 38,447, increasing from 1,107 prior to the launch, with the most visited pages directing users to local support services and helplines. Evaluation of the *Let's Have the Consent Conversation* campaign showed that 78% of sexually active respondents reported discussing consent with partners (an increase of 14 percentage points), and two-thirds reported that the campaign increased their likelihood of future consent conversations. In addition, the *Hardest Stories* campaign evaluation found that 7 in 10 respondents indicated they would visit the campaign website if they or someone they knew needed support.[50]

However, in terms of open government results, the commitment did not introduce mechanisms to widen public participation in policymaking or strengthen accountability processes for communities affected by domestic violence.

[1] Editorial notes:

1. Commitments' short titles may have been edited for brevity. For the complete text of commitments, please see Ireland's action plan: https://www.opengovpartnership.org/documents/ireland-action-plan-2023-2025-december/.
2. For more information on the assessment of the commitments' design, see Ireland's Action Plan Review: https://www.opengovpartnership.org/documents/ireland-action-plan-review-2023-2025/.

[2] "CORD partnership," Maynooth University, accessed 16 June 2026, https://www.maynoothuniversity.ie/cord-partnership; Ian D. Marder et al., "Embedding a Culture of Interdisciplinary Open Research in Criminal Justice: A New Partnership for Ireland," *Irish Probation Journal* 21 (2024), https://probation.ie/EN/PB/0/11F1D18649B81C2780258BF8004DCA64/$File/13%20Irish%20Probation%20Vol%2021.pdf.

[3] "MU funded to establish new criminal justice research partnership," Maynooth University, 2 October 2023, https://www.maynoothuniversity.ie/news-events/mu-funded-establish-new-criminal-justice-research-partnership.

[4] "Maynooth and Department of Justice researchers write about scoping review on research partnerships," Maynooth University, 13 October 2024, https://www.maynoothuniversity.ie/cord-partnership/news/maynooth-and-department-justice-researchers-write-about-scoping-review-research-partnerships.

[5] "CORD publishes working papers on lessons from research-policy-practice partnerships abroad," Maynooth University, 21 December 2024, https://www.maynoothuniversity.ie/cord-partnership/news/cord-publishes-working-papers-lessons-research-policy-practice-partnerships-abroad.

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[7] CORD Partnership, "An Agenda for the CORD Partnership, 2025-2026," Maynooth University, 2025, https://norf.ie/wp-content/uploads/2025/01/FINAL_AgendafortheCORDPartnership_20252026.pdf.

[8] "CORD Partnership delivers training, panel, at national criminology conference," Maynooth University, 26 June 2025, www.maynoothuniversity.ie/news-events/cord-partnership-delivers-training-panel-national-criminology-conference.

[9] Barra Ó Dúill, "How open research partnerships can change justice for the better – a dialogue between criminologists and the Department of Justice," *Irish Legal News*, 9 October 2024, https://www.irishlegal.com/articles/how-open-research-partnerships-can-change-justice-for-the-better-a-dialogue-between-criminologists-and-the-department-of-justice.

[10] "CORD Partnership launches Agenda for 2025-26 and Implementation Group," Maynooth University, 10 January 2025, https://www.maynoothuniversity.ie/news-events/cord-partnership-launches-agenda-2025-26-and-implementation-group-0.

[11] "CORD Partnership launches programme to facilitate study visits," Maynooth University, 4 December 2025, https://www.maynoothuniversity.ie/cord-partnership/news/cord-partnership-launches-programme-facilitate-study-visits.

[12] "The CORD Partnership awards two Justice Fellowships for 2026," Maynooth University, 22 January 2026, https://www.maynoothuniversity.ie/cord-partnership/news/cord-partnership-awards-two-justice-fellowships-2026.

[13] "CORD, victim support sector, collaborate to publish research briefings," Maynooth University, 26 September 2025, https://www.maynoothuniversity.ie/cord-partnership/news/cord-victim-support-sector-collaborate-publish-research-briefings.

[14] "Publications written or supported by, or referencing, the CORD Partnership," Maynooth University, last updated 14 July 2026, https://www.maynoothuniversity.ie/cord-partnership/publications.

[15] Department of Justice, correspondence with the IRM, February 2026.

[16] Department of Justice, correspondence.

[17] Barra Ó Dúill and Ian Marder, "Strengthening criminal justice policy through data, transparency and collaboration - a dialogue between governmental and academic researchers," *Irish Legal News,* 1 September 2025, https://www.irishlegal.com/articles/strengthening-criminal-justice-policy-through-data-transparency-and-collaboration-a-dialogue-between-governmental-and-academic-researchers.

[18] Seóna Ní Bhriain and Sarah Glavey (Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation), interview and correspondence with the IRM, 28 January 2026 and February 2026.

[19] Ní Bhriain and Glavey, interview and correspondence.

[20] "2024 event report - National Civic Forum for dialogue with the community and voluntary sector," Department of Rural and Community Development and the Gaeltacht, last updated 1 May 2026, https://www.gov.ie/en/department-of-rural-and-community-development-and-the-gaeltacht/news/national-civic-forum-for-dialogue-with-the-community-and-voluntary-sector/.

[21] Department of Rural and Community Development and the Gaeltacht, "Minister of State Jerry Buttimer opens the 4th National Civic Forum, Millennium Hall, Cork," press release, 17 November 2025, https://www.gov.ie/en/department-of-rural-and-community-development-and-the-gaeltacht/press-releases/minister-of-state-jerry-buttimer-td-opens-the-4th-national-civic-forum-millennium-hall-cork/.

[22] Johnny Sheehan (The Wheel), interview by the IRM, 8 June 2025.

[23] "Report on the application by Government Departments and Agencies of the Values and Principles for Collaboration and Partnership Working with the Community and Voluntary Sector," Department of Rural and Community Development, November 2024, https://assets.gov.ie/static/documents/report-on-the-application-of-the-values-and-principles-for-collaboration-and-partnersh.pdf.
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[25] "PPN Implementation Roadmap," Public Participation Networks Ireland, May 2024, https://www.waterfordppn.ie/wp-content/uploads/2024/09/Final-Draft-Approved-PPN-Roadmap-2024.pdf.
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[28] Community Division, Department of Rural and Community Development and the Gaeltacht, correspondence.
[29] Sheehan, interview.
[30] Community Division, Department of Rural and Community Development and the Gaeltacht, correspondence.
[31] Standards in Public Office (Amendment) Bill, 2023, https://www.oireachtas.ie/en/bills/bill/2023/16/?tab=bill-text.
[32] Ní Bhriain and Glavey, interview; Dáil Éireann Debate, Parliamentary Questions, "Ethics in Public Office," House of Oireachtas, 11 December 2025, https://www.oireachtas.ie/en/debates/question/2025-12-11/69/#pq_69.
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[34] Dáil Éireann Debate, "Ethics in Public Office."
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[45] Cuan, correspondence with the IRM, February 2026.
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[50] Cuan, correspondence.