PARTNERS IN THE RECOVERY

Enabling Irish Universities to Support Re-booting Ireland

MAY 2020



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Executive Summary

Our Irish universities have been key partners in the national effort to combat the effects of the Covid-19 virus. Our role as partners in the national recovery is no less important. The pandemic response has clearly shown the value of good science and research as a basis for sound policy making. In the recovery, higher education and research are just as important.

Universities as Crisis Responders

Our universities successfully transitioned their teaching and learning operations online within days of crisis lockdown. They also set up an effective remote / online process for end-year assessments. At the same time, university staff and students played a leading role in support of the national response through the provision of expertise, testing capacity, facilities, contact tracing and virus research. A full schedule of our extensive contribution can be seen here.

Partners in the Recovery

The challenge of re-booting the economy following the crisis will be immense. The inevitable rise in unemployment and the need to re-skill the workforce will be formidable. Our 16,000 staff remain more committed than ever to educate a 130,000-strong student population and to re-focus our research programmes. Our universities have a pivotal role to play in developing the knowledge and skill base of the country, fuelling economic growth by supporting job creation and partnering with industry in leading-edge research and innovation.

An Enhanced Role for Higher Education and Research

It is more important than ever that higher education and research are placed at the heart of government. That is why we support the proposal for the establishment of a new Department of Higher Education and Research with a senior Minister at the Cabinet table. Such a policy shift is needed if Ireland is to compete effectively as a knowledge economy.

Building our Capacity as Partners

In order to ensure that the university system retains its capacity to produce globally competitive graduates and research output, it is essential that our students and the universities are appropriately supported. We propose a range of key measures:

A €230m Stability Fund is required to provide targeted support for students and their families in the
aftermath of the crisis focused on enhanced Access programmes, improved Susi grant and well-being
supports.

The Fund should also be used for extra Irish student places to replace the expected drop in international students and the related fees loss. It also includes a dedicated fund to support a major international marketing campaign to attract international students whose value in export earnings for the universities alone is close to €400m per year.

- We propose the establishment of a **Transformation Fund** to support an enhanced skills development programme. A sustained investment in digital infrastructure is required in addition to providing capacity for the known demographic growth in student numbers over the next decade. An additional multi-annual €180m is required on top of the capital programme for third level under Project Ireland 2040.
- The proven value of research and innovation during the Covid-19 response provides a compelling argument to invest now in our future capacity. This is fundamental to maintaining our edge as a competitive FDI destination. We propose a Research and Innovation Fund with at least €80m per year extra to support the future talent and innovation pipeline. The Fund would also provide for the much-needed renewal of outdated research equipment and infrastructure.

COVID-19 IMPACT

The unprecedented disruption arising from the Covid-19 pandemic has affected all parts of Irish society. The university sector, like all other parts of the economy and workforce, has had to adapt rapidly to these unforeseen challenges. Our staff and students have responded with great resourcefulness and resilience in a remarkably short period of adjustment.

Supporting the national response:

Our universities are playing a leading role in support of the national response to Covid-19. Our staff have responded with enthusiasm and we have placed a wide array of our facilities and services at the disposal of the government and health authorities in the fight against the pandemic. This includes:

- Providing medical and other professional expertise;
- Leadership roles on key national response expert groups;
- Facilities and resourcing of key infrastructure such as contact tracing centres;
- Enhancing Covid-19 testing capacity and virus research;
- Training and support services to the health authorities;
- Secondment and re-assignment of staff to essential services.

The extensive engagement of universities in supporting the national response to the pandemic underlines the value of research-intensive universities to the economy and to society as a whole.

A full schedule of the contribution of the universities to the Covid-19 response can be seen here. A summary is attached in Appendix 1.

Rapid migration to online teaching and assessment:

The challenge of maintaining continuity of academic programmes given the rapid onset of the Covid-19 crisis was formidable. *The over-riding objective of universities was and is to ensure that the quality and integrity of programmes for our students is maintained* in the transition to the online / remote learning environment. Our academic and support staff have done a remarkable job in successfully transitioning, not just the teaching and learning, but also the end year assessment across the full range of programmes.

The effort in successfully transitioning some thousands of academic programme modules across our seven universities should not be under-estimated. Given the almost impossible timeframe for the transition, the result has been well executed with generally positive feedback from students.

It should be noted, nonetheless, that what has been achieved is a temporary transition of the last part of an academic year programme. The relative success of this should not in any way diminish the challenge of a more sustained or long-term remote learning scenario for either staff or students.

Covid-19 financial impact on universities:

As with virtually every part of Ireland's social and economic life, Covid-19 has had a major negative impact on universities. The level of financial impact on universities is disproportionately greater than in other sectors of education. Significantly, this is due to the fact that the revenue buffers that the universities developed to offset the decline in funding during the financial crisis, i.e. international fee income and commercial revenues, have been decimated by the Covid-19 crisis. It is noteworthy that the agile and entrepreneurial mitigation measures taken by universities to relieve the pressure on State funding during the last financial crisis have been eroded, at least in the short term.

We have completed a preliminary assessment of the financial impact of the crisis on our university members. This indicates a cumulative net loss of the order of €374m across our seven member universities in the financial years 2020 and 2021.

The largest contributors to this are:

- An estimated €181m in lost fee income from international (non-EU) and EU students;
- A decline of €34m in revenue from rental of on-campus accommodation, especially during the summer period;
- A drop of €86m in commercial revenues arising from the prolonged closure of key tourism and event facilities such as Book of Kells, The Helix, University Concert Hall etc and a range of other ancillary activities;
- €37m in additional costs due to the major disruption of research activities.

A full summary of the financial impact is included in Appendix 2.

Business interruption:

Apart from the direct financial impact and the necessary migration to remote teaching and learning, universities have seen all other aspects of their work and business being severely disrupted as with all other sectors. Research activities have been severely impacted as a result of the lockdown with no access to laboratories or key research facilities other than those designated as essential to the Covid-19 response. As the pandemic extends, the long-term impact on key research programmes grows and the livelihoods of professional researchers, the majority of whom are on fixed-term contracts, are imperilled.

Most subsidiary companies of universities have ceased to trade during the crisis. These include catering and event facilities with, in some cases, staff laid off or non-renewal of contracts. All building and capital investment projects have been temporarily paused. The re-start of these projects is essential in order to provide the required capacity to accommodate the additional 30,000 students that are expected to enrol over the next decade due to the known demographic bulge.

RESPONDING TO THE CHALLENGE

Universities are now preparing to respond to the challenge of recovery in the aftermath of the Covid-19 crisis. There are a number of immediate and longer-term challenges that arise including:

- The likelihood that a level of social distancing will still be required as we enter the next academic year in autumn 2020;
- The need to develop and agree a revised entry process / timeline for first years given the known delay in Leaving Cert 2020;
- The absolute need to maintain quality standards in our academic programmes regardless of the delivery mechanisms;
- The capacity of the universities to respond to the wider societal challenges, especially the skills, research and innovation needs, that are essential to the recovery;
- The requirement to deal with the known financial impact with resultant projected deficits in 2020 and 2021;
- The need to re-start capital investment programmes in order to underpin future capacity needs.

Universities have an important role as partners with government to help revive, rebuild and renew Ireland and in ensuring that we have a robust and vibrant higher education system.

Key partners in the economy and society:

Our universities play a central role in the economic, social and cultural life of the nation. They feed the talent pipeline for the growing knowledge economy. They are centres of creativity and learning. They generate cuttingedge research and innovation. They nurture culture, heritage and sports. They support communities and regions and are key employers with over 16,000 staff catering for more than 130,000 students.

The Indecon Economic Impact Report, published in 2019, demonstrated the full value of the universities to the economy. It found that the seven universities together make a €9 billion overall economic contribution to the economy annually. €1.5 billion contribution is generated from university-based research and innovation activities. The State makes a €1.6 billion lifetime gain from the extra income earnings from a single year cohort of university graduates. Exports earnings from international students in our universities amount to close to €400 million annually.

It is essential that the capacity of the universities to maintain this level of contribution to the economy and society is underpinned in a national recovery programme. In the aftermath of the last financial crisis, the availability of a highly-skilled workforce and the legacy of a strong research and innovation base was crucial to the recovery. Universities have demonstrated the capacity to play a key role in:

- Developing the skill base;
- Providing access opportunities for disadvantaged groups;
- Fuelling economic growth by supporting job creation;
- Partnering with industry in leading-edge research and innovation;
- Supporting key public services such as the health sector as the Covid-19 response has shown;
- Delivering capital projects that are essential for Ireland's future.

The Irish Universities Association seeks to ensure that its' member universities are at the core of economic and social development in Ireland. That is why we support the proposal for the establishment of a new Department of Higher Education and Research with a senior Minister at the Cabinet table. Such a policy shift is needed if Ireland is to build a globally competitive skilled workforce and to compete effectively as a knowledge economy.

Response by universities:

Our universities have already responded to the financial impact arising from the Covid-19 crisis by taking a range of measures and will continue in those efforts.

- Substantial resources, both staff and facilities, have been provided to support the national crisis response as outlined earlier. To date, these have been paid for from within existing funds.
- Universities have provided a range of additional supports to students from their hardship funds and by provision of remote access to counselling, mental health and general well-being guidance and other support services;
- All universities have initiated efficiency and cost reduction programmes and this will remain a feature of ongoing financial management for the foreseeable future;
- Staff in subsidiary companies of some universities have been laid off as a direct result of the crisis;
- A recruitment freeze has been put in place across the universities;
- Universities also commit to engaging with the HEA and the Department of Education and Skills to explore
 other structural options with a view to generating efficiencies. This includes engagement in the Payroll
 Shared Services Project or other structural reforms.

Support for universities and students:

Despite the measures taken by universities, it is essential that a package of measures is provided in order to secure the learning and development needs of the current and future cohorts of university students and to underpin the capacity of universities to contribute to the skills and innovation needs of the economy. A balanced package of measures is required to deal with both the immediate term and the longer-term needs.

A three-part government response is proposed as follows:

- A **Stability Fund** to deal with the dramatic collapse in key income sources and to ensure that students are appropriately supported;
- A Transformation Fund that will enable universities to respond directly to the skills needs of the economy
 as we emerge from the crisis;
- A *Research and Innovation Fund* as an essential ingredient of the economic re-boot.

It is recognised that we are going into a period of extremely challenging economic circumstances for the country and for the incoming government. Universities acknowledge that government cannot provide full replacement of lost income. The response by universities as outlined above, some of which is already underway, clearly signals that a partnership approach is required if we are to tackle this unprecedented crisis.

Such a partnership approach is based on the critical need for a robust and appropriately funded third level system that has the capacity and resources to contribute decisively to the economic recovery.

Covid-19 Stability Fund:

The Stability Fund for universities is proposed as a once-off measure to deal directly with the known collapse in key revenue sources including international fee income and commercial revenues. This is essential in order to underpin the financial viability of universities who are facing substantial deficits in this year and next.

A special package of supports for students should also be provided for in the Stability Fund to deal with the fallout from the Covid-19 crisis on students and their families.

Student supports

A range of measures to provide extra supports to students and their families should be brought forward in advance of the start of the 2020/21 academic year. It is widely acknowledged that many business sectors that provide employment to students will be the last to recover from the impact of the pandemic. We propose an overall student support package of €85m including the following:

- An enhanced Access programme fund targeted at students from disadvantaged backgrounds. A €30m allocation from the Stability Fund is proposed for 2020/21.
- Increases in Susi grant support should be provided for given the likely increase in students / families who will be unable to attend third level without such supports. An increase of at least €40m is proposed under this Stability component including funds for fees for repeat students.
 - Up to 30,000 students could be supported under both of these measures.
- In addition, there is an urgent need to provide greater resources for student well-being and mental health supports. A €15m allocation is proposed across third level.
 - Funding for known demographic-related growth in student numbers needs to be provided in line with recent years.

International fees and restoration of export earnings

A shortfall of €160m across the seven universities is expected over this year and next including a projected 80% fall in first-year international student registrations in the year ahead. Universities will endeavour to fill the places from domestic students although it is recognised that this may be a difficult challenge.

Average fee income from international students is a multiple of that of domestic students meaning that international student fee income has been cross-subsidising other students. One-for-one replacement of international students by domestic students will, therefore, leave a substantial shortfall in fees income.

It is hoped that Irish universities can recover international student registrations over time. Realistically, this will take up to three years at least. In the meantime, it is essential that the shortfall in fees income is supported on an interim basis. This is essential to breach the financial gap and to support the recovery of the international student business worth almost €400m annually in export earnings to the Irish economy

- ❖ A €125m Stability Fund in 2020/21 is sought specifically for universities to fund places for extra Irish students to replace the expected drop in international students and associated fee income;
- A €20m international student recruitment fund to drive the recovery of the international student business with €10m to go to an Education in Ireland promotion campaign and the remaining €10m to universities and other third level colleges for their individual recruitment campaigns divided pro-rata in accordance with 2019/20 international student numbers.

Transformation Fund:

It is well recognised that the third level sector was already financially stretched before the Covid-19 crisis with State funding per student 40% lower than a decade ago. Equally, the challenge of accommodating the known demographic bulge that will bring up to 30,000 extra students into third level over the next decade remains. Indeed, there is a real prospect that there will be even greater pressure on numbers for third level access in the context of a possible extended recessionary period when it is known that more people look to upskill and re-skill.

It is, therefore, imperative that the appropriate plans and resources are put in place to provide for this known demand.

Skills development

Increased investment will be required to ensure that the necessary skills supply for the knowledge economy is maintained. Universities have a key role to play in this. Ireland can only make a successful recovery if we continue to compete successfully in high-skills sectors such as ICT, pharma and med-tech. This is fundamental to maintaining our competitive advantage as an FDI destination of choice in Europe. Specific funding is also required to deal with the up-skilling needs of workers or those unemployed in sectors most severely affected by Covid-19.

The Human Capital Initiative with €60m per year over five years is all the more important in the aftermath of the pandemic. However, given the scale of the skills development and training challenges that are now likely to emerge, the investment needs to be much greater.

- ❖ An additional €100m should be allocated under the proposed Transformation Fund. This, in the short term, should be drawn from the reserves that have been built up in the National Training Fund.
- The skills fund must also provide for up-skilling in key sectors and for the provision of extra places for medicine and nursing places for domestic students where caps on restricted numbers should be lifted.

While the fiscal choices facing the State will, undoubtedly be formidable, it is crucial to remember that investment in skills will provide far greater benefits at both an individual and societal level as compared with extended social welfare spending.

Restructuring fund:

It is also essential that investment is secured to support the necessary restructuring across third level. This includes the provision of necessary resources to invest further in online and remote learning and provision for organisational restructuring within the sector.

- ❖ We propose a 5-year restructuring budget as part of the Transformation Fund with €50m per year allocated across the university sector on a pro rata basis of student numbers. The IUA would welcome positive engagement from the Department of Education and Skills in relation to restructuring options including HR components.
- The funding should include specific provision to support universities to adapt to the 'new normal' including providing for social distancing arrangements and digital transformation.

While universities succeeded in implementing a rapid short-term transition online during the crisis, the capacity for remote or blended learning needs substantial investment in order to provide a quality learning environment for students.

Capital investment

The university sector has an ambitious capital investment programme in train to provide for the essential future needs of our students. It is crucially important that the State support for this programme is maintained to complement the co-funding arrangements in place with European Investment Bank and philanthropic support. This includes provision of up to 7,000 additional student accommodation places as well as university facilities. A rapid revival of this investment programme will play an important part in economic recovery.

Re-affirm the State support for capital investment in universities as part of Project Ireland 2040.

The capital programme encompasses a broad range of areas including substantial digital and research infrastructure, retro-fitting buildings in line with required sustainability standards as well as facilities expansion to accommodate known demographic-related growth.

Research and Innovation Fund:

Our universities have clearly shown their capacity to respond to the needs of society, none more so than in their ongoing response to the Covid-19 challenges. The pandemic has demonstrated in stark terms the fundamental value of science and knowledge. We need to ensure that our R&D system is adequately resourced if we are to meet the even greater societal challenges we face.

Research and innovation are essential to the future success of the economy and our ability to address the challenges facing our country in the aftermath of Covid-19. As a small nation, our capacity to compete globally is directly linked to our ability to innovate and to attract the talent and investment essential for a growing knowledge economy. The R&D activity in our universities provide the seedbed on which the future ambitions of Ireland as a leading player in the smart economy are laid.

The Covid-19 crisis has seriously disrupted research activity with many laboratories and research facilities rendered inaccessible. While universities continued to pay the salaries of researchers, many cannot access their labs or research facilities which will lead to a requirement for research programmes to be extended with a risk of grant money running out.

Ireland's investment in research innovation has lagged behind our key global competitors with State investment in R&D at 0.95% of total government expenditure as against an EU27 average of 1.3%.

We propose a four-part support programme for research and innovation.

- A special research recovery fund is required to offset the costs incurred during the crisis shutdown. A fund of €15m per month of shutdown is needed. In addition, the costs being incurred by universities to support the pandemic response should from now on be borne be the health authorities or central government.
- Underpin the future talent and innovation pipeline by ring-fencing research funding for foundational or discovery research. A multi-annual programme of investment is required with an additional €50m per year in 2020/21 rising to an extra €80m per year by 2025;
- Create a fully independent Scientific / Research Advisory Council to ensure that government policies and decisions are informed by the best scientific evidence and strategic long-term thinking;
- Introduce a multi-annual programme of investment in the maintenance and renewal of outdated research equipment and infrastructure so that our leading researchers are equipped with the required current technologies. An annual €30m fund is proposed.

Conclusion

It is essential that we now invest in our future by supporting the activities that will provide the foundation for a recovery of our economic growth and development. Universities are uniquely placed to play a central role in that recovery programme.

The Covid-19 crisis has shown us that good science and research is fundamental to sound policy making, none more so than when it comes to making critical decisions on public health and safety.

The centrality of knowledge and research in re-building the economy is no less important. The demand to upskill and reskill workers in the aftermath of the crisis will be greater than ever. The need for our school leavers to build careers based on a foundation of accredited university learning and research will be more compelling than ever. The critical importance of a top-quality higher education system producing a supply of work-ready graduates and leading our research and innovation network will remain a core ingredient of Ireland's attractiveness as an FDI destination of choice.

Universities have shown themselves to be willing partners in the Covid-19 crisis response. Their willingness to partner with government to help fix the economy is equally strong. It is essential that their capacity to deliver on that commitment is supported.

Appendix 1

Irish Universities Help Fight the COVID-19 Pandemic

The COVID-19 pandemic has created unprecedented societal challenges. The Irish university sector has maintained 'business as usual' to the greatest extent possible by a rapid transition to remote learning. Meanwhile, the sector galvanised into immediate action, contributing to the national emergency response in every way possible as the pandemic developed.

Our universities and their staff have and are making a hugely valuable contribution to the national efforts to fight the Covid-19 pandemic.

Here are the key highlights of those efforts:

Expert advice with staff and students on the frontline

Expert advice has been the hallmark of dealing with the COVID-19 crisis. Leading academics from across the university sector have been on hand to guide and support the response:

- University leaders such as **Maynooth University** President, Philip Nolan and **University College Dublin**'s Dr Cillian de Gascun, have headed up key groups in the National Public Health Emergency Team (NPHET).
- The Mathematical Modelling that provided an evidence base for all the key policy decisions of NPHET comprised more than 50 experts, the majority of whom were drawn from Irish universities.
- Some of our top researchers have come together in groups such as the HSE COVID-19 Laboratory R&D Product Solutions Group, to find fast-track solutions to the Covid-19 testing process.
- Staff and students with clinical backgrounds and experience have responded to the HSE call and are working on the frontline.

COVID-19 testing and contact tracing

Highly skilled diagnostic laboratory staff from our universities have been readily mobilised to undertake laboratory processing of samples and to take swabs from patients at testing hubs.

- Our people rose to the challenge of the scarcity of testing reagents with our labs rallying to produce lysis buffer, viral transport medium and other essential solutions.
- Five contact tracing centres have been set up and resourced on our campuses with hundreds of staff to support the HSE in this regard.

COVID-19 research and innovation

University research is being deployed to help tackle the pandemic, leveraging expertise from across our institutions.

- For example, Trinity College Dublin's COVID-19 Immunology Project is working to develop antibody testing, investigating immune responses
 in COVID-19 patients and the design of new drugs and vaccines.
- The **NUI Galway** COVID-19 Response Team developed a safer way to ventilate multiple patients from a single ventilator.
- **Dublin City University's** COVID-19 Research and Innovation Hub is focusing on a range of technology solutions in the areas of rapid testing (lab-based and point of care), minimising transmission and contact tracing.

Specialist equipment and training

Our universities have supplied specialist equipment and other devices required for diagnostic testing and otherwise. They have also provided specialist training.

- Personal protective equipment (PPE) has been supplied to frontline staff, 3D printers have been repurposed to support the production of masks. and the production of hand sanitisers has been supported.
- The **University of Limerick** has provided the HSE with a COVID-19 Prevention and Treatment handbook. It has also collaborated with the HSE in the development of a protocol for communications with patients in isolation and ICU in University Hospital Limerick.

Facilities and field hospital spaces

Our seven universities have made a range of facilities available to the HSE, the Gardai and to other government agencies.

- Over 5,000 bed spaces have been provided in student accommodation blocks as possible step-down facilities.
- Specialist facilities have also been provided. For example, University College Cork has accommodated the temporary transfer of cancer treatment services from Cork University Hospital.
- Pledges have been made for potential field hospitals on our campuses.
- Audio-visual equipment, office space for Gardaí and lecture halls as training rooms for medical personnel have been provided.

Supports to students

Student health services and counselling services continue to operate on a full-time basis, via video and phone consultations and additional resources have been put in place to support students through this difficult and stressful time.

- Accommodation has remained open for international and national students who are unable to get home.
- A number of universities are offering on-campus accommodation to students in direct provision, students who have lost their private rental
 accommodation and to medical and nursing students working on the frontline.

Support through volunteering, fundraising and assisting local communities

In all seven universities, staff and students are volunteering to support a range of groups including frontline health staff, parents, older people, isolated rural communities, unemployed people, disadvantaged groups, SMEs, social enterprises and community and voluntary organisations. Students are being encouraged to seek volunteering opportunities through the IUA-run portal www.studentvolunteer.ie.

Informed communication to the public

Top academics and researchers from all our universities offer daily contributions on media on the virus itself and actions that will lead to its suppression and elimination. They also provide practical advice for those struggling to cope with social distancing and isolation, as well as commentary on the impact on the economy, society and the environment. They stimulate debate, challenge perceptions and most importantly they provide knowledge and explanations as people seek to understand their new normal. Many of our staff have become well-known names through regular appearances on radio and television stations including RTE, Newstalk, and Sky News.

A full schedule of universities' contribution to the Covid-19 response can be found at https://www.iua.ie/covid-19/universities-help-fight-the-pandemic/

Appendix 2

Summary of Financial Impact

Financial Summary					
	2019/20		2020/21		
	Covid-19 Impact	Post C-19 Projected Outturn €'000	Covid-19 Impact	Post C-19 Projected Outturn €'000	Cumulative Covid-19 Impact €'000
	€'000	€ 000	€'000	€ 000	€,000
FINANCIAL					
Income					
State Grant	-	362,777	(0)	379,545	(0
Academic/Tuition fees	(7,161)	971,670	(173,705)	830,459	(180,866
Amortisation of capital grants	- 1	54,888	-	55,762	-
Research Grants and Contracts	(30,875)	457,396	(6,483)	474,379	(37,358
Other Income	(75,624)	336,637	(63,332)	356,769	(138,956
Deferred Income for Pensions	- 1	267,360	-	267,910	-
Total Income	(113,660)	2,450,728	(243,521)	2,364,823	(357,181
	- 0	- 0	0	0	
Expenditure					
Pay	2,403	1,597,478	500	1,624,057	2,903
Non Pay	12,554	741,876	1,198	737,838	13,752
Depreciation	-	139,189	-	142,911	-
Interest payable & other finance (incl pension)	-	83,414	-	83,614	-
Other	-	-	-	-	-
Taxation	-	1,000	-	1,000	-
Total Expenditure	14,957	2,562,957	1,698	2,589,420	16,655
Operating Surplus/Deficit	(128,617)	(112,229)	(245,219)	(224,597)	(373,836

Based on this assessment, all of our universities will run substantial deficits unless extra supports are provided.

- The cumulative impact of Covid-19 on the 7 universities over the 2019/20 and 2020/21 financial years amounts to €374m.
- The seven universities will run a projected combined deficit of €112m for the current (2019/20) financial year.
- Further deficits of €225m are projected for 2020/21.
- The cumulative projected deficits over the two financial years therefore amounts to €337m.



The Irish Universities Association is the voice of the university sector in Ireland. We are committed to representing the interests of our seven member universities as key contributors to the economic, social and cultural well-being of Ireland.

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