



**Oifig an
Rialaitheora Pleanála**
Office of the
Planning Regulator

OFFICE OF THE PLANNING REGULATOR

FINANCIAL STATEMENTS

YEAR ENDED 31ST DECEMBER 2025

OFFICE OF THE PLANNING REGULATOR

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OFFICE OF THE PLANNING REGULATOR

GENERAL INFORMATION

Head Office	Office of the Planning Regulator Park House Grangegorman 191-193A North Circular Road Dublin 7 D07 EWW4
Senior Management Team	Niall Cussen - Chief Executive and Planning Regulator Anne Marie O'Connor – Deputy Planning Regulator and Director of Plans Evaluations Gary Ryan - Director of Planning Reviews and Examinations Joanna McBride - Director of Corporate Services Caren Gallagher – Director of Research, Training and Public Awareness
Telephone Number:	01 854 6700
Website:	www.opr.ie
Email:	info@opr.ie
Auditors:	Comptroller and Auditor General 3A Mayor Street Upper Dublin 1 D01 PF72
Bankers:	Danske Bank, Corporates & Institutions International House 3 Harbourmaster Place IFSC, Dublin 1 D01 K8F1
Solicitors:	Fieldfisher 45 Mespil Road Dublin 4 D04 W2F1

OFFICE OF THE PLANNING REGULATOR

GOVERNANCE STATEMENT AND PLANNING REGULATOR'S REPORT

Governance

The Office of the Planning Regulator ('OPR') was established in April 2019 on foot of recommendations made by the Tribunal of Inquiry into Certain Planning Matters and Payments (the Mahon Tribunal) which was established by the Dáil in 1997. In performing its functions, the OPR takes into account the objective of contributing to proper planning and sustainable development and the optimal functioning of planning under the Planning and Development Act 2024, ('the Act'). The Act will repeal and replace OPR founding legislation and the relevant sections of the new Act commenced on 31 December 2025. In accordance with Section 546 of the Act, the OPR has the following key statutory functions:

- to consult the Minister, regional assemblies, planning authorities and, as appropriate, other persons, in relation to plans and strategies made under the Act;
- to evaluate and assess and, where relevant, make observations and recommendations in respect of the preparation and making of—
 - (i) regional spatial and economic strategies, draft regional spatial and economic strategies, revisions or proposed revisions and expedited amendments to same,
 - (ii) development plans, draft development plans, variations or proposed variations and expedited amendments to same, and
 - (iii) urban area plans, priority area plans and coordinated area plans and drafts, amendments or proposed amendments to same;
- to review existing regional spatial and economic strategies and development plans to ensure consistency with new or amended National Planning Policies and Measures;
- where so directed by the Minister, to issue a draft direction, and to recommend that the Minister issues a direction;
- to consider the report prepared by a regional assembly to monitor progress in implementing a regional spatial and economic strategy and make recommendations to the Minister in respect of same;
- to conduct research, including research at the request of the Minister, as to what constitutes proper planning and sustainable development;
- to conduct education and training programmes and research and programmes designed to enhance public awareness in relation to planning matters;
- to conduct reviews of the performance by the Commission and by planning authorities of their respective functions and to report to the Minister in relation to such reviews;
- to evaluate and assess strategic transport plans made by the National Transport Authority in accordance with section 12 of the Dublin Transport Authority Act 2008;
- to oversee the delivery of effective planning services to the public by planning authorities.

The Planning Regulator is accountable to the Minister for Housing, Local Government and Heritage and is responsible for ensuring good governance and performs this task by setting strategic objectives and targets and taking strategic decisions on all key business issues. The regular day-to-day management, control and direction of the OPR is the responsibility of the Planning Regulator and the senior management team.

OFFICE OF THE PLANNING REGULATOR

GOVERNANCE STATEMENT AND PLANNING REGULATOR'S REPORT

OPR's Responsibilities

The OPR is responsible for assessment of all local authority and regional assembly forward planning, including zoning decisions. The OPR also ensures that planning authorities are operating with the highest standards of integrity and best practice, giving the public confidence that important planning decisions are taken in line with national policy. The OPR has the power to review the organisation, systems and procedures used by any planning authority or An Coimisiún Pleanála.

The OPR also has the power to advise the Minister on whether a plan made by a local authority conflicts with national planning policy and to recommend that the Minister make directions where any plan is not in compliance with national policy. Additionally, the OPR drives national research, education and public information programmes to highlight the role and benefit of planning.

In preparing these Financial Statements, the OPR is required to:

- select suitable accounting policies and apply them consistently,
- make judgements and estimates that are reasonable and prudent,
- prepare the Financial Statements on the going concern basis unless it is inappropriate to presume that it will continue in operation, and
- state whether applicable accounting standards have been followed, subject to any material departures disclosed and explained in the Financial Statements.

The OPR is responsible for keeping adequate accounting records, which disclose, with reasonable accuracy at any time, its financial position and enables it to ensure that the Financial Statements comply with Section 565 of the Act. The maintenance and integrity of the corporate and financial information on the OPR's website is the responsibility of the Planning Regulator.

The OPR is responsible for approving the annual plan and budget. An evaluation of the performance of the OPR by reference to the annual plan and budget was carried out. The OPR is also responsible for safeguarding its assets and hence for taking reasonable steps for the prevention and detection of fraud and other irregularities. The Planning Regulator considers that the Financial Statements of the OPR give a true and fair view of the financial performance and the financial position of the OPR at 31 December 2025.

Section 569 of the Act requires the OPR to adopt a Code of Conduct for dealing with conflicts of interest and promoting public confidence in the integrity of the conduct of its business. The Code of Conduct adopted by the OPR is available on its website. The provisions of the Code of Conduct also align with the requirements of the Code of Practice for the Governance of State Bodies.

Regulator's Structure

Mr. Niall Cussen was appointed in April 2019 by the Minister for Housing, Local Government and Heritage, as the Planning Regulator and Chief Executive of the OPR. Mr. Cussen's appointment was recommended by Government following an open recruitment process conducted by the Public Appointments Service. Mr. Cussen was appointed to serve the second consecutive term as Planning Regulator and Chief Executive of the OPR in April 2024.

The OPR is funded under subhead D.5. of the Department of Housing, Local Government and Heritage Vote 34.

OFFICE OF THE PLANNING REGULATOR
GOVERNANCE STATEMENT AND PLANNING REGULATOR'S REPORT

The OPR established a Finance, Audit and Risk Committee (FARC) in 2020. The role of the FARC is to support the Planning Regulator in relation to his responsibilities for issues of related controls, corporate governance and associated assurance. The FARC met 4 times in 2025.

Members of the FARC are:-

External Members:

Paula Nyland
 Breda Coss
 Karen Kehily (Appointed June 2025)

Executive Members:

Joanna McBride, Director of Corporate Services
 Enda Torsney, Assistant Director of Corporate Services

Áine Ryan – Secretary to the FARC

Schedule of Attendance, Fees and Expenses

No fee was paid to FARC members during the period of 2025. Expenses incurred and claimed by FARC members during the year included travel and subsistence amounted to €Nil (2024: €Nil). The following is the schedule of meetings held by the FARC during 2025.

Attendance	Meeting dates				Expenses
	12-Feb-25	25-Jun-25	14-Oct-25	16-Dec-25	
Paula Nyland	✓	✓	✓	✓	-
Breda Coss	✓	X	✓	✓	-
Joanna McBride	X	✓	✓	✓	-
Enda Torsney	✓	✓	✓	✓	-
Karen Kehily	N/A	✓	✓	✓	-

Key Personnel Changes

There were no key personnel changes during 2025.

OFFICE OF THE PLANNING REGULATOR

GOVERNANCE STATEMENT AND PLANNING REGULATOR'S REPORT

Disclosures Required by the Code of Practice for the Governance of State Bodies (2016)

The Planning Regulator is responsible for ensuring that the OPR has complied with the requirements of the Code of Practice for the Governance of State Bodies ("the Code"), as published by the Department of Public Expenditure, National Development Plan Delivery and Reform in August 2016. The following disclosures are required by the Code:

Employee Short-Term Benefits

Range of total employee benefits		Number of Employees	
From	To	2025	2024
€60,000	- €69,999	9	3
€70,000	- €79,999	2	7
€80,000	- €89,999	8	2
€90,000	- €99,999	4	3
€100,000	- €109,999	3	1
€110,000	- €119,999	1	2
€120,000	- €129,999	2	-
€130,000	- €139,999	-	1
€140,000	- €149,999	-	-
€150,000	- €159,999	1	-
€160,000	- €169,999	-	-
€170,000	- €179,999	-	1
€180,000	- €189,999	1	-

Note: For the purposes of this disclosure, short-term employee benefits in relation to services rendered during the reporting period include salary, overtime allowances and other payments made on behalf of the employee but exclude employer's PRSI.

OFFICE OF THE PLANNING REGULATOR
GOVERNANCE STATEMENT AND PLANNING REGULATOR'S REPORT

Consultancy Costs

Consultancy costs include the cost of external advice to management and exclude outsourced 'business-as-usual' functions.

	2025	2024
	€	€
Legal services	92,937	65,225
Professional planning services (research, training, public awareness)	125,112	12,020
Communication support	9,344	-
Website review	6,119	-
HR, health and safety and procurement services	13,310	2,340
Total consultancy costs	246,822	79,585
Consultancy costs capitalised	-	-
Consultancy costs charged to the Income and Expenditure and Retained Revenue Reserves	246,822	79,585
Total	246,822	79,585

Legal Costs and Settlements

The table below provides a breakdown of amounts recognised as expenditure in the reporting period in relation to legal costs. These costs comprise the OPRs own legal costs, primarily for solicitor and barrister representation in judicial review cases and also payment of costs liabilities for 'other side' costs in these cases, where such liabilities arise as an outcome of the Court process. This does not include expenditure incurred in relation to general legal advice received by the OPR, which is disclosed in Consultancy costs above.

	2025	2024
	€	€
Legal fees - legal proceedings	669,014	437,202
Total	669,014	437,202

Travel and Subsistence Expenditure

Travel and subsistence expenditure are categorised as follows:

	2025	2024
	€	€
Domestic		
- Committee Members	-	-
- Employees	35,843	8,290
International		
- Committee Members	-	-
- Employees	-	169
Total	35,843	8,459

OFFICE OF THE PLANNING REGULATOR
GOVERNANCE STATEMENT AND PLANNING REGULATOR'S REPORT

Hospitality Expenditure

The Statement of Income and Expenditure and Retained Revenue Reserves includes the following hospitality expenditure:

	2025	2024
	€	€
Staff hospitality	2,718	3,092
Total	<u>2,718</u>	<u>3,092</u>

No client hospitality related expenditure was incurred in 2025 (2024: €Nil).

Statement of Compliance

In line with the Oversight Agreement between the OPR and the Department of Housing, Local Government and Heritage, the OPR has complied with the requirements of the Code of Practice for the Governance of State Bodies, as published by the Department of Public Expenditure, National Development Plan Delivery and Reform in August 2016, with the following exceptions:

- Provisions in relation to role of the Board, role of the Chairperson and role of Board members: The stewardship structure of the OPR is that of a corporation sole. The Planning Regulator, supported by the four Directors, undertakes the collective role of a Board. Therefore, in addition to performing his duties as a Board, the Planning Regulator also performs executive functions.



Niall Cussen
Chief Executive and Planning Regulator

Date: 11 March 2026

OFFICE OF THE PLANNING REGULATOR

STATEMENT ON INTERNAL CONTROL

Responsibility for System of Internal Control

As Chief Executive, I acknowledge my responsibility for ensuring that an effective system of internal control is maintained and operated by the OPR.

This responsibility is exercised in the context of the resources available to me and my other obligations as Head of Office. Also, any system of internal control can provide only reasonable and not absolute assurance that assets are safeguarded, transactions authorised and properly recorded, and that material errors or irregularities are either prevented or would be detected in a timely manner. Maintaining the system of internal controls is a continuous process and the system and its effectiveness are kept under ongoing review.

Shared Services

Upon establishment of the OPR in April 2019, an arrangement was put in place whereby transactional processing of payroll for OPR staff was carried out by the Department of Housing, Local Government and Heritage through the National Shared Services Office. This arrangement has now ceased and an in-house payroll function was established in January 2025.

Financial Control Environment

I confirm that a control environment containing the following elements is in place:

- Financial responsibilities have been assigned at management level with corresponding accountability.
- Reporting arrangements have been established at all levels where responsibility for financial management has been assigned.
- Formal procedures have been established for reporting significant control failures and ensuring appropriate corrective action.
- The FARC has been established to advise me in discharging my responsibilities for the internal financial control system. The membership of the FARC has been strengthened to consist of a majority of non-executive members.
- Procedures for all key business processes have been documented.
- There are systems in place to safeguard the assets.

Administrative Controls and Management Reporting

I confirm that a framework of administrative procedures and regular management reporting is in place, including segregation of duties and a system of delegation and accountability. This includes the following elements:

- There is an appropriate budgeting system with an annual budget, which is kept under review by senior management.
- There are regular reviews by senior management of periodic and annual financial reports, which indicate financial performance against forecasts.
- A risk management system operates within the OPR.
- There are systems aimed at ensuring the security of the ICT systems.
- There are appropriate capital investment control guidelines and formal project management disciplines.
- The OPR ensures that there is an appropriate focus on good practice in purchasing and that procedures are in place to ensure compliance with all relevant guidelines.

OFFICE OF THE PLANNING REGULATOR

STATEMENT ON INTERNAL CONTROL

Internal Audit and Audit Committee

The OPR has instituted an internal audit function with appropriately trained personnel, which operates in accordance with a written charter that is approved by me and the FARC. Its work is informed by analysis of the financial risks to which the OPR is exposed and its annual internal audit plans, which are approved by me and the FARC, are based on this analysis. These plans will aim to cover the key controls on a rolling basis over a reasonable period.

Risk and Control Framework

The OPR has implemented a risk management system which identifies and reports key risks and the management actions being taken to address and, to the extent possible, to mitigate those risks.

A risk register is in place, which identifies the key risks facing the OPR and these have been identified, evaluated and graded according to their significance. The register is reviewed and updated by the Executive Management Team (EMT). The outcome of these assessments is used to plan and allocate resources to ensure risks are managed to an acceptable level.

The risk register details the controls and actions needed to mitigate risks and responsibility for operation of controls assigned to specific staff.

Ongoing Monitoring and Review

Formal procedures have been established for monitoring control processes and control deficiencies, which are communicated to the EMT, to other management personnel and to those responsible for taking corrective action, where relevant, in a timely way. I confirm that key risks and related controls have been identified and processes have been put in place to monitor the operation of those key controls and report any identified deficiencies.

Procurement

The OPR has procedures in place to ensure compliance with EU procurement directives and current procurement rules and guidelines as set out by the Office of Government Procurement.

Review of Effectiveness

I confirm that the OPR has procedures to monitor the effectiveness of its risk management and control procedures. OPR's monitoring and review of the effectiveness of the system of internal control is informed by the work of the internal and external auditors, the FARC, which oversees their work, and the senior management within OPR responsible for the development and maintenance of the internal control framework.

I confirm that OPR conducted an annual review of the effectiveness of the internal controls for 2025. The Statement on Internal Control has been reviewed by the FARC to ensure it accurately reflects the control system in operation during the reporting period.

The OPR is reasonably assured that the system of Internal Control developed and implemented for the financial year ended 31 December 2025 is effective.

OFFICE OF THE PLANNING REGULATOR
STATEMENT ON INTERNAL CONTROL

Internal Financial Control Issues

No weaknesses in internal controls were identified in relation to 2025 that require disclosure in the financial statements.



Niall Cussen
Chief Executive and Planning Regulator

Date: 11 March 2026

OFFICE OF THE PLANNING REGULATOR

CERTIFICATE OF THE COMPTROLLER AND AUDITOR GENERAL



Ard Reachtaire Cuntas agus Ciste

Comptroller and Auditor General

Report for presentation to the Houses of the Oireachtas

Office of the Planning Regulator

Opinion on the financial statements

I have audited the financial statements of the Office of the Planning Regulator for the year ended 31 December 2025 as required under the provisions of section 565 of the Planning and Development Act 2024. The financial statements comprise

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

In my opinion, the financial statements give a true and fair view of the assets, liabilities and financial position of the Office of the Planning Regulator at 31 December 2025 and of its income and expenditure for 2025 in accordance with Financial Reporting Standard (FRS) 102 — *The Financial Reporting Standard applicable in the UK and the Republic of Ireland*.

Basis of opinion

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

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

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

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

I have nothing to report in that regard.

John Crean
For and on behalf of the
Comptroller and Auditor General

11 March 2026

OFFICE OF THE PLANNING REGULATOR
CERTIFICATE OF THE COMPTROLLER AND AUDITOR GENERAL

Appendix to the report

Responsibilities of the Office of the Planning Regulator and of the Planning Regulator

The governance statement and planning regulator's report sets out the respective responsibilities of the Office and of the Planning Regulator. The Office is responsible for

- the preparation of annual financial statements in the form prescribed under section 565 of the Planning and Development Act 2024

The Planning Regulator is responsible for

- ensuring that the financial statements give a true and fair view in accordance with FRS 102
- ensuring the regularity of transactions
- assessing whether the use of the going concern basis of accounting is appropriate, and
- such internal control as he determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

Responsibilities of the Comptroller and Auditor General

I am required under section 565 of the Planning and Development Act 2024 to audit the financial statements of the Office of the Planning Regulator and to report thereon to the Houses of the Oireachtas.

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

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

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

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

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

I report by exception if, in my opinion,

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

Information other than the financial statements

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

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

Reporting on other matters

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

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

OFFICE OF THE PLANNING REGULATOR

**STATEMENT OF INCOME AND EXPENDITURE AND RETAINED REVENUE RESERVES
FOR THE YEAR ENDED 31 DECEMBER 2025**

	Notes	2025 €	2024 €
Income			
Oireachtas Grants	2	5,960,936	4,617,930
Other Income	3	6,701	10,955
Total Income		<u>5,967,637</u>	<u>4,628,885</u>
Expenditure			
Staff Costs	4	3,874,040	3,172,723
Upkeep and Overheads	5	389,679	382,878
General Expenses	6	546,947	332,375
Services Expenses	7	803,445	541,088
Depreciation	8	57,036	52,025
Total Expenditure		<u>5,671,147</u>	<u>4,481,089</u>
Surplus for the period before appropriations		296,490	147,796
Transferred from/(to) Capital Account		31,030	3,475
Surplus for the period after appropriations		327,520	151,271
Balance brought forward at 1 January		264,742	113,471
Balance brought forward at 31 December		592,262	264,742

All income and expenditure for the period relates to continuing activities at the reporting date.

The Statement of Income and Expenditure and Retained Revenue Reserves includes all gains and losses recognised in the period.

The Statement of Cash Flows and Notes 1 to 19 form part of these Financial Statements.



Niall Cussen
Chief Executive and Planning Regulator

Date: 11 March 2026

OFFICE OF THE PLANNING REGULATOR
STATEMENT OF FINANCIAL POSITION AS AT 31 DECEMBER 2025

	Notes	2025 €	2024 €
<u>Non-Current Assets</u>			
Property, plant and equipment	8	202,093	233,123
<u>Current Assets</u>			
Receivables	9	266,525	192,911
Cash and cash equivalents	10	1,090,766	534,959
Total Current Assets		1,357,291	727,870
<u>Current Liabilities (Amount falling due within one year)</u>			
Payables	11	325,029	273,128
Net Current Assets		1,032,262	454,742
Total Assets		1,234,355	687,865
Provision for Liabilities	12	440,000	190,000
Net Assets		794,355	497,865
<u>Representing</u>			
Retained Revenue Reserves		592,262	264,742
Capital Account	13	202,093	233,123
		794,355	497,865

The Statement of Cash Flows and Notes 1 to 19 form part of these Financial Statements.



Niall Cussen
Chief Executive and Planning Regulator

Date: 11 March 2026

OFFICE OF THE PLANNING REGULATOR
STATEMENT OF CASH FLOWS
FOR THE YEAR ENDED 31 DECEMBER 2025

	Notes	2025 €	2024 €
Net Cash Flows from Operating Activities			
Surplus / (deficit) for the period		327,520	151,271
Transfer to/(from) Capital Account		(31,030)	(3,475)
Depreciation charge	8	57,036	52,025
(Increase) in Receivables	9	(73,614)	(38,253)
(Decrease) / Increase in Payables	11	301,901	246,135
Net Cash Flows from Operating Activities		581,813	407,703
Cash Flows from Investing Activities			
Payments to acquire property, plant and equipment	8	(27,076)	(52,570)
Disposal of assets	8	1,070	4,020
Net Cashflows from Investing Activities		(26,006)	(48,550)
Increase in cash and cash equivalents			
		555,807	359,153
Cash and cash equivalents at the beginning of period	10	534,959	175,806
Cash and cash equivalents at the end of the period		1,090,766	534,959

OFFICE OF THE PLANNING REGULATOR
NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

1. Accounting policies

The basis of accounting and material accounting policies adopted by the OPR are set out below. They have been applied consistently throughout the period.

a) General Information

The OPR operates under the Planning and Development Act 2024, with a head office at Fourth Floor, Park House, Grangegorman, 191-193A, North Circular Road, Dublin 7. The key statutory functions of the OPR are set out in the Governance Statement above.

b) Statement of Compliance

The Financial Statements of the OPR for the period ended 31 December 2025 have been prepared in accordance with the applicable legislation and with FRS 102, the Financial Reporting Standard applicable in the UK and the Republic of Ireland issued by the Financial Reporting Council in the UK.

c) Basis of Preparation

The Financial Statements are prepared on the going concern basis, under the historical cost convention and comply with the financial reporting standards of the Financial Reporting Council, except as indicated in Oireachtas Grants below. The Financial Statements are in the form approved by the Minister for Housing, Local Government and Heritage with the concurrence of the Minister for Public Expenditure, National Development Plan Delivery and Reform. The Financial Statements are prepared in Euro, which is the functional currency of the OPR.

The Financial Statements prepared are for the year ended 31 December 2025.

d) Oireachtas Grants

Income recognised in the Financial Statements under Grants is recognised on a cash receipts basis and represents funding provided to the OPR through the Vote of the Department of Housing, Local Government and Heritage.

e) Property, Plant and Equipment

Property, plant and equipment are stated at their historical cost less accumulated depreciation. Depreciation is charged to the Statement of Income and Expenditure and Retained Revenue Reserves on a straight-line basis, at the rates set out below, so as to write off the assets, adjusted for residual value, over their expected useful lives as follows: -

Furniture and Fittings	10%
Office Equipment	20%
IT Equipment	20%

The residual value and useful lives of fixed assets are considered annually for indicators that these may have changed. Where such indicators are present, a review will be carried out of the residual value, depreciation method and useful lives, and these will be amended if necessary. Changes in depreciation rates arising from this review are accounted for prospectively over the remaining useful lives of the assets.

OFFICE OF THE PLANNING REGULATOR
NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

f) Capital Account

The Capital Account represents the unamortised value of funding applied for the purchase of fixed assets.

g) Cash and Cash Equivalents

Cash consists of cash on hand and demand deposits.

h) Foreign Currencies

Transactions denominated in foreign currencies are translated into euro and recorded at the rate of exchange ruling at the dates of transactions. Monetary assets and liabilities denominated in foreign currencies are translated into euro at the rates of exchange ruling at the reporting date or at forward purchase contract rates where such contracts exist.

i) Payroll

Upon establishment of the OPR in April 2019, an arrangement was put in place whereby transactional processing of payroll for OPR staff was carried out by the Department of Housing, Local Government and Heritage through the National Shared Services Office. In January 2025 this function transferred to the OPR and is managed in-house.

j) Retirement Benefits

As the staff of the Office are civil servants, as provided for in Section 558(3) of the Planning and Development Act 2024, their retirement benefits will be met from Vote 12 and accordingly no provision for retirement benefits earned in the year or the accrued liability at year end is made in these financial statements.

The OPR operates the Pre/Post '95 Scheme for pensionable civil servants appointed before 1 January 2013. The OPR also operates the Single Public Service Pension Scheme (Single Scheme) which is a defined benefit pension scheme for pensionable public servants appointed on or after 1 January 2013.

Pre/Post '95 employee pension contributions and Single Scheme members' contributions are paid over to the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation on a monthly basis in accordance with the provisions of the schemes.

Additional Superannuation Contributions (ASC) from staff of both the Pre/Post 95 Scheme and the Single Scheme are remitted to the Department of Housing, Local Government and Heritage and brought to account as appropriations in aid of Vote 34.

k) Operating Leases

Rental expenditure under operating leases is recognised in the Statement of Income and Expenditure and Retained Revenue Reserves over the life of the lease. Expenditure is recognised on a straight-line basis over the lease period.

OFFICE OF THE PLANNING REGULATOR

NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 DECEMBER 2025

I) Critical Accounting Judgments and Estimates

The preparation of the financial statements requires management to make judgements, estimates and assumptions that affect the amounts reported for assets and liabilities as at the statement of financial position date and the amounts reported for revenues and expenses during the year. However, the nature of estimation means that actual outcomes could differ from those estimates. The following judgements have had the most significant effect on amounts recognised in the financial statements.

Provisions: The management makes provisions for legal and constructive obligations, which it knows to be outstanding at the period end date. These provisions are generally made based on historical or other pertinent information, adjusted for recent trends where relevant. However, they are estimates of the financial costs of events that may not occur for some years. As a result of this and the level of uncertainty attaching to the final outcomes, the actual out-turn may differ significantly from that estimated.

Impairment of property, plant and equipment: Assets that are subject to amortisation are reviewed for impairment whenever events or changes in circumstances indicate that the carrying amount may not be recoverable. An impairment loss is recognised for the amount by which the asset's carrying amount exceeds its recoverable amount. The recoverable amount is the higher of an asset's fair value less cost to sell and value in use.

Depreciation and Residual Values: The OPR has reviewed the asset lives and associated residual values of all fixed asset classes, and in particular, the useful economic life and residual values of fixtures and fittings, and have concluded that asset lives and residual values are appropriate.

	2025 €	2024 €
2. Oireachtas Grants		
Department of Housing, Local Government and Heritage	5,960,936	4,617,930

The OPR is funded from the Vote of the Department of Housing, Local Government and Heritage, through subhead D.5. This funding covers current (operational) expenditure of the OPR. The OPR did not receive funding in relation to capital projects.

	2025 €	2024 €
3. Other Income		
Bank interest received	6,701	10,955

OFFICE OF THE PLANNING REGULATOR

NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

	2025	2024
	€	€
4. Staff Costs		
Wages and Salaries	3,428,818	2,795,380
PRSI	354,316	282,967
Accrued Holiday Pay	17,000	22,000
Staff Costs	168	-
Recruitment costs	3,450	20,610
Agency costs	70,288	51,766
Total Staff Cost	<u>3,874,040</u>	<u>3,172,723</u>

Additional Superannuation Contribution (ASC), Pre/Post '95 Scheme contributions and Single Public Service Pension Scheme (SPSPS) contributions were deducted in line with statutory requirements. €122,670 of ASC was deducted by the OPR in 2025 and was paid over to the Department of Housing, Local Government and Heritage. €97,589 of SPSPS and €65,798 of Pre/Post '95 was deducted by the OPR in 2025 and was paid over to the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation. Prior to 3 January 2025 DHLGH managed payroll/deductions on behalf of the OPR.

a) Employee Numbers

The number of staff at year-end (full time equivalents) was 45 (2024: 46). The average number of staff (full time equivalents) during the year was 45 (2024: 40).

b) Staff Costs and Employee Information

Employee benefits breakdown is disclosed under "Employee Short-Term Benefits" in the Governance Statement and Planning Regulator's Report.

c) Termination Benefits

No termination benefits were paid during the period.

d) Remuneration of Chief Executive Officer

The remuneration in 2025 of the Chief Executive Officer, who was appointed on 3 April 2019, is as follows:

	2025	2024
	€	€
Mr. Niall Cussen, CEO	<u>186,794</u>	<u>174,515</u>

The CEO did not receive any performance related payments or any other benefit in kind during the period. The CEO's pension entitlements do not extend beyond the standard entitlements in the model public sector defined benefit superannuation scheme.

OFFICE OF THE PLANNING REGULATOR
NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

	2025	2024
	€	€
5. Upkeep and Overheads		
Rent and Service Charges	327,563	322,929
Telephone and Electricity	7,348	6,471
Repairs and Maintenance	28,862	27,044
Insurance on Premises	25,906	26,434
	389,679	382,878

	Note	2025	2024
		€	€
6. General Expenses			
Travel and Subsistence	6.1	35,843	8,459
IT Expenses	6.2	134,002	115,091
Printing, Post and Stationery		6,138	10,672
Conference and Seminar Costs		7,156	4,820
Communication		48,545	52,989
Staff Learning and Development		48,284	44,529
Research, Education and Public Awareness	6.3	240,236	72,482
Government Network Connection		9,225	-
Other Office Expenses		16,448	19,313
Loss on disposal		1,070	4,020
		546,947	332,375

6.1 Increase in Travel & Subsistence is due to an increase in the delivery of Local Authority training programs as a result of the enactment of the Planning and Development Act 2024.

6.2 Increase in IT Expense relates to higher software costs as a result of additional requirements relating to the widening of the OPRs statutory functions as set out in the Planning and Development Act 2024.

6.3 Increase in statutory research activities in 2025 is due to previously postponed research projects commencing in 2025 as a result of the enactment of the Planning and Development Act 2024.

OFFICE OF THE PLANNING REGULATOR

NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

	Note	2025 €	2024 €
7. Service Expenses			
Legal	7.1	696,253	481,634
Services Contracts	7.2	33,419	3,640
Accounting		2,657	1,993
Payroll & Pensions	7.3	22,594	13,707
Internal Audit		29,522	22,214
External Audit		19,000	17,900
		803,445	541,088

7.1 Increase in Legal Costs due to a number of Judicial Review proceedings being heard in 2025 and associated cost orders.

7.2 Services Contracts expenditure increased in 2025 due to an increased requirement for expert advice in Procurement, Human Resources and Communications.

7.3 Increase in Payroll and Pensions expenditure relates to the HR and Payroll functions being brought in-house from January 2025.

8. Property, Plant and Equipment

	<i>Furniture & Fittings</i>	<i>Office Equipment</i>	<i>IT Equipment</i>	<i>Total</i>
				€
<u>Cost</u>				
At 01 January 2025	183,567	58,815	145,506	387,888
Additions for the period	-	1,627	25,449	27,076
Disposals	-	-	(5,809)	(5,809)
At 31 December 2025	183,567	60,442	165,146	409,155
<u>Accumulated Depreciation</u>				
At 01 January 2025	59,641	39,199	55,925	154,765
Depreciation charge for the period	18,357	10,109	28,570	57,036
Disposals	-	-	(4,739)	(4,739)
At 31 December 2025	77,998	49,308	79,756	207,062
<u>Net Book Value</u>				
At 31 December 2025	105,569	11,134	85,390	202,093
At 31 December 2024	123,926	19,616	89,581	233,123

OFFICE OF THE PLANNING REGULATOR

NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

9. Receivables

	2025	2024
	€	€
Prepayments	255,703	190,018
Other Debtors	10,822	-
Credit Card	-	2,893
	<u>266,525</u>	<u>192,911</u>

All receivables are due within one year.

10. Cash and cash equivalents

	2025	2024
	€	€
Cash in Bank	1,090,720	534,898
Petty Cash	46	61
	<u>1,090,766</u>	<u>534,959</u>

11. Payables

	2025	2024
	€	€
Amounts falling due within one year:		
Creditors and accruals	65,221	249,194
Credit Card	2,530	-
Payroll related creditors	209,508	-
Professional Services Withholding Tax	38,185	13,313
Value Added Tax	9,585	10,621
	<u>325,029</u>	<u>273,128</u>

OFFICE OF THE PLANNING REGULATOR

NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

	Note	2025 €	2024 €
12. Provision for Liabilities			
<u>Legal Costs</u>			
Amount at the start of the year	12.1	190,000	175,000
Provision made during the year	12.1	250,000	15,000
Amount charged against the provision		-	-
Amount at the end of the year		440,000	190,000

13.1 The OPR was a notice party in the following Judicial Review proceedings against the Minister for Housing, Local Government and Heritage, in respect of which cost provision has been made in consultation with the OPR's legal advisors, as a best estimate of the costs, which are probable to be apportioned to the OPR as a notice party in the proceedings.

- One Judicial Review concluded in 2022.
- Two Judicial Reviews concluded in 2025.

During 2024, Judicial Review proceedings were initiated against An Coimisiún Pleanála and the OPR. An adverse costs order was made in 2024, in respect of which a provision has been made.

At year end 2025 the OPR awaits notification of the actual costs for payment pertaining to the above rulings.

	2025 €	2024 €
13. Capital Account		
At 01 January	233,123	236,598
<u>Transfer from / (to) Statement of Income and Expenditure and Retained Revenue Reserves</u>		
Funding of Fixed Assets	27,076	52,570
Amount released on disposal of fixed assets	(1,070)	(4,020)
Amortisation in line with asset depreciation policy	(57,036)	(52,025)
Balance at 31 December	202,093	233,123

OFFICE OF THE PLANNING REGULATOR

NOTES TO THE FINANCIAL STATEMENTS

FOR THE YEAR ENDED 31 DECEMBER 2025

14. Lease Commitments

The OPR has commitments in respect of a lease on office accommodation at 4th Floor (west and north wing), Park House, 191-193A North Circular Road, Dublin 7. This is held by way of a lease, which is in place until 11th October 2030. In 2023, the OPR extended the scope of the lease to include the north wing in addition to the west wing due to expanding staffing complement. The annual rent for west and north wing in 2025 is €220,631 exclusive of VAT.

Lease commitments

At 31 December 2025, the OPR had the following future minimum lease payments under non-cancellable leases:

	As at 31 Dec 2025	As at 31 Dec 2024
	€	€
Payable within 1 year	220,631	220,631
Payable within 2 – 5 years	827,366	882,524
Payable after 5 years	-	165,473
	1,047,997	1,268,628

15. Capital Commitments

There were no capital commitments as at 31 December 2025.

16. Prompt Payments 2025

The OPR is required to comply with the requirements of the Prompt Payments of Accounts Act 1997 and the European Communities (Late payment in Commercial Transactions) Regulations 2012. The OPR's standard terms of credit taken, unless otherwise specified in contractual arrangements, are 30 days from the receipt of invoice. Procedures have been implemented that provide reasonable assurance against material non-compliance with the Act/Regulations. While the procedures are designed to ensure compliance with the Act/Regulations, they can only provide reasonable and not absolute assurance material non-compliance with the 1997 Act and 2012 Regulations.

A review of all payments made during the year ended 31 December 2025 shows 3 payments totalling €64,255 giving rise to interest and penalties of €165 (2024: €19) under the above regulations. The table below outlines payment practices for 2025.

Details	Number	Value (€)	Percentage (%) of total number of payments made
Number of payments made within 15 days	437	1,224,973	67
Number of payments made within 16-30 days	214	449,141	33
Number of payments made in excess of 30 days that were subject to late payment interest	3	64,255	0
Total	654	1,758,369	100

OFFICE OF THE PLANNING REGULATOR
NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2025

17. Related Party Transactions/ Disclosure of Interests

The OPR complies with the Code of Practice for the Governance of State Bodies issued by the Department of Public Expenditure, National Development Plan Delivery and Reform in relation to the disclosure of interests by the Planning Regulator and members/staff of the OPR. Formal procedures exist to ensure adherence with the requirements of the Code. There were no related party transactions reported in 2025.

Key Management in the OPR consists of the Chief Executive and Planning Regulator, Deputy Planning Regulator and Director of Plans Evaluations, Director of Planning Reviews and Examinations, Director of Corporate Services and Director of Research, Training and Public Awareness. Total remuneration paid to key management personnel in 2025 was €706,044 in respect of the Chief Executive and four Directors (the 2024 charge of €640,334 related to the Chief Executive and four Directors).

18. Events After the Reporting Date

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

19. Approval of Financial Statements

The Financial Statements were approved and signed on 11 March 2026 by the Chief Executive and Planning Regulator.