

# The Land Development Agency Statement of Strategy

2024

2028



An Ghníomhaireacht Forbartha Talún  
The Land Development Agency



# Statement of Strategy

2024 ————— 2028

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*Cormac O'Rourke*  
**Cormac O'Rourke**  
The Land Development Agency - Chair

# Foreword

The LDA's first Statement of Strategy (2024-28) has been framed at a pivotal time, following the enactment of its enabling legislation, the LDA Act, and the establishment of an independent Board under the Companies Act.

Our Strategy is centred on the provision of affordable and social housing to help meet the needs of the people living in Ireland. We will do this by building on State and private lands in the near-term where possible and making sure the State has enough readily available land to be developed in the longer-term. In pursuit of that ultimate Vision, the Statement of Strategy comprises ambitious programmes organised around five key strategic themes. Achieving our objectives in each of these strategic areas will enable the LDA to contribute significantly towards the realisation of national development and housing policy goals, the creation of thriving communities, and the delivery of ongoing, positive social impact.

The LDA's unique role in the land and housing systems positions it to support the resolution of key, systemic challenges to the delivery of affordable and social housing. We are committed to serving the public and using our resources prudently, effectively, and transparently. Throughout the term of this Strategy and beyond, we will work to bring about lasting positive impact.

Our first priority is to deliver the more immediate construction opportunities available to us by accelerating the pace and scale of affordable and social housing in Ireland. In addition to delivering a focused build-out of our current project portfolio on State-owned lands, the LDA plans to increase the provision of affordable accommodation on privately held lands through collaboration with housebuilders, under what is known as the 'Project Tosaigh' initiative. Over the longer-term, we seek to promote greater regional balance; supporting Local Authorities to develop major regional cities, including large-scale sites for housing and mixed-use development.

The LDA's mandate introduces an innovative and holistic focus on optimising the usage of available State lands. Currently, the Agency is engaging actively with relevant State Bodies to unlock State land suitable for housing. Over the longer term, this strategic role will improve land assembly and availability, with a view to increasing housing supply. By 2028, we expect to have made significant

progress towards establishing and ensuring a more stable and available pipeline of land for affordable and social housing, enabling us to plan for, and fulfil, the longer-term needs of our society. It is our aim to do this in a way that supports the other State users of housing land, including Local Authorities.

Collaboration is a key part of our Strategy and has been important to our successes to date. The LDA has already forged connections into an extensive community of stakeholders, including Local Authorities, State Bodies, Housebuilders, Construction Companies and suppliers across both public and private sectors. Working collaboratively with our stakeholders will increase opportunities to resolve complexities and assist in delivering much needed housing.



The challenges of delivering sustainable solutions calls for fresh thinking: new ways of working and the intelligent deployment of our resources to achieve the best outcomes. Innovation and learning will enhance the LDA's capability and the impact of its activities. This Strategy sets out our key innovation priorities, including activities designed to support the implementation of Ireland's Climate Action Plan 2023 and to ensure that our housing delivery is climate adaptive, low carbon, and champions the use of sustainable products and construction methods.

As we work towards our Vision, it will be important to develop and strengthen our organisational capabilities and capacity. The Agency benefits from the collective talent, dedication, and diversity of its people. We take this opportunity to recognise their contribution and to highlight our commitment to developing a culture and organisation that offers purposeful and rewarding career opportunities to our most important asset, our staff.

Given the constantly changing environment that we operate in, our Statement of Strategy will be reviewed and updated on a regular basis. The LDA has a detailed business plan with specific internal targets and performance metrics that give life to the Strategy on a day-to-day basis, ensuring that all short-term actions and activities are directed towards the achievement of our higher-level strategic objectives.

The LDA's strategic planning process has been informed by long-term Government policy for the Irish housing system, including Housing For All and Project Ireland 2040, along with the suite of national policies, strategies, plans, and frameworks relevant to the statutory remit and organisational purpose of the LDA, including the LDA Act 2021 and the Code of Practice for the Governance of State Bodies 2016. It has also been supported by insights gained from engagement with external and internal stakeholders and we thank all stakeholders for their assistance and ongoing collaboration. In particular, we recognise the support of the Minister for Housing, Local Government and Heritage, Darragh O'Brien TD, his Departmental colleagues, and stakeholders in Local Authorities, Approved Housing Bodies, other State Agencies, and those across the private sector.



*John Coleman*

**John Coleman**

The Land Development Agency - CEO



# Introduction

This document is a statement of the strategy that will be pursued by the Land Development Agency (LDA) from 2024 to 2028. The strategy is informed by careful consideration of:

Long-term government policy and strategic planning for the Irish housing system;

The suite of national policies, strategies, plans, and frameworks relevant to the statutory remit and organisational purpose of the LDA;

All guidelines and legislative provisions which govern the LDA, including the LDA Act 2021 which sets out the core functions of the Agency and the Code of Practice for the Governance of State Bodies which provides a framework for the application of best practice in corporate governance by commercial State bodies;

Significant economic, social, technical and legal developments, and trends with implications for housing; and

The high priority our society places on the development of affordable, sustainable, inclusive, and vibrant communities where people want to live.



# Our Purpose

The LDA's purpose is to maximise the supply of affordable and social homes on public land in a financially sustainable manner, supporting the creation of thriving communities and delivering ongoing positive social impact.





# Our Vision

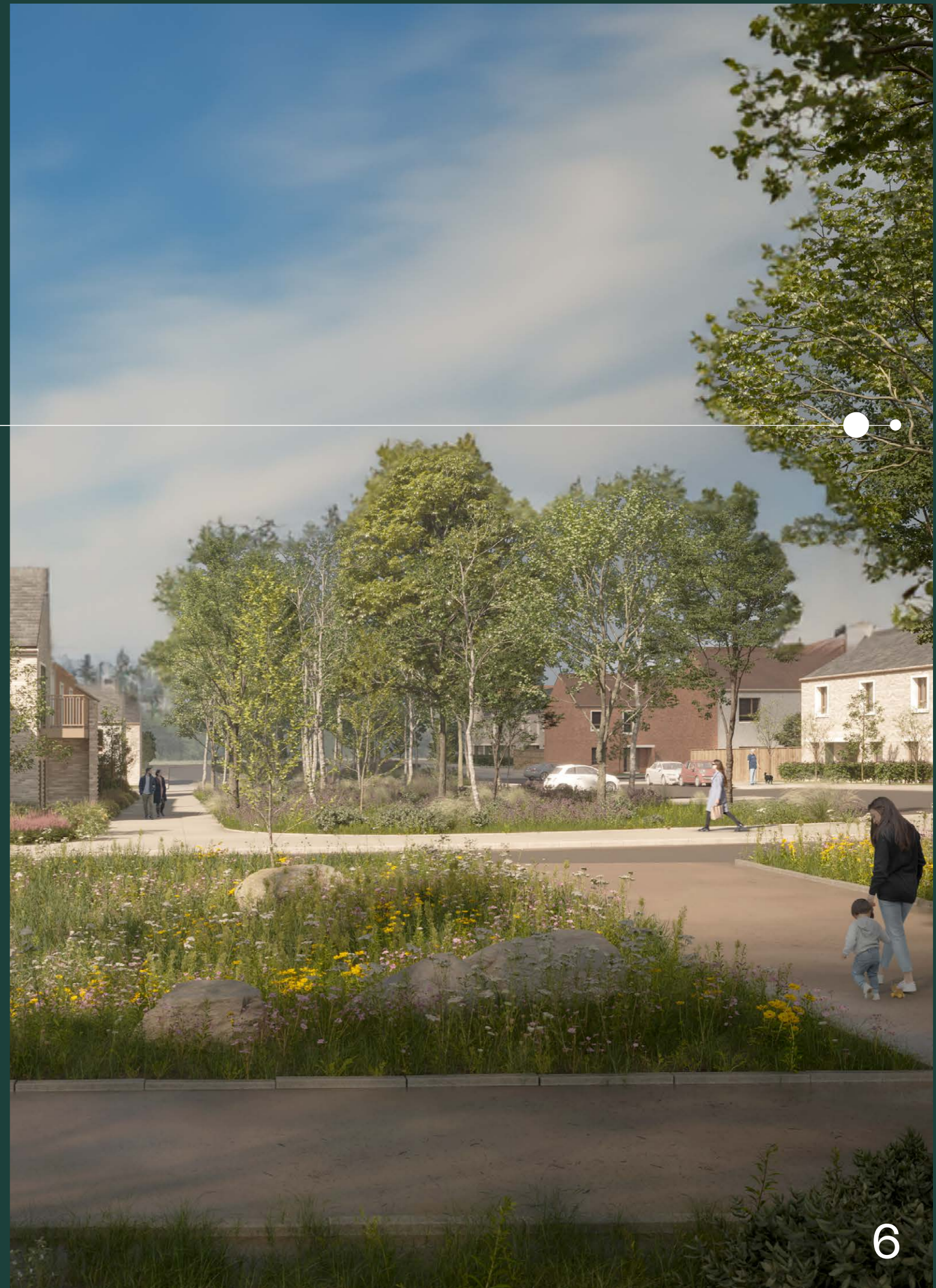
The provision of affordable and social housing to meet the needs of the nation, delivering:



A social return from the development and renewal of communities; and



A stable, national capacity to support sustainable, inclusive, and vibrant communities.





# Our Values



## Integrity

Our spirit of public service guides us to deliver a **sustainable social return for the people of Ireland**. We serve the public and hold ourselves accountable, adhering to the **highest professional standards**.





## Results

We commit our energy, expertise and resources to achieving results that sustain the supply of quality affordable and social housing delivered in compliance with robust health and safety standards on public land now and over the longer term.

## Collaboration

We build trust by displaying commitment and flexibility in equal measure. We engage and collaborate constructively with all our stakeholders to achieve better solutions.







## Innovation

We have the courage to **think differently**, to learn and to **be inventive and resourceful** about the ways we deliver results. We **embrace new ways** of achieving our goals, adapting and evolving as we go along. We **value diversity** in all its forms.

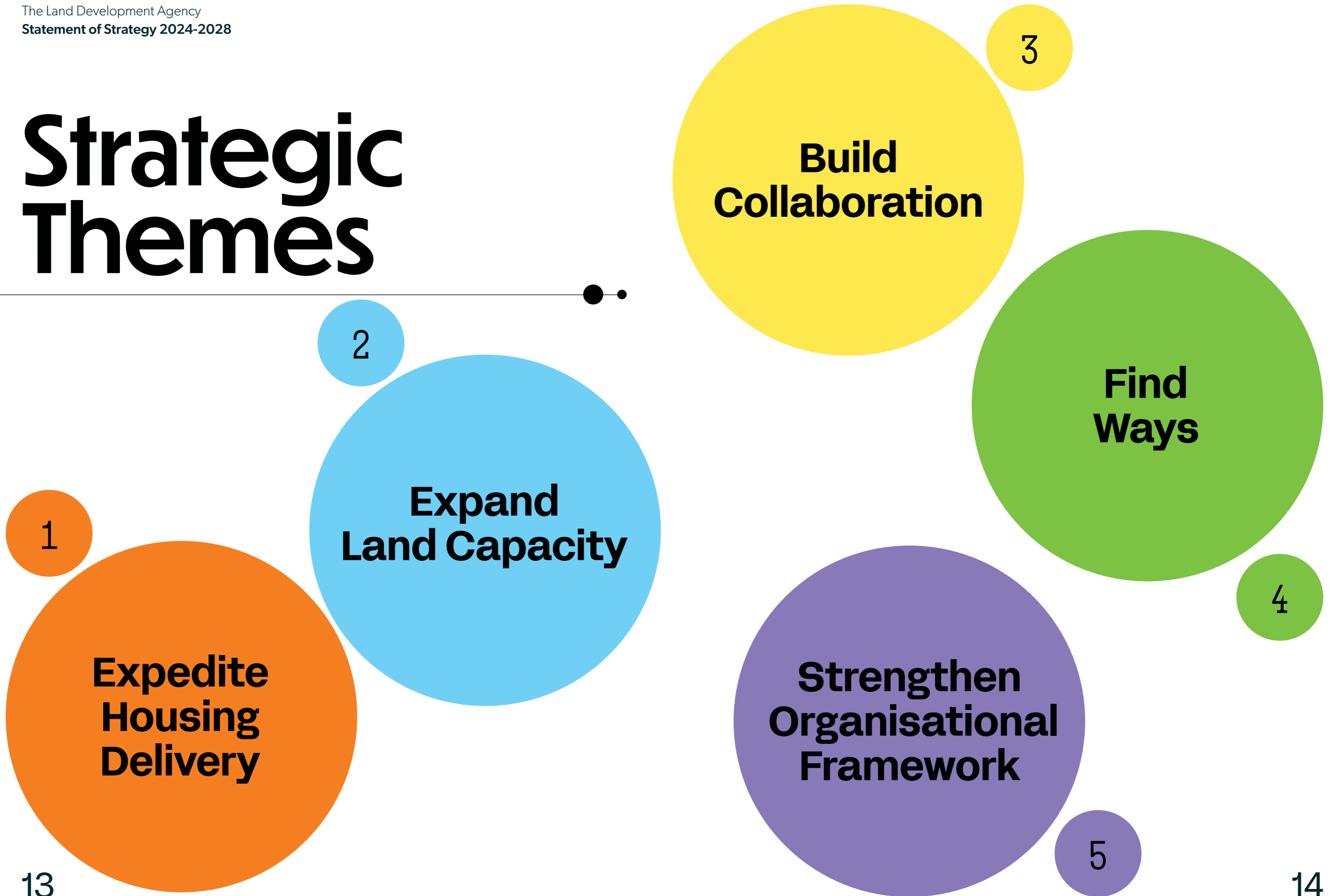
## Sustainability

**Environmental**, and all other forms of sustainability, are the **cornerstones that inform the priorities we set**, the ways we work, and the **outcomes we deliver**.





# Strategic Themes





1

# Expedite Housing Delivery

## Overall Goal

To accelerate the **pace**, **scale**, and **availability** of **affordable and social housing** in Ireland.

The LDA is currently driving projects that will, over the course of its 5-year 2024-28 Business Plan, yield in excess of 12,000 affordable and social homes. It manages an active portfolio of housing and development projects with development costs in excess of €1 billion. Its first projects include:



A landmark passive housing development at Shanganagh, Shankill Dublin 18, where the LDA will deliver 597 homes in partnership with Dún Laoghaire-Rathdown County Council, the first partnership of its kind.



Repurposing the derelict hospital and grounds of St Kevin's Hospital, Cork City to deliver 265 homes including the adaptive re-use of the listed hospital structure.



An 11.3 ha site in Dundrum Dublin 14 which offers the opportunity to develop a new urban community with good transport links. The site is expected to deliver up to 1,000 homes.



1

# Expedite Housing Delivery (Continued)

## Planned Impact

Over the next five years, the LDA's highest priority will be the delivery of high quality, affordable and sustainable housing options, across tenures including cost rental and affordable for sale.

Increased supply, delivered through the combined efforts of key housing delivery partners, will help to address current market deficiencies and relieve pressure points in the housing market.

The LDA has the aim of achieving a run-rate of 2,000 new homes delivered per annum within 5 years.



## Objectives

## Activity

1.1 To accelerate the development and delivery of affordable housing in line with national housing targets

Over the next five years, the Agency will:

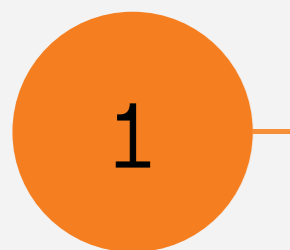
- Provide affordable housing for purchase or rent in areas of greatest need
- Develop directly, and/or facilitate the development of, large scale sites for housing or mixed-use development
- Deliver a focused build-out of its current project portfolio with a view to optimising efficiency and cost effectiveness
- Establish clear timelines for the delivery of its housing development pipeline
- Grow capacity to support future delivery of the State's overall planned housing output, with the ultimate aim of achieving a sustainable delivery run-rate of 2,000 homes per annum

1.2 To increase the provision of affordable rental accommodation through commercial agreements with delivery partners (Project Tosaigh)

Project Tosaigh is the LDA's initiative to accelerate the development of affordable accommodation through commercial agreements of suitable, permission-granted, unbuilt schemes in high demand areas. The Agency will:

- Prioritise and drive the Project Tosaigh initiative to accelerate the completion and delivery of affordable homes (cost rental and affordable for sale) between 2024-28





## Expedite Housing Delivery (Continued)

### Objectives

### Activity

1.3 To facilitate the delivery of social housing

**The LDA will:**

- Increase the quantity and range of social and supported housing options
- Provide social housing for purchase by Local Authorities and Approved Housing Bodies (AHBs)
- Seek opportunities to enable providers of social and supported housing to build and access suitable housing in mixed tenure developments

1.4 To facilitate the timely provision of publicly owned infrastructure to service housing or development sites

**The LDA will:**

- Engage at an early stage with utilities, transport, and other infrastructure providers to ensure timely provision of infrastructure and to progress opportunities to increase transit-oriented development

### Objectives

### Activity

1.5 To establish, coordinate, and progress programmes to drive the rejuvenation and transformation of strategic areas

In line with the National Planning Framework, the LDA is collaborating with Local Authorities in main cities and key urban areas to support the development of transformative schemes planned to rejuvenate underutilised brownfield sites and deliver low carbon urban development. These large-scale programmes aim to:

- Develop and rejuvenate large-scale urban areas to deliver vibrant, inclusive, sustainable communities, supporting regional rebalancing and the realisation of wider social and economic opportunities in future
- Develop innovative, quality, low carbon housing solutions to reflect modern priorities
- Develop communities which are inclusive and integrated and support evolution throughout the lifecycle, with a range of living opportunities across all tenure types
- Support Local Authorities to achieve wider social and economic development around landmark design projects
- Progress plans to increase capacity to support delivery of major development programmes on public land to meet growth targets and identified needs
- Identify opportunities and commence activity of select major urban renewal schemes

**The LDA will:**

- Incrementally grow its regional presence to coordinate LDA activity, collaboration and service delivery in major regional centres
- Work with state landholders to catalyse the development potential of target areas
- Support Local Authorities to realise their strategies for the development of major regional cities

1.6 To develop a regional cities strategy

**The Agency will:**

- Undertake broad engagement with the stakeholder community to inform the LDA's strategic approach and priority focus areas in relation to regional rebalancing and delivery of low carbon development



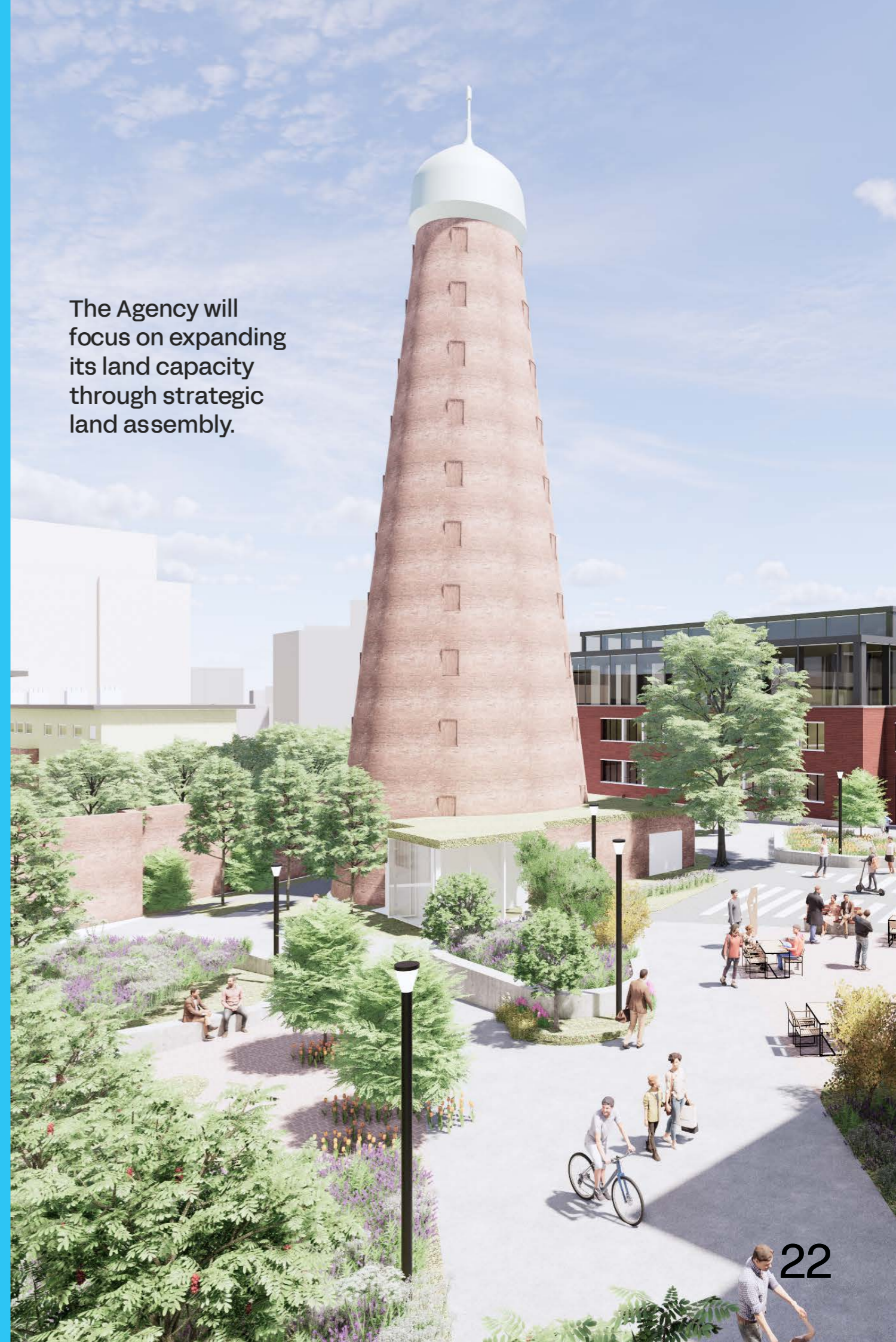
2

# Expand Land Capacity

## Overall Goal

To lead a **focused approach to strategic land assembly** to ensure a **consistent pipeline** of sites in areas of greatest demand.

The Agency will focus on expanding its land capacity through strategic land assembly.





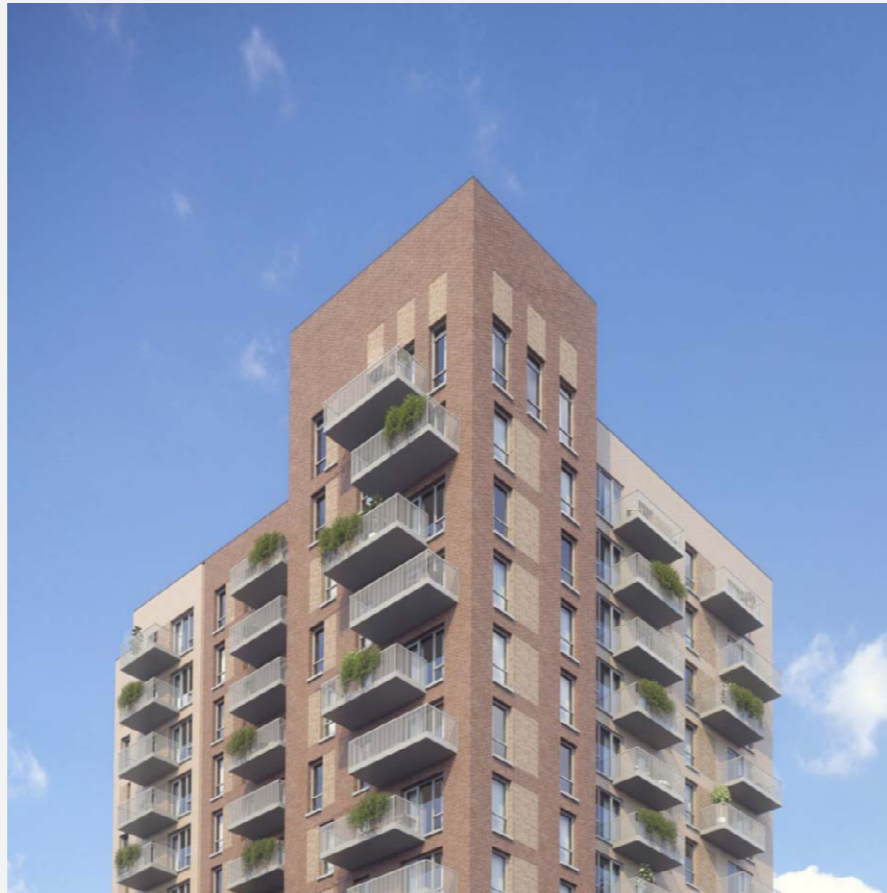
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## Expand Land Capacity (Continued)

### Planned Impact

By 2028, the Agency will have increased the stability, predictability and resilience of the supply pipeline of land for public housing; and

Navigated the development cycle appropriately, in light of changing economic cycles.



### Objectives

### Activity

**2.1 To develop a long-term approach to the strategic pipeline development and management of State land to expedite the provision of affordable and social homes**

**The Agency will:**

- Shape its 5-year strategic approach to long-term land pipeline development and management, based on its evaluation of key opportunities and predicted demand
- Progress its identification of sites with potential for land optimisation
- Publish the Register of State Lands
- Develop and prepare a report on the extent of relevant public land with potential to be developed for the delivery of affordable and social housing

**2.2 To secure a stable landbank to facilitate the continuous development of communities and homes in line with demand**

**The Agency will:**

- Acquire lands where relevant and needed to support delivery of its strategic remit in relation to assembly of large sites suitable for master planning and subsequent development, and to support consistent, ongoing housing delivery
- Progress the Agency's formal programme of engagement with relevant agencies to unlock State land suitable for housing
- Progress plans to identify and advance key infrastructure investment related to unlocking or activating key sites
- Drive strategic land assembly working with public and private landowners to stabilise land supply and values, and to deliver increased affordability



# 2

## Expand Land Capacity (Continued)

### Objectives

### Activity

**2.3 To prepare public lands for housing development**

**The Agency will:**

- Prepare framework or master plans for relevant public lands identified in the national housing strategy for the purposes of development
- Manage the delivery of planning and siteworks to prepare lands for development
- Coordinate preparation and development of necessary infrastructure with relevant utility providers and others
- Where required, support Local Authorities and other stakeholders to resolve complex issues and project manage delivery of the lands for housing development

**2.4 To enable the continuation of urban regeneration and strategic development activities in the event of negative economic cycles**

**In the event of a negative economic cycle the LDA will, in line with its strategy and remit:**

- Provide direct intervention to ensure the continuation of public housing development programmes to meet identified housing needs
- Increase LDA development activity to maintain housing construction capacity in the State
- Structure its balance sheet to ensure the availability of capital in negative cycles, with a view to maintaining consistent housing construction capacity at all stages of the economic cycle

### Objectives

### Activity

**2.5 To grow the State's capacity to intervene strategically in land and housing supply for the medium to long-term**

**The Agency will:**

- Activate a coherent portfolio development rationale and policy to inform the Agency's long-term land acquisition strategy
- Undertake strategic counter-cyclical investment activity to create a stable supply pipeline of land suitable for affordable and social housing
- Capitalise on potential reductions in land values by acquiring land in strategic locations

**2.6 To manage the LDA's estate to optimise outcomes in the public interest**

**The LDA's approach to asset management will encompass a continuous assessment and review of market developments to optimise outcomes for the State on the assets in its portfolio. The Agency will:**

- Develop appropriate opportunities to drive long term strategic development throughout the State



3

# Build Collaboration

## Overall Goal

To **unlock challenges and drive results through collaboration with delivery partners, suppliers, and other stakeholders involved in developing and managing affordable and social homes across Ireland.**



The LDA values engagement with all stakeholders and will prioritise consultation, information sharing, and liaison to build strong, collaborative relationships that facilitate delivery of the outcomes being sought.



3

# Build Collaboration (Continued)



## Planned Impact

By 2028, the Agency will have:

- Contributed to increased delivery by working with key stakeholders to unlock sites and advance housing delivery; and
- Built effective and lasting relationships with a range of its key stakeholders to support ongoing delivery of shared outcomes.

## Objectives

**3.1 To engage with key stakeholders in a structured and effective manner**

## Activity

**The Agency will focus on continually strengthening its collaboration with its key stakeholders to increase its effectiveness by:**

- Making available to delivery partners its services and expertise (for example, across areas including master planning, complex site resolution, project management, professional and technical services)
- Evolving flexible, agile methodologies to support the delivery of key shared strategic objectives
- Sharing emerging insights to provide a focus for learning and co-creating methodologies to support efficient resource sharing and delivery

## Objectives

**3.2 To support delivery of partner programmes and collaborations**

## Activity

**In addition to its own housing programme, the LDA supports the delivery programmes of key established delivery partners. It will:**

- Actively seek opportunities to enable the delivery of projects through the supply of expertise and professional resources, particularly in critical areas such as master planning, complex site resolution, design, and sustainability
- Assemble partnerships comprising public and private sector stakeholders to identify template projects in the affordable for sale and cost rental tenures
- Engage in formal and informal collaborations with the Housing Agency and Local Authorities to support the delivery of affordable and social housing targets, prioritising urban areas
- Engage with the Dublin Housing Delivery Group to plan for projected demands
- Support the Local Authorities in our main regional cities to promote greater regional balance
- Maintain formal and informal engagement, information sharing and networking to ensure solid foundations for ongoing cooperation
- Work towards the development of a shared supply model to ensure efficient coordination across major housing delivery partners



3

## Build Collaboration (Continued)

### Objectives

### Activity

**3.3 To engage with AHBs to develop a mutual understanding of the sector and to identify opportunities to support and collaborate**

**The Agency will:**

- Engage with representative bodies and AHBs to explore potential synergies, ways of working, and opportunities to support the achievement of shared delivery goals
- Seek opportunities to collaborate with AHBs on specific delivery projects in mixed tenure developments

**3.4 To increase private sector participation in the delivery of affordable and social housing projects**

**The Agency will:**

- Encourage participation from new, international, and other contractors from non-traditional sources in construction procurement processes
- Engage with potential private sector partners to explore opportunities for public-private partnerships and other joint ventures
- Develop strategies to facilitate early contractor engagement on projects

### Objectives

### Activity

**3.5 To ensure systematic and effective engagement with government departments, statutory authorities and State agencies**

**The Agency will:**

- Maintain regular engagement with government stakeholders including the Department for Housing, Local Government and Heritage, and the Department of Public Expenditure, NDP Delivery and Reform as the LDA's key shareholding departments
- Engage with key government departments to support implementation and delivery of the National Planning Framework and Housing for All (including supporting work of relevant Housing for All Delivery Offices/Groups, the Planning Advisory Forum, and the Transport Working Group)
- Establish appropriate engagement with the Department of Transport, the National Transport Authority, transport, utilities, and other major infrastructure providers to support an integrated approach and timely coordination of infrastructure provision for major development areas in future, including working to progress opportunities to collaborate on transit-led development



# 3

## Build Collaboration (Continued)

### Objectives

### Activity

**3.6 To engage and consult with local communities in relation to the development of land**

**The LDA has developed a comprehensive strategy and process for engaging with and consulting local communities and other stakeholders in relation to the development of land. It will:**

- Implement the strategy to ensure an early, proactive, and proportionate approach to stakeholder engagement and consultation
- Initiate appropriate and transparent consultative processes to ensure quality and timely engagement
- Provide relevant information and progress reports on construction activity on its website and via media channels

**3.7 To engage and consult with the public and other key stakeholders regularly**

**The Agency will evolve its public affairs activity to:**

- Contribute to national dialogue about sustainable development and the resolution of housing challenges
- Report regularly on the development of plans and provide regular progress reports on major projects
- Explore ways to capture customer views and insights to inform the creation of a stronger customer experience

### Objectives

### Activity

**3.8 To contribute to a coordinated focus on providing homes that meet market needs**

**The Agency will:**

- Engage regularly with stakeholders and subject matter experts to monitor current and future socio-economic, demographic, and demand trends to take a lead in ensuring that housing solutions are aligned with anticipated requirements



4

# Find Ways

## Overall Goal

To foster innovation and enhance capability in the housing system to facilitate the ongoing delivery of affordable, low carbon, and climate resilient development designed to meet the public's needs in an efficient and sustainable manner.



This strategic theme sets out the Agency's focus on innovation and continuous learning to enhance collective capability and impact.



4

# Find Ways (Continued)



## Planned Impact

By 2028, the Agency will have ensured the viability, quality, and sustainability of affordable and social housing solutions by promoting innovation in areas such as:

- Housing design and construction; and
- Construction procurement.

## Objectives

**4.1 To foster and encourage the use of innovation in housing design and construction**

## Activity

**The Agency will:**

- Adopt a suite of methodologies and practices to support effective and efficient housing delivery
- Operate within a continuous improvement framework in which quality, efficiency and a rapid route to market are prioritised
- Investigate opportunities to pilot and adopt modern methods of construction (MMC) in projects of suitable scale
- Investigate the opportunity to use standard, high quality design templates to facilitate rapid and cost-effective development of homes

## Objectives

**4.2 To promote sustainable community development and support implementation of Ireland's Climate Action Plan 2023**

## Activity

**The Agency will:**

- Ensure that Agency-sponsored housing solutions are climate adaptive, low carbon, and champion the use of sustainable products and construction methods
- Promote reliance on active transport methods by targeting housing developments that are public transport-led and within, or close to, existing communities, schools, and public amenities
- Prioritise the repurposing of publicly-owned and under-utilised land, as well as vacant and under-occupied buildings
- Focus on sites with compact development potential and serviced by existing facilities and public transport

**4.3 To seek improvements to the affordable housing model**

**The Agency will:**

- Engage with relevant stakeholders to consider potential for innovation with a view to increasing the effectiveness of affordable housing models

**4.4 To seek efficiencies in procurement in the housing system**

**The Agency will:**

- Engage with the Office of Government Procurement to support and inform the Agency's approach to procurement innovation
- Consider ways to mitigate the risks for contractors in public tendering in light of construction inflation
- Investigate best practice procurement innovations to optimise efficiencies in public procurement and to widen participation, enhance the efficiency and cost effectiveness of housing delivery
- Consult delivery partners to explore potential to leverage combined scale
- Consider the incorporation of social clauses in procurement, where appropriate



5

# Strengthen Organisational Framework

## Overall Goal

To scale the LDA's organisational capacity, structure and size to ensure it is well-positioned to deliver its full mandate, operating responsibly and serving its stakeholders transparently and effectively.



The Agency will design and implement an organisation development strategy to ensure a focused evolution of its capacity and capability, proportionate to its remit and activities.



5

## Strengthen Organisational Framework (Continued)

### Planned Impact

The LDA will scale its organisational structure and resources to assure the effective coordination, oversight, and delivery of its planned objectives and activities.



### Objectives

### Activity

**5.1 To adopt a planned approach to organisational development**

**The Agency anticipates incremental expansion to ensure sufficient capacity and resources are in place to manage and control its activities effectively. Its scaling plan will encompass:**

- The evolution of its operating model
- A planned approach to the development of key corporate functions
- A focused talent management initiative to attract and retain talent in key professional, technical, and managerial functions
- The evolution of an inclusive, values-based culture
- Provision of appropriate training and development programmes for staff
- A sustained and target-driven approach to fostering diversity and inclusion throughout the organisation
- The development of an appropriate and flexible blended work policy

**5.2 To ensure effective risk management**

- The Agency will evolve and enhance its risk management framework to ensure a comprehensive approach is in place for the identification, assessment, mitigation, and monitoring of risks

**5.3 To enable the organisation to operate to the highest levels of governance**

**The Agency will strengthen its governance framework to ensure robust accountability and drive the efficient use of resources.**

**Its governance development approach will focus on:**

- Maintaining a robust Company Secretariat function to oversee the application of relevant codes of practice
- Monitoring procurement processes to secure value-for-money, ensuring compliance with the Public Spending Code and all legal and governance requirements as well as minimising risk
- Putting in place relevant policies, procedures, processes, and systems to facilitate efficiency and good governance and to ensure compliance with the Code of Practice for the Governance of State Bodies (2016) and statutory obligations including the LDA Act 2021, the Public Spending Code, the Public Sector Equality and Human Rights Duty, and Our Public Service 2020









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