



An Ghníomhaireacht Forbartha Talún  
The Land Development Agency

## Executive Summary

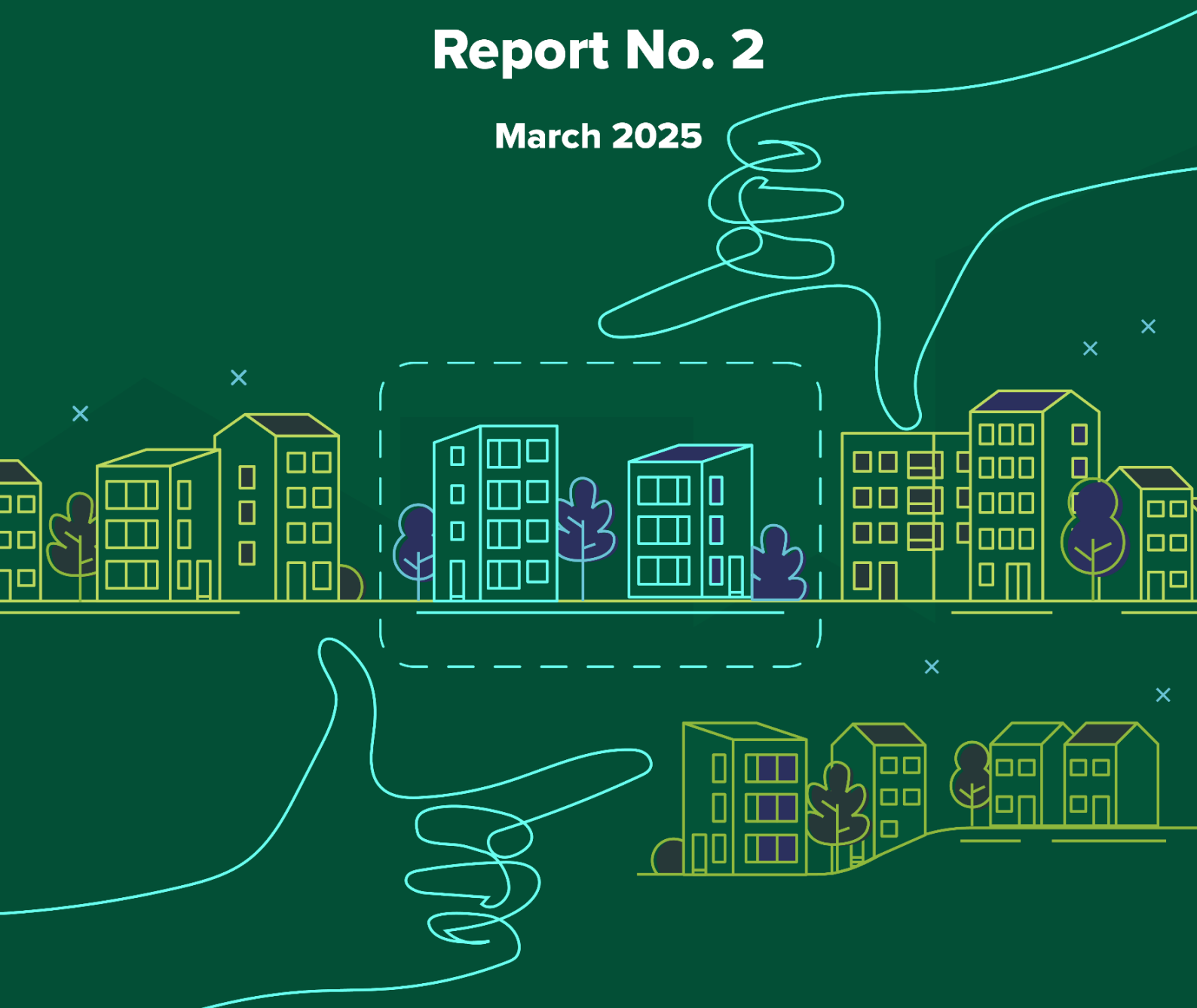
# The Land Development Agency

## Section 52 LDA Act 2021

# Report on Relevant Public Land 2025

## Report No. 2

March 2025



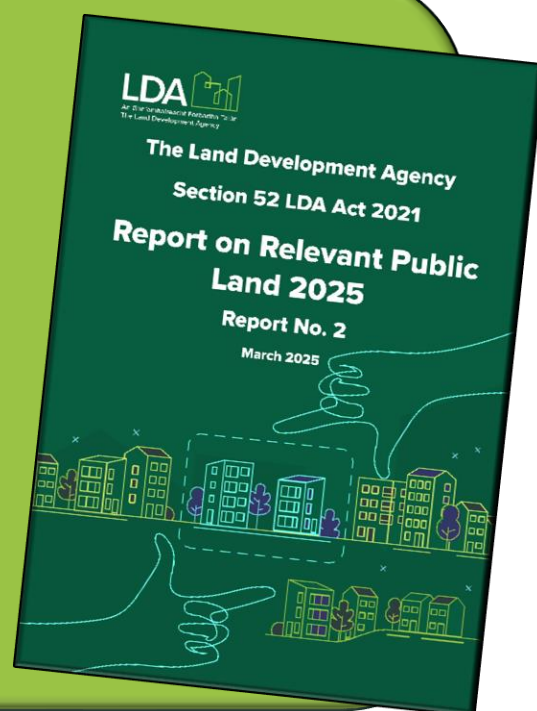
## Overview & Background

The Land Development Agency (LDA), established under the Land Development Agency Act 2021, is the State's affordable housing delivery body. Its main role is to acquire and develop publicly owned and other land to deliver affordable purchase and cost rental homes.

The LDA delivers housing through two main channels. The first channel is direct delivery and involves the development of housing on publicly owned or land acquired by the Agency. The second channel involves housebuilder partnerships as part of the Government's Project Tosaigh initiative, whereby the LDA partners with homebuilders and provides the financial impetus required to initiate and complete housing projects.

The Report on Relevant Public Land 2025 (known here after as the Report) is a statutory document required under Section 52 of the Land Development Agency Act 2021. The LDA is mandated to report to the Government on "Relevant Public Land" and lands owned by the Agency that are assessed as fit for the purposes of the Act. This Report is submitted biannually for Government consideration.

This Report has assessed all census towns with a population of greater than 10,000. Relevant Public Land is defined as land owned by state bodies in settlements with a population greater than 10,000 persons, according to the most recent census. This Report reviews 55 such settlements, ranging from Nenagh, Co. Tipperary (population 10,000) to Dublin City and suburbs (population 1,263,000).



## Role and Focus of the Report

The primary role of the LDA in preparing this report is to identify relevant public land and assess its potential for development for affordable and social housing. The Report supports an analysis of the public land bank and its potential to aid in the delivery of affordable and social homes. The Report does not indicate that the land identified will be or should be, developed by the LDA.

This Report supports one of the Government's strategic aims - identifying public land which has the potential to deliver affordable and social housing development. It acknowledges the limited availability of public land noting that much of it is currently in use for other purposes. However, some underutilised public land may be more optimally developed for housing in the short to medium term, while other public land will take longer and require greater investment in order to deliver new homes.

## Site Classification

The Report seeks to categorise public land based on the level of known constraints that exist on each site. These include:

- Least Constrained Sites
- Moderate and Significantly Constrained Sites

### Least Constrained Sites

32 land parcels have been identified as having the lowest level of constraint. These are concentrated in 14 census towns. While some of the land is currently being acted upon by the LDA or other state bodies, some is not. The least constrained land is land that is considered to be serviced, zoned and ready for development in the near to medium term.

### Moderate and Significantly Constrained Sites

The remaining 69 parcels of public land identified comprise of land with greater levels of complexity and more constraints. Should these parcels come forward for development, they will require numerous actions to be undertaken, which may include some or all of the following:

- feasibility study and/or masterplan preparation
- rezoning to facilitate residential-led development,
- consolidation or relocation of existing uses,
- decontamination,
- detailed design,
- significant infrastructure works,

While the remaining 69 parcels of land are more challenging to deliver and will require considerable investment, they represent a substantial pipeline of public land that can continue to yield housing over the medium to long term (7-15+ years), subject to zoning and future development plans. The LDA is currently working on a number of these areas, including Pear Tree Crossing (Digital Hub), Inchicore in Dublin, Colbert Quarter in Limerick and Sandy Quarter in Galway.



## Summary Findings

The LDA's Report on Relevant Public Lands 2025 has undertaken assessments for 102 parcels of Relevant Public Land across 26 census towns. The Lands identified have been assessed in terms of their potential for housing development, and level of known constraints for development. The locations and potential supports the objectives of the National Planning Framework and seeking balanced regional development.

Location	No. of Lands	Relevant Public Land	Indicative Yield by level of constraint			Indicative Yield by Owner		
			Class 1 (Least)	Class 2 (Moderately)	Class 3 (Significantly Constrained)	Schedule 1	Schedule 2	Local
Dublin Metropolitan Area	38	25,560 - 33,750	6,630 - 8,930	4,140 - 5,240	14,790 - 19,580	5,830 - 7,240	8,750 - 11,690	10,980 - 14,8120
Cork Metropolitan Area	15	10,860 - 14,050	670 - 920	2,970 - 4,110	7,220 - 9,020	3,240 - 3,730	6,640 - 8,960	980 - 1,360
Limerick Metropolitan Area	6	3,610 - 4,740	290	90 - 130	3,230 - 4,320	240 - 340	3,370 - 4,400	0
Galway Metropolitan Area	8	4,370 - 5,970	300 - 420	1,070 - 1,350	3,000 - 4,200	2,590 - 3,700	730 - 950	1,050 - 1,320
Waterford Metropolitan Area	4	870 - 1,220	650 - 930	220 - 290	0	580 - 840	290 - 380	0
<b>Total 5 Cities</b>	<b>71</b>	<b>45,270 - 59,730</b>	<b>8,540 - 11,490</b>	<b>8,490 - 11,120</b>	<b>28,240 - 37,120</b>	<b>12,480 - 15,580</b>	<b>19,780 - 26,380</b>	<b>13,010 - 17,500</b>
Sligo	3	500 - 690	300 - 420	110 - 150	90 - 120	0	110 - 150	390 - 540
Letterkenny	1	210 - 290	0	210 - 290	0	210 - 290	0	0
Dundalk	3	710 - 1,000	150 - 210	560 - 790	0	150 - 210	560 - 790	0
Drogheda	1	280 - 390	0	0	280 - 390	0	280 - 390	0
Athlone	2	250 - 360	90 - 130	160 - 230	0	0	160 - 230	90 - 130
<b>Total Regional Centres</b>	<b>10</b>	<b>1,950 - 2,730</b>	<b>540 - 760</b>	<b>1,040 - 1,460</b>	<b>370 - 510</b>	<b>360 - 500</b>	<b>1,110 - 1,560</b>	<b>480 - 670</b>
Other Census towns in Eastern and Midlands region	10	2,160 - 3,060	0	1,740 - 2,470	420 - 590	1,100 - 1,550	220 - 310	840 - 1,200
Other Census towns in Southern Region	10	3,550 - 5,030	1,780 - 2,530	590 - 840	1,180 - 1,660	2,210 - 3,110	60 - 80	1,280 - 1,840
Other Census Towns in Northern and Western Region	1	190 - 280	0	190 - 280	0	0	0	190 - 280
<b>Total Other Census Towns</b>	<b>21</b>	<b>5,900 - 8,370</b>	<b>1,780 - 2,530</b>	<b>2,520 - 3,590</b>	<b>1,600 - 2,250</b>	<b>3,310 - 4,660</b>	<b>280 - 390</b>	<b>2,310 - 3,320</b>
<b>Total</b>	<b>102</b>	<b>53,120 - 70,830</b>	<b>10,860 - 14,780</b>	<b>12,050 - 16,170</b>	<b>30,210 - 39,880</b>	<b>16,150 - 21,010</b>	<b>21,170 - 28,330</b>	<b>15,800 - 21,490</b>

## LDA Delivery Update

The LDA's housing delivery increased significantly in 2024. The State's affordable housing body started the year with construction underway on three direct delivery sites and has now doubled this to six in total.

One of the six is Shanganagh Castle Estate in Shankill in Dublin, where the first of 597 homes have already been delivered, and the remainder are due to be completed in 2025. This is the Agency's first direct delivery project and was developed in partnership with Dún Laoghaire-Rathdown County Council.

The Agency has developed strong relationships and a partnership approach with local authorities to deliver large-scale strategic developments and is now collaborating closely with Councils across the country to deliver affordable homes in Dublin, Cork, Galway, Limerick, and Waterford.

Meanwhile, homebuilder partnerships have enabled the LDA to deliver affordable homes in areas of high demand. The Agency has already delivered or is in the process of delivering over 2,800 homes through the Government's Project Tosaigh initiative with a further 5,000 planned by 2028.

Last year, the LDA announced the establishment of a framework panel consisting of 15 of Ireland's largest and most experienced homebuilders to accelerate the delivery of affordable homes. The Agency is currently underwriting proposals for over 2,000 homes through this channel alone, which will be in addition to the 2,800 either already delivered or in the process of being delivered. The latest 2,000 homes are being procured through a competitive bid process.

In 2024, the Agency also added to its land bank through the transfer of new sites from state organisations and through partnerships with local authorities meaning it now has a pipeline of over 21,000 homes across 44 sites and is on course to become the country's largest homebuilder in the coming years.



# Report on Relevant Public Land 2025

## Summary Findings



**102** Parcels of land  
identified



**55** Census Towns  
assessed



**10,860**  
— TO —  
**70,830** Potential  
number  
of homes



0 - 7 Years

Class 1  
Least Constrained

10,860 to

**14,780**



7-15 Years

Class 2  
Moderately Constrained

12,050 to

**16,170**



15+ Years

Class 3  
Significantly Constrained

30,210 to

**39,880**



## LDA Strategic Areas- Update

Significant progress has been made across each of the LDA's four, larger-scale strategic areas. At **Digital Hub** following completion of a masterplan for the site, a design team has been appointed to advance plans for the site and implement the approved development strategy.

In the **Colbert Quarter**, Limerick a spatial framework for the entire quarter is in place and supported by an Infrastructure Development and Delivery Plan (IDDP). A detailed masterplan for the HSE lands has been prepared and design teams are being appointed to support early phases of delivery at Carey's Road and St. Joseph's site (HSE land). A Cost Benefit Analysis (CBA) has been produced which demonstrates a strong case for public investment in infrastructure to unlock underutilized brown-field lands for affordable housing and other mixed uses.

A Spatial Framework for the **Sandy Quarter** was developed and consulted on during 2023 and approved in 2024. A community and stakeholder engagement report was subsequently published in 2024, and a CBA has been prepared to support with accessing funding which will unlock the site. The LDA continues to engage with Córas Iompair Éireann (CIÉ), the Electricity Supply Board (ESB) and the Office of Public Works (OPW) in relation to lands at **Inchicore**. A detailed feasibility study is well underway to understand more fully the extent of land available for development and the extent of constraints that exist.



Digital Hub, Dublin 8



Colbert Quarter, Limerick



Sandy Quarter, Galway



Inchicore, Dublin 8

## LDA Growth

The LDA also grew significantly in 2024, building on the progress made in 2023 when the Agency closed the year with just over 100 team members. Today, its workforce has expanded to almost 200 highly skilled, dynamic, and enthusiastic professionals. In 2024, the LDA also released two significant documents - a 'Sustainable Development Strategy 2024-2028' and a 'Statement of Strategy 2024-2028'.



## Glossary

Term	Definitions
<b>Census Town</b>	The area of a town (including all the environs of the town for the purpose of the census of population concerned) the population of which, when rounded to the nearest 500 as shown in the latest census report of the Central Statistics Office, is equal to or greater than 10,000 persons <sup>1</sup> . The latest published information at settlement level is from the 2022 census.
<b>Class 1 Land (Least Constrained)</b>	Class 1 – considered to be land with least constraints within Census Towns that is regarded as being substantially ready for near-to-medium-term residential delivery following, making the land available for development. It is generally brownfield or infill land located within the development boundary of existing towns and cities. Further details in Chapter 2.3.
<b>Class 2 Land (Moderately Constrained)</b>	Class 2 – medium-to long-term land in Census Towns that is regarded as being appropriate for residential-led development, subject to overcoming some limited constraints following, after the land is made available for development. Further details in Chapter 2.3.
<b>Class 3 Land (Significantly Constrained)</b>	Class 3 – generally large, brownfield, complex long-term land within Census Towns that is regarded as having potential for residential-led development and urban regeneration, but due to several existing constraints requires a number of supports in order to unlock its potential. Further details in Chapter 2.3.
<b>Schedule 1</b>	A person or body specified in Schedule 1 of the Land Development Agency Act 2021 (and set out in Appendix 6.2).
<b>Schedule 2</b>	A person or body specified in Schedule 2 of the Land Development Agency Act 2021 (and set out in Appendix 6.2).
<b>Schedule 3</b>	Relevant Public Land referred to in Section 56(1)(c) of the Land Development Agency Act 2021 (and set out in Appendix 6.2).
<b>Relevant Public Land</b>	All land within a census town owned by a relevant public body.







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