



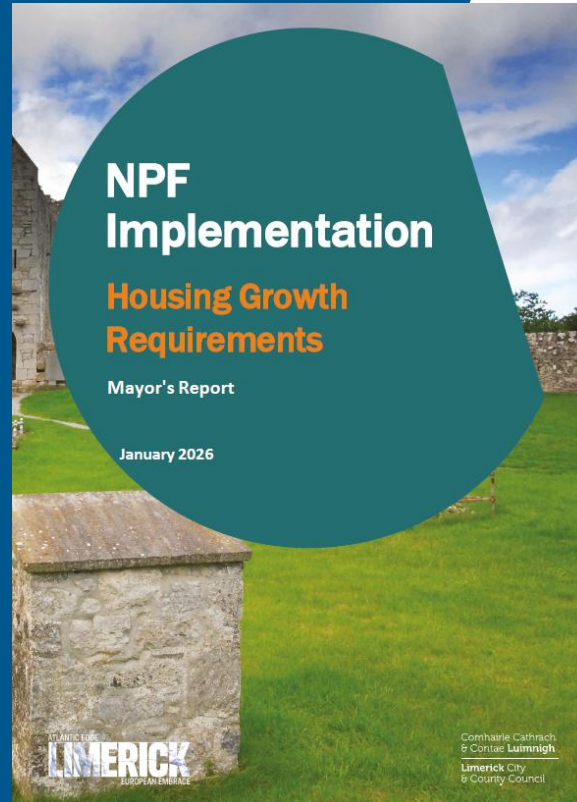
An Roinn Tithíochta,  
Rialtais Áitiúil agus Oidhreacht  
Department of Housing,  
Local Government and Heritage

## NPF Implementation: Housing Growth Requirements

Guidelines for Planning Authorities issued under Section 28 of  
the Planning and Development Act, 2000 (as amended)

July 2025

Prepared by the Department of  
Housing, Local Government and Heritage  
gov.ie



# Mayor's Report on NPF Implementation - Housing Growth Requirements, Guidelines for Planning Authorities (July 2025)

Council Meeting 26.1.2026



Comhairle Cathrach  
& Contae **Luimnigh**

**Limerick City**  
& County Council

# Context

The NPF Implementation: Housing Growth Requirements (July 2025) sets out new Annual Housing Growth Requirements for each of the Local Authorities across the Country, based on updated population projections.

	Existing Annual 2020 Housing Requirement (Housing Supply Target)	Adopted Development Plan – Annual Housing Requirement	New Annual Housing Growth Requirement to 2034	New Annual Housing Growth Requirement 2035 to 2040
No. of Units	2,193	2,599	2,599	2,740

**The new target maintains the same annual housing requirement of 2,599 units to 2034 for Limerick.** Between 2035 and 2040, the housing target will increase slightly by 141 units to 2,740 per annum.

Local Authority	Existing Annual Housing Growth Requirement (Housing Supply Target 2020)	Adopted Development Plan (HST)	New Annual New Housing Growth Requirement to 2034	Uplift	% Uplift	New Annual New Housing Growth Requirement to 2035 to 2040	Regional Assembly
Carlow County Council	406	518	518	0	0%	507	SRA
Cavan County Council	479	666	666	0	0%	599	NWRA
Clare County Council	550	960	985	25	5%	687	SRA
Cork City Council	2,032	2,706	2,706	0	0%	2,539	SRA
Cork County Council	2,437	3,769	3,837	68	3%	3,045	SRA
Donegal County Council	965	1280	1,283	3	0%	1,206	NWRA
Dublin City Council	4,861	8,196	8,196	0	0%	6,075	EMRA
Dun Laoghaire Rathdown	1,908	3,085	3,585	500	26%	2,384	EMRA
Fingal County Council	1,717	2,738	3,153	415	24%	2,146	EMRA
Galway City Council	754	739	790	51	7%	942	NWRA
Galway County Council	1,831	1,790	2,008	218	12%	2,288	NWRA
Kerry County Council	690	1,167	1,167	0	0%	862	SRA
Kildare County Council	1,535	1,524	2,755	1231	80%	1,918	EMRA
Kilkenny County Council	618	775	948	173	28%	772	SRA
Laois County Council	468	666	1,244	578	124%	585	EMRA
Leitrim County Council	124	201	201	0	0%	155	NWRA
Limerick City & Co. Council	2,193	2,599	2,599	0	0%	2,740	SRA
Longford County Council	333	428	428	0	0%	416	EMRA
Louth County Council	956	1,380	1,677	297	31%	1,195	EMRA
Mayo County Council	501	542	1,111	569	114%	626	NWRA
Meath County Council	1,090	2,826	2,942	116	11%	1,362	EMRA
Monaghan County Council	306	330	751	421	138%	382	NWRA
Offaly County Council	439	663	891	228	52%	549	EMRA
Roscommon County Council	285	392	392	0	0%	356	NWRA
Sligo County Council	468	672	672	0	0%	585	NWRA
South Dublin County Council	1,932	2,596	3,270	674	35%	2,414	EMRA
Tipperary County Council	605	1,008	1,008	0	0%	756	SRA
Waterford City & County Council	705	804	1,144	340	48%	881	SRA
Westmeath County Council	548	983	983	0	0%	685	EMRA
Wexford County Council	578	1,072	1,622	550	95%	722	SRA
Wicklow County Council	745	1,411	2,068	657	88%	931	EMRA
Total	33,059	48,484	55,598			41,312	

## Policy and Objective 2 in S.28 Guidelines states:

*It is a policy and objective of these Guidelines that “additional Provision” of up to 50% over and above the housing growth requirement for each Local Authority set out in Appendix 1 is reflected within the relevant City or County Development Plan, subject to consistency with the policies and objectives of the National Planning Framework - First Revision (2025), relevant Ministerial Guidelines issued under Section 28 of the Planning and Development Act 2000 (as amended), relevant Government policy, and the undertaking of necessary environmental assessments.*

Years	Existing Core Strategy Allocation	New Annual Housing Growth Requirement to 2034	Additional Provision as per PO1 of the S.28 Guidelines (up to 50%)	Total Housing Growth Requirement
2025 - 2026	2,599	2,599	1,299	3,898
2026 - 2027	2,599	2,599	1,299	3,898
2027 - 2028	2,599	2,599	1,299	3,898
<b>Total 2025 - 2028</b>	<b>7,797</b>	<b>7,797</b>	<b>3,897</b>	<b>11,694</b>

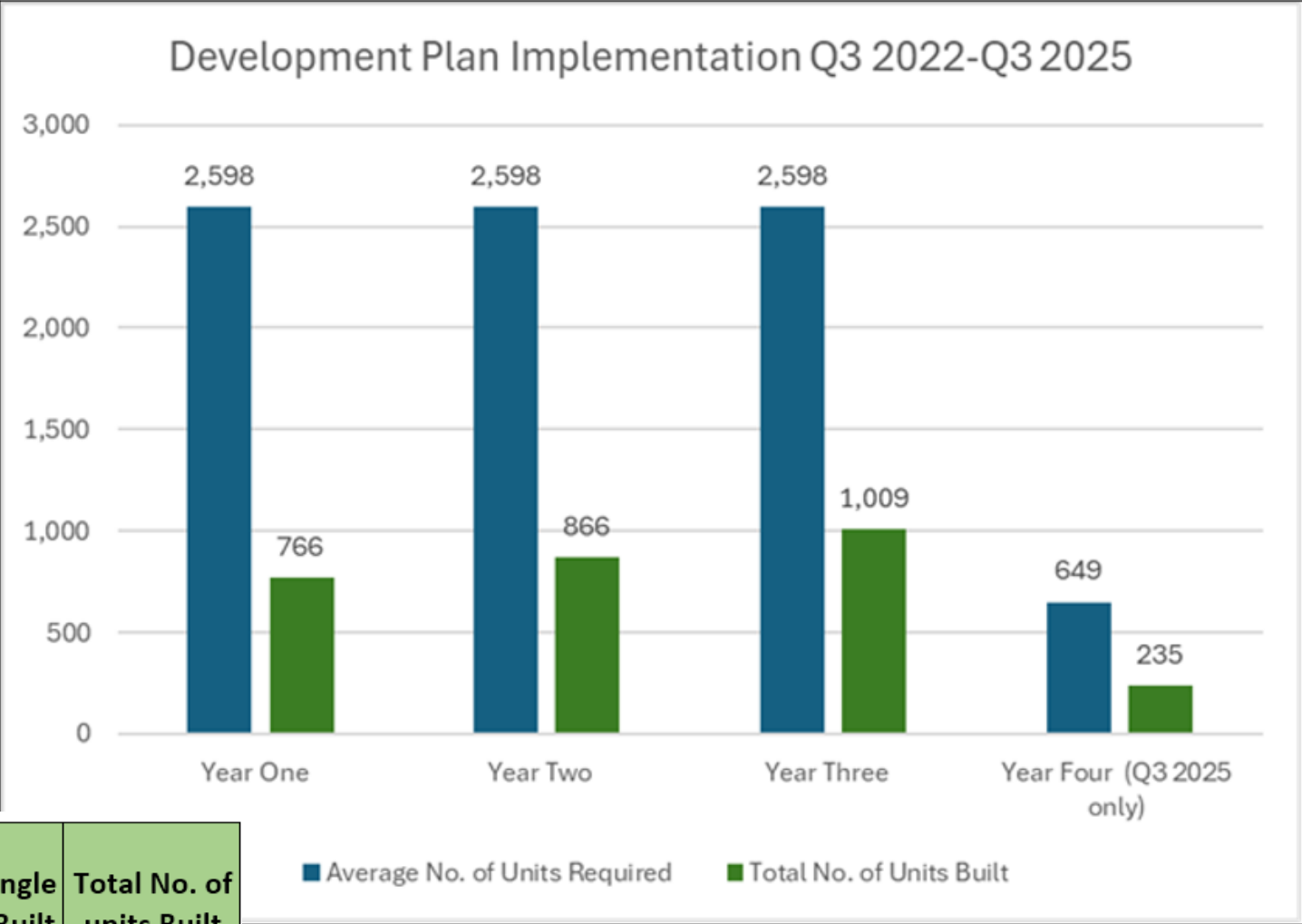
In line with the existing Core Strategy, the proportion of dwelling units allocated to zoned lands is 92% and 8% to unzoned settlements and rural areas.

**Therefore, there must be sufficient zoned lands to cater for 10,758 units to the end of the plan period (i.e. 92% of total units).**

## S. 28 Implementation

- Planning authorities should assess the current adopted Development Plans against the requirement to provide the capacity to develop housing to the extent identified in the Guidelines.
- Assessment should involve the review of the relevant core strategy and settlement strategy, with the associated identification of development potential and zoning objectives updated where necessary to reflect the housing growth requirements set out in Appendix 1, and the application of ‘additional provision’. CE/ Mayor REPORT TO BE PREPARED

# Dwelling Completions V Requirements since adoption of Development Plan



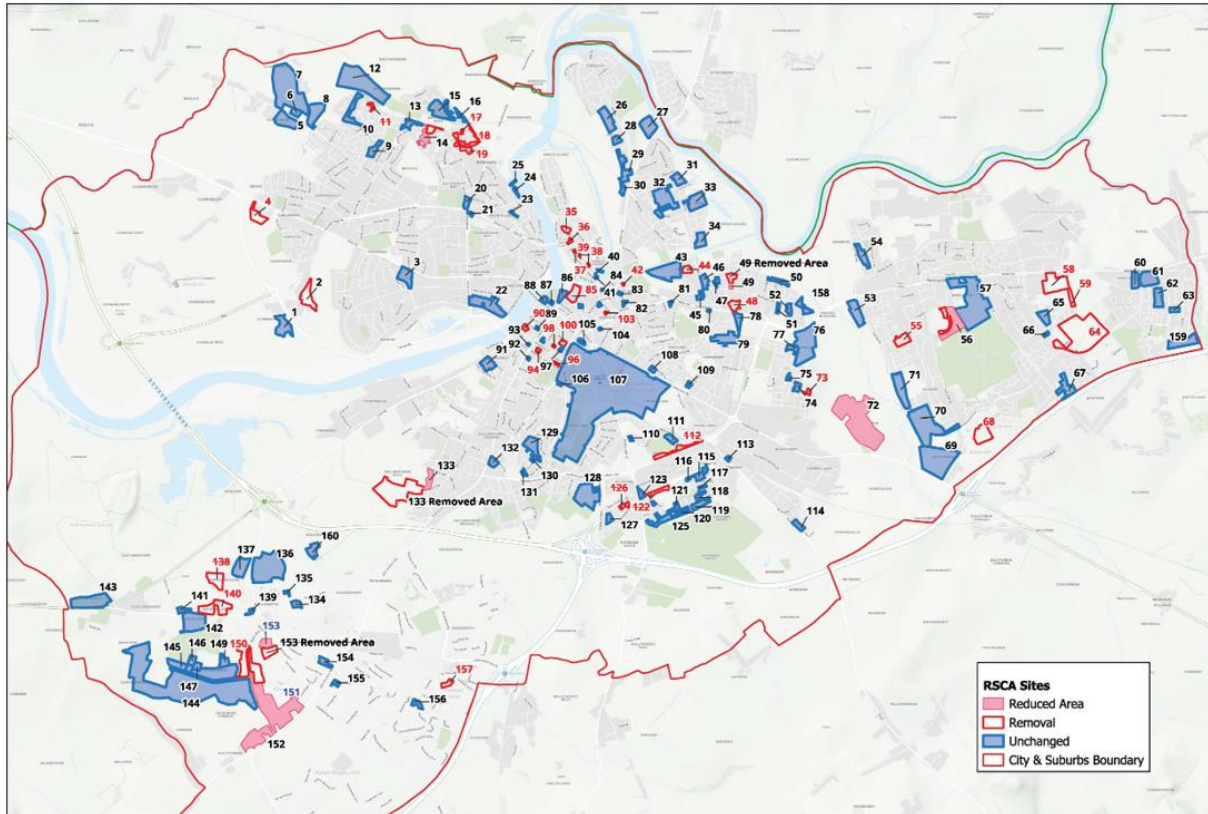
Development Plan Implementation	Average No. of Units Required	No. of Apartments Built	No. of Scheme Houses Built (In estates)	No. of Single Houses Built	Total No. of units Built
Year One	2,599	70	477	219	766
Year Two	2,599	157	495	214	866
Year Three	2,599	197	570	242	1,009
Year Four (Q3 2025 only)	649	32	124	79	235
Total	8,443	456	1,666	754	2,876



# Planning Pipeline

Level	Settlement and Surrounding Area	No. of Dwelling Units with Live Permission Not Commenced
Limerick Shannon Metropolitan Area (in Limerick)	Limerick City and Suburbs, <u>Mungret</u> and <u>Annacotty</u>	3,483
	<u>Castleconnell</u>	74
	<u>Patrickswell</u>	217
	Clarina	0
	Montpelier	12
Key Town	Newcastle West	146
Level 3 Towns	<u>Abbeyfeale</u>	79
	<u>Kilmallock</u>	74
	Rathkeale	43
	<u>Caherconlish</u>	0
Level 4 Large Villages	Adare	187
	Askeaton	2
	<u>Ballingarry</u>	8
	Bruff	86
	Bruree	3
	<u>Cappamore</u>	23
	Croom	187
	Doon	23
	<u>Dromcolliher</u>	3
	Foynes	0
	Glin	15
	Hospital	10
	<u>Kilfinane</u>	21
	<u>Murroe</u>	38
	<u>Pallasgreen</u>	0
	<u>Pallaskenry</u>	31
Level 5	Small Villages	59
Level 6	Rural Clusters	11
Level 7	Open Countryside	512
	<b>Total</b>	<b>5,347</b>

# Consideration of available zoned land



Limerick City and Suburbs																								
SCA Site	Zoning	Site Area (ha.)	Category	Lighting	Footpaths	Road Access	Water	Capacity - Water	Wastewater	Capacity - Wastewater	Surface Water	Tier	Flood Risk	Public Transport	Primary Schools	Secondary Schools	School Requirements	Community Facilities	Energy Infrastructure	Planning Status (Nov. 25)	File Ref.	No. Units	Area (ha.) Remaining area	
1	New Resi	2.40	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	SHD Permission Granted	22/312683	165	2.40	3
2	New Resi	2.19	G	✓	!	✓	✓	G	✓	G	✓	2	X	●	●	●	TBC	TBC	C	Unlikely to be developed			2.19	3
3	New Resi	2.01	B	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	B	Permission Granted	23/557	343	2.01	4
4	New Resi	1.71	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	Under Construction	19/970	92	0	3
5	New Resi	2.72	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	Permission Granted	24/60032	99	2.72	3
6	Local Centre	0.16	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	Permission Granted	22/917	12	0.16	3
7	New Resi	11.8	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	Permission Granted	22/1800, 22/959, 22/1114	251	11.8	3
8	New Resi	2.77	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	Permission Granted	22/817	86	2.77	3
9	Existing Resi	1.07	I	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	No Application			1.07	4
10	Existing Resi	1.99	I	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	No Application			1.99	4
11	Existing Resi	0.26	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	Construction Complete	Rapid Build Exemption	9	0	4
12	Mixed Use	9.43	G	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	Permission Granted	23/60951, 23/60837	73	9.43	3: 4
13	Existing Resi	0.89	I	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	B	No Application			0.89	4
14	Existing Resi	1.33	I	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	B	Partially Developed – Reduced Area Available			0.65	4
15	New Resi	3.00	I	✓	✓	✓	✓	G	✓	G	✓	1	X	●	●	●	TBC	TBC	C	No Application			3.00	4



# Consideration of Water and Sewerage Capacity

Level	Settlement	Uisce Éireann Capacity Register 2025 - Wastewater	Uisce Éireann 10 Year Capacity Register – Water
Limerick Shannon Metropolitan Area (in Limerick)	Limerick City and Suburbs (in Limerick)	Green	Green
	Annacotty	Green	Green
	Mungret	Green	Green
	Castleconnell	Green	Green
	Patrickswell	Green	Green
Key Town	<del>Newcastle West</del>	Red	Amber
Level 3 Towns	Abbeyfeale	Green	Amber
	Kilmallock	Green	Amber
	Rathkeale	Green	Amber
	Caherconlish	Green	Green
Level 4 Large Villages	Adare	Amber	Green
	<del>Askeaton</del>	Red	Amber
	Ballingarry	Amber	Amber
	Bruff	Green	Amber
	Bruree	Green	Green
	Cappamore	Amber	Amber
	Croom	Amber	Green
	<del>Deen</del>	Amber	Red
	<del>Dromcolliher</del>	Red	Amber
	Foynes	Amber	Amber
	Glin	Amber	Amber
	Hospital	Amber	Amber
	Kilfinane	Amber	Amber
	<del>Murroe</del>	Red	Amber
	<del>Pallasgreen</del>	Green	Red
	Pallaskenry	Green	Amber

Where capacity issues identified from Uisce Éireann Capacity Register, these settlements were discounted from the overall availability assessment.

# Review of the settlement capacity audit sites

Due to a low level of housing delivery a significant amount of existing zoned land remains available for development.

Level	Settlement	Additional Household s Forecasted 2025 - 2028	Area (ha.) of Zoned Land Required to 2028	Total Area (ha.) of Undevelope d Zoned Land Available	Total Housing Growth Requirement to 2028 +50%	Undeveloped Zoned Land Estimated Capacity – No. of Units
Limerick Shannon Metropolita n Area (in Limerick)	Limerick City and Suburbs (in Limerick), <u>Mungret &amp; Annacotty</u>	5,721	129.62	256.10	8,582	13,551
	<u>Castleconnell</u>	103	5.79	12.2	154	219
	<u>Patrickswell</u>	48	2.68	13.69	71	311
	<u>Clarina</u>	10			15	
	<u>Montpelier</u>	4			5	
Key Town	Newcastle West	353	15.13	56.83	530	1,860
Level Towns	<u>Abbeyfeale</u>	106	5.94	13.56	158	283
	<u>Kilmallock</u>	81	4.57	20.97	122	371
	<u>Rathkeale</u>	74	4.15	9.62	110	185
	<u>Caherconlish</u>	63	3.51	8.43	94	185
Level Large Villages	<u>Adare</u>	61	3.44	16.75	92	329
	<u>Askeaton</u>	60	3.36	23.6	89	<del>385</del>
	<u>Ballingarry</u>	28	1.54	5.71	41	78
	<u>Bruff</u>	42	2.34	6.49	62	113
	<u>Bruree</u>	20	1.10	2.13	29	38
	<u>Cappamore</u>	33	1.83	0.84	49	33
	<u>Croom</u>	52	2.92	10.56	39	200
	<u>Doon</u>	26	1.45	2.69	39	<del>48</del>
	<u>Dromcolliher</u>	27	1.53	2.42	41	<del>44</del>
	<u>Foynes</u>	28	1.53	3.49	41	56
	<u>Glin</u>	30	1.66	3.06	44	56
	<u>Hospital</u>	32	1.79	3.32	48	61
	<u>Kilfinane</u>	41	2.29	3.39	61	56
	<u>Murroe</u>	59	3.30	5.82	88	<del>105</del>
	<u>Pallasgreen</u>	30	1.69	1.68	45	<del>24</del>
	<u>Pallaskenry</u>	32	1.79	3.59	47	67
Total		7,164	205	450.78	10,746	18,052

# Overview of housing growth requirements and actual capacity of zoned land in units

Years	New Annual Housing Growth Requirement	Additional Provision as per PO1 of the S.28 Guidelines (up to 50%)	Total Housing Growth Requirement (HGR +50%)	Units allocated to un-zoned Land	Units allocated to Zoned Land	Available zoned land equivalent in Units (excluding settlements with infrastructure constraints)
2025 – 2028 Units	7,797	3,897	11,694	935	10,758	18, 052

# Mayor's Recommendation

Having regard to the delays in activating existing permissions, it is considered reasonable and justified, to make provision for additional residential zoned lands within Limerick. In this regard, a Variation to the Limerick Development Plan is recommended as follows:

- To provide additional zoned land suitable for residential use in Limerick City and Suburbs and to update the applicable density standards to accord with the Sustainable Residential and Compact Settlements Guidelines for Planning Authorities.
- In accordance with the above, update the Settlement Capacity Audit.
- Update the Core Strategy to reflect the proposed changes.
- Update the Housing Strategy.
- Further consequential updates arising from the above.

# Next Steps

- December 2025: Non Statutory Public Expression of Interest seeking submissions from landowners who wish their land considered for residential zoning to deliver accelerated housing delivery
- January / February 2026: Forward Planning Team collate and review submissions in line with the following criteria:
  1. Zoning change will contribute to accelerated housing delivery
  2. Contribute to the achievement of Compact Growth and sequential patterns of development.
  3. Are serviced or serviceable within the next 5-year period.
  4. Are in areas with good public transport services.
  5. Are in areas with significant employment opportunities.
  6. Are in areas with good social infrastructure including school capacity and community facilities or that can provide for the development of necessary social infrastructure.
  7. Do not have significant challenges or impediments to the development of housing e.g. legal, environmental, topographical or servicing.
  8. Lands not within identified flood zones.
- February: Workshop with Management Board and Mayor to review draft variation and prepare Environmental reports
- March: Finalise public display documents



# Next Steps

- End March / Early April : Meet Elected Members and Commence public display following signing of Mayoral Order
- 4 week public display: submissions can only be made on the changes, e.g. if the zoning of a site is changed it will be marked with a red line boundary and submissions can be made to the site within the red line boundary only.
- Planning Authority prepare a Draft Mayor's Report on the submissions made, summarising the issue and make a recommendation.
- Within 4 weeks, Mayor signs the Mayors report and it is issued to the Elected Members
- Within 6 weeks of receipt of Mayors report the Members consider the variation and the Report at full council meeting. Members by resolution make the variation or by resolution make a modified version of the proposed variation. Only the changes to the plan can be considered.
- If there are material alterations these then go on public display for a further 4 weeks
- Mayors report prepared on Material Alterations
- Members consider the Mayors report and Material Alterations. The Members by resolution (i) make the variation as originally proposed (ii) Make the variation with the material alterations (with or without further minor modifications) or (iii) refuse to make the variation.



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# Thanks for listening