

# LIMERICK DEVELOPMENT PLAN 2022-2028

## Year Three

Core Strategy Monitoring Report

September 2025

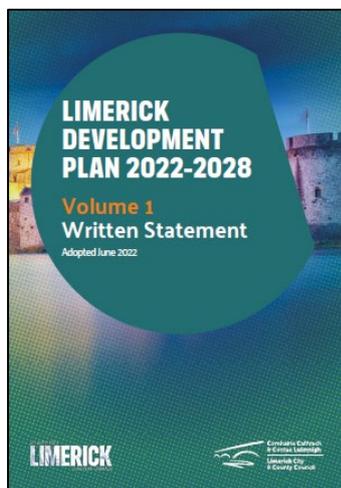


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## 1. Introduction

This 'Year Three Core Strategy Monitoring Report' outlines the planning application and development trends between 1<sup>st</sup> August 2024 and 31<sup>st</sup> July 2025 in the context of the Core Strategy, during the third year of implementation of the Limerick Development Plan 2022 – 2028 (the Plan).



This report provides an update on the Year One Core Strategy Monitoring Report for 2022 – 2023 and the Year Two Core Strategy Monitoring Report for 2023 – 2024. These reports indicated the development trends during the first and second years of implementation of the Plan, between 1<sup>st</sup> August 2022 and 31<sup>st</sup> July 2023 and 1<sup>st</sup> August 2023 and 31<sup>st</sup> July 2024 respectively.

While certain tables and figures, such as Core Strategy maps and tables are included in this report for ease of reference, the Census 2022 analysis or other commentary set out in the previous reports is not repeated. This update should therefore be read in conjunction with the Year One and Year Two Core Strategy Monitoring Reports.

The report has been prepared in accordance with the requirements of the Section 28 'Development Plans Guidelines for Planning Authorities', 2022.

## 2. Core Strategy

Chapter 2, Core Strategy of Volume 1: Written Statement sets out the Core Strategy of the Limerick Development Plan 2022 - 2028. The Core Strategy comprises maps and a table setting out a quantitative based strategy for the spatial development of Limerick across the settlement hierarchy as per the following extracts:

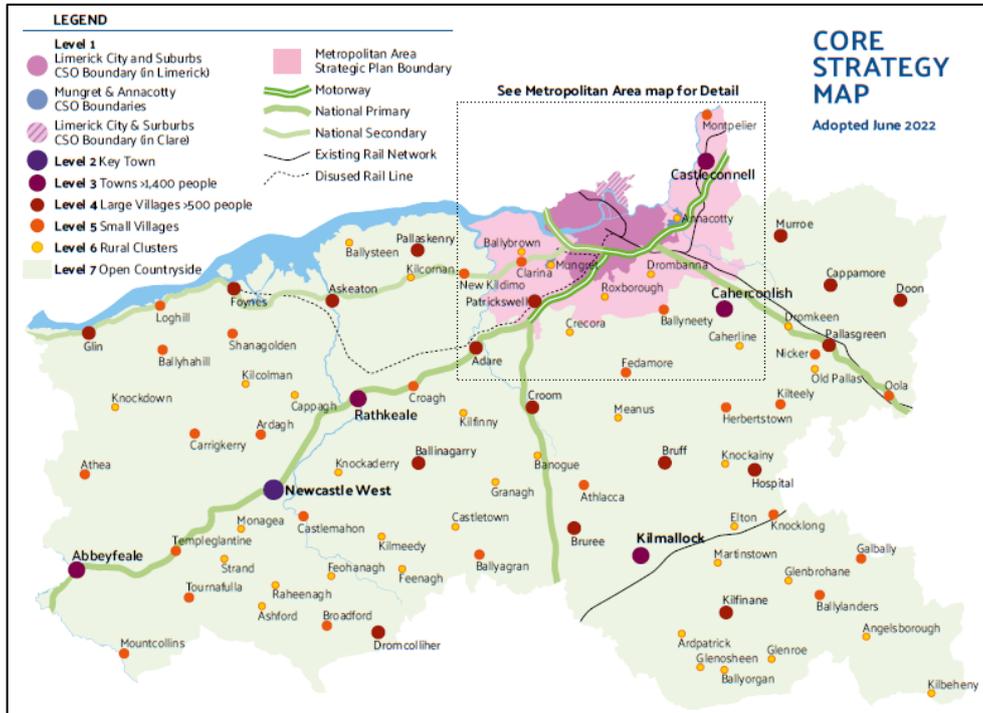


Figure 1: Extract of Map 2.3 Core Strategy Map. Source: Chapter 2, Core Strategy, Volume 1: Written Statement

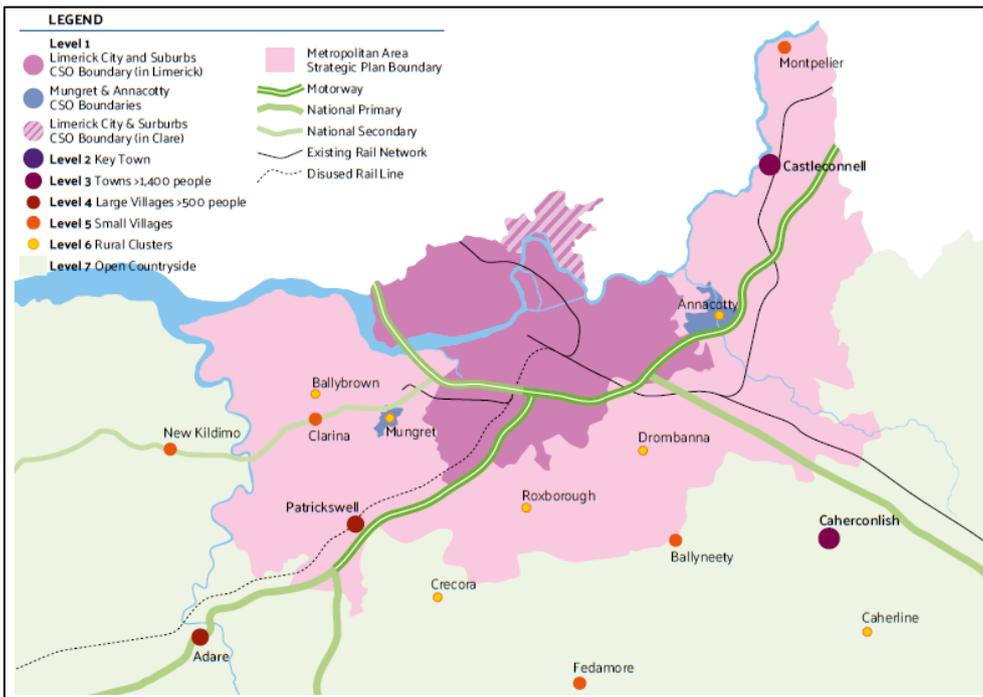


Figure 2: Extract of Map 2.4 Limerick Shannon Metropolitan Area (in Limerick). Source: Core Strategy Map, Chapter 2, Core Strategy, Volume 1: Written Statement

Under Section 28 of the Planning and Development Act, 2000 (as amended), the 'Housing Supply Target Methodology for Development Planning, Guidelines for Planning Authorities' were issued on 18th December 2020. These Guidelines set out a methodology to formulate housing supply targets in Development Plans. Subsequently, the Economic and Social Research Institute's (ESRI) 'Regional Demographics and Structural Housing Demand at a County Level', allocated population projections to 2028 to each Local Authority. In accordance with the Guidelines and population projections, the Core Strategy as set out in the table below, outlined a forecast for an additional 15,591 residential units in Limerick City and County over the Plan period 2022 – 2028.

As set out in the Core Strategy, the zoned settlements (Level 1 City and Suburbs, Level 2 Key Town, Level 3 Towns and Level 4 Large Villages) have an additional household forecast of 13,709 units. After the adoption of the Plan, new Local Area Plans (LAP) were adopted for Abbeyfeale, Adare, Caherconlish, Castleconnell, Newcastle West, Patrickswell and Rathkeale. The LAP for Kilmallock was extended. The zoned lands in these LAPs, combined with the zoning in Limerick City and Suburbs and the remaining Level 4 Large Villages set out in Volume 2 of the Plan, included a total of 596.97ha. of land with potential for residential development.

In addition to the settlements with objectives for the zoning of land, the Core Strategy also allocated a further 1,176 dwelling units across the Level 5 Small Villages, Level 6 Rural Clusters and Level 7 Open Countryside. With respect to the Open Countryside, the Core Strategy forecasts an additional 772 dwellings over the lifetime of the Plan.

Level	Settlements	Census 2016 population	Population totals 2028	Population growth as % of 2016 base <sup>1</sup>	Additional house-holds forecasted 2022-28	Target residential density ranges (UPH) <sup>2</sup>	Zoned land Required (hectares)	Existing zoned land available (hectares)	Infill or brownfield as % of total zoned lands <sup>3</sup>	Shortfall (-) or excess (+) of zoned land (hectares)
Limerick Shannon Metropolitan Area (in Limerick)	Limerick City and Suburbs (in Limerick)	89,671	123,242		11,054	35 to 100+	25925	353.06	84%	93.81
	Annacotty	2,930	3,641		235	45+	522	838	80%	3.16
	Mungret	277	687		153	35+	437	438	100%	0.01
	City and Suburbs (in Limerick), Mungret and Annacotty	92,878	127,570	37%	11,442		268.84	365.82	84%	96.98ha. (Capacity for 12,750 units on zoned lands)
	Castleconnell	2,107	2,697	28%	205	10 or 22+	1159	2489		1330
	Patrickswell	847	1,153	36%	95	10 or 22+	536	3793		3257
	Clarina	294	591	101% <sup>4</sup>	20					
	Montpelier	150	172	15%	7					
	Rural Metro Area	8,676	9,237	6%	104					
	Remainder of Metro Area	12,074	13,850	16%	431		16.95	62.82		45.87
	Limerick Shannon Metropolitan Area (in Limerick)	104,952	141,420	35%	11,873		285.78	440.57		154.78
Key town	Newcastle West	6,619	8,607	30%	706	10 or 35+	3026	139.02		108.76
Level 3 Towns	Abbeyfeale	2,023	2,589	28%	211	10 or 22+	1189	4550		33.61
	Kilmallock	1,668	2,135	28%	162	10 or 22+	914	19.61		10.47
	Rathkeale	1,441	1,844	28%	147	10 or 22+	830	38.12		29.82
	Caherconlish	1,476	1,815	23%	125	10 or 22+	702	994		2.92
	Level 3 Aggregate	6,608	8,383	27%	645		36.35	113.17		76.82
Level 4 Large Villages	Adare	1,129	1,455	29%	122	10 or 22+	688	5835		51.48
	Askeaton	1,137	1,455	28%	119	10 or 22+	672	2354		16.82
	Ballingarry	521	667	28%	55	10 or 22+	308	589	29.71%	2.81
	Bruff	803	1,043	30%	83	10 or 22+	468	552	12.30%	0.84
	Bruree	580	740	28%	39	10 or 22+	221	213	65.49%	See Footnote <sup>5</sup>
	Cappamore	620	794	28%	65	10 or 22+	366	332	17.62%	See Footnote <sup>5</sup>
	Croom	1,159	1,484	28%	104	10 or 22+	584	1245		6.61
	Doon	516	660	28%	52	10 or 22+	291	273	100.00%	See Footnote <sup>5</sup>
	Dromcolliher	518	663	28%	54	10 or 22+	306	243	65.06%	See Footnote <sup>5</sup>
	Foynes	520	666	28%	55	10 or 22+	307	349	0.00%	0.42
	Glin	576	737	28%	59	10 or 22+	333	310	38.71%	See Footnote <sup>5</sup>
	Hospital	653	836	28%	64	10 or 22+	359	332	100.00%	See Footnote <sup>5</sup>
	Kilfinane	789	1,010	28%	81	10 or 22+	459	381	100.00%	See Footnote <sup>5</sup>
	Murroe	1,377	1,694	23%	117	10 or 22+	661	582	66.79%	See Footnote <sup>5</sup>
	Pallasgreen	568	727	28%	60	10 or 22+	338	311	50.32%	See Footnote <sup>5</sup>
Pallaskenny	651	836	28%	63	10 or 22+	353	360	86.28%	0.07	
Level 4 Aggregate	12,117	15,467	28%	1,191		67.15	142.61		75.46	
Level 5	Small Villages	5,469	6,453	18%	313					
Level 6	Rural Clusters	1,882	1,855	15%	91					
Level 7	Open Countryside	57,252	61,936	8%	772					
City and County	Totals	194,899	244,121	25%	15,591		419.54	835.97		416.42

Table 1: Extract of Table 2.7, Core Strategy Table. Source: Chapter 2, Core Strategy, Volume 1: Written Statement

### 3. Core Strategy Monitoring

Section 10.3.1 Core Strategy Monitoring (Annual) of the ‘Development Plan Guidelines’ sets out 7 indicators for Residential, Commercial and Settlement Consolidation Sites to determine the progress in achieving the Core Strategy of the Plan. The 7 indicators are set out in Table 2 below:

Indicator	
<b>Residential</b>	
<b>1</b>	New home completions (including through refurbishment/ conversions)
<b>2</b>	New home completions per NPO 3 - Compact Growth
<b>3</b>	Planning permission granted for residential development with: <ul style="list-style-type: none"> <li>(i) A breakdown of 1, 2, 3 and 4+ bedroom units permitted and</li> <li>(ii) A breakdown per Tier 1 and Tier 2 lands</li> </ul>
<b>4</b>	Breakdown by relevant rural area type of housing: <ul style="list-style-type: none"> <li>(i) Planning Applications lodged</li> <li>(ii) Breakdown in decisions</li> <li>(iii) New home completions</li> </ul>
<b>Commercial</b>	
<b>5</b>	Developed and occupied commercial floor space
<b>6</b>	Planning permissions for business/ employment uses (m2) for: <ul style="list-style-type: none"> <li>(i) Office</li> <li>(ii) Industrial</li> <li>(iii) Retail</li> <li>(iv) Warehousing/ Logistics</li> </ul>
<b>Settlement Consolidation Sites</b>	
<b>7</b>	Specific reporting on the progress of the Settlement Consolidation Sites identified in the Development Plan. This should include information on enabling infrastructure services delivery, planning permissions granted, housing constructed, funding applications made, project timelines, Vacant Site Levy commentary etc.

**Table 2:** Annual Report Monitoring Indicators. Source: Development Plan Guidelines

The following sections include tables and a brief commentary with respect to the various indicators for the third year of implementation of the Limerick Development Plan 2022 - 2028.

### 3.1 Indicators 1 and 2 - Dwelling Completions

This section provides an overview of the number of dwellings required and completed in Limerick during year three of implementation of the Limerick Development Plan 2022 – 2028. As set out in Section 2 of this report, in accordance with the ESRI's 'Regional Demographics and Structural Housing Demand at a County Level', the Core Strategy table identifies a forecast of 15,591 additional households between 2022 and 2028 across Limerick City and County. This equates to an average requirement for 2,598 additional dwellings per annum, or 649 additional dwellings per quarter to 2028.

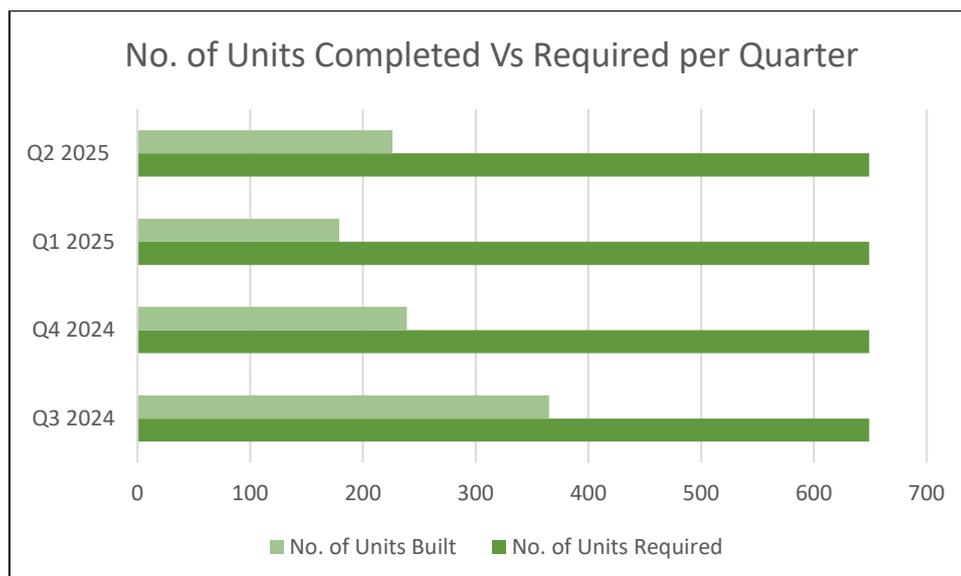
Having regard to the Core Strategy and the information available on the Department of Housing, Local Government and Heritage's 'Housing Delivery Tracker' and the CSO's 'New Dwelling Completions Q2 2025 Report', the following table sets out the average number of units required by quarter and the residential completions by unit type across Limerick City and County in year three of Plan implementation:

Quarter/ Year	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
Q3 2024	649	112	181	72	365
Q4 2024	649	42	148	49	239
Q1 2025	649	30	108	41	179
Q2 2025	649	13	133	80	226
<b>Total</b>	<b>2,598</b>	<b>197</b>	<b>570</b>	<b>242</b>	<b>1,009</b>

**Table 3:** Housing Completions. Source: Housing Delivery Tracker Department of Housing, Local Government and Heritage / New Dwelling Completions Q2 2025 Report CSO

In accordance with the Core Strategy 2,598 units are required to be delivered annually. During Year Three of the Plan's implementation approximately 1,009 dwellings were completed. This equates to a deficit of approximately 1,589 units for year three (2,598 units required – 1,009 units completed = 1,589-unit delivery deficit). Therefore, the level of dwelling completions is significantly short of the annual delivery required.

Over the first three years of the Plan, the cumulative target was delivery of 7,794 units (2,598 x 3 years). However, only 2,641 units have been delivered between the start of Q3 2022 and the end of Q2 2025. This has created a shortfall in delivery of 5,153 units for the first three years of the Plan. Therefore, in order to meet the overall Core Strategy target by the end of the lifetime of the Development Plan, the annual delivery rate must now increase to 4,316 units over each of the remaining three years.



**Figure 3:** No. of dwellings completed vs no. required per quarter for the third year of the Development Plan. Source: Forward Planning

A breakdown of the 2,641 units completed during the first three years of the Plan is set out in Table 4 below:

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
<b>Year One</b>	2,598	70	477	219	<b>766</b>
<b>Year Two</b>	2,598	157	495	214	<b>866</b>
<b>Year Three</b>	2,598	197	570	242	<b>1,009</b>
<b>Total</b>	<b>7,794</b>	<b>424</b>	<b>1,542</b>	<b>675</b>	<b>2,641</b>

**Table 4:** Housing Completions. Source: Housing Delivery Tracker - Department of Housing, Local Government and Heritage / New Dwelling Completions Q2 2025 Report CSO

Further to Table 4 above, utilising the Housing Delivery Tracker a breakdown by settlement of the number of units required per annum and the number of units completed across the City and County including in the surrounding rural areas in 2022, 2023 and 2024 is set out in the following table:

Level	Settlement and Surrounding Area	Average No. of units required per annum	New home completions including refurb/ conversions (2022)	New home completions including refurb/ conversions (2023)	New home completions including refurb/ conversions (2024)	New home completions as % of no. of units required per annum (2024)
<b>Limerick Shannon Metropolitan Area (in Limerick)</b>	Limerick City and Suburbs (in Limerick)	1,842	359	420	650	35
	Annacotty	39	72	-	7	18
	Mungret	26	-	-	-	-
	Castleconnell	34	2	13	32	94
	Patrickswell	16	1	12	15	94
	Clarina	3	-	14	1	33
	Montpelier	1	1	-	-	-
<b>Key Town</b>	Newcastle West	118	35	2	13	11
<b>Level 3 Towns</b>	Abbeyfeale	35	2	2	1	3
	Kilmallock	27	27	2	7	26
	Rathkeale	25	9	4	5	20
	Caherconlish	21	3	4	1	5
<b>Level 4 Large Villages</b>	Adare	20	8	9	18	90
	Askeaton	20	-	-	1	5
	Ballingarry	9	1	4	1	11
	Bruff	14	2	3	4	28
	Bruree	7	-	-	-	-
	Cappamore	11	-	-	3	27
	Croom	17	7	3	22	129
	Doon	9	1	-	-	-
	Dromcolliher	9	-	3	-	-
	Foynes	9	-	1	1	11
	Glin	10	2	-	-	-
	Hospital	11	-	21	2	18
	Kilfinane	14	1	0	9	64
	Murroe	20	-	1	-	-
	Pallasgreen	10	-	-	-	-
Pallaskenry	11	-	1	8	73	
<b>Level 5</b>	Small Villages	52	29	40	101	194
<b>Total</b>	<b>All Settlements</b>	<b>2,440</b>	<b>562</b>	<b>559</b>	<b>902</b>	<b>%</b>

**Table 5:** Residential Forecast, unit requirements and completions by settlement. Source: Forward Planning and Housing Delivery Tracker - Department of Housing, Local Government and Heritage

With the exception of Croom and the combined Small Village Settlements, the number of new dwelling completions is below the average annual target across all settlement levels. Dwelling completions are not in line with the annual growth targets set out in the Core Strategy, which are required to serve the projected population growth to 2028. However, it should be noted that there are a significant number of live planning permissions, including those that pre-date the Development Plan for residential units across the City and County. In the City and Suburbs alone, live planning permission is in place for 4,815 units, including 1,646 units that have commenced and/or completed development. In this regard, it would appear that economic conditions and affordability issues are continuing to stifle the delivery of dwelling units.

With respect to Limerick City and Suburbs, where the greatest target of growth is envisaged, only 35% of the annual target (1,842 units) of dwellings required per annum was completed in 2024 (650 units). However, the number of completions in the City and Suburbs during 2024 represents an increase on the number of completions during 2023 (420 units).

### 3.2 Indicator 3 - Residential Planning Permissions - Settlements

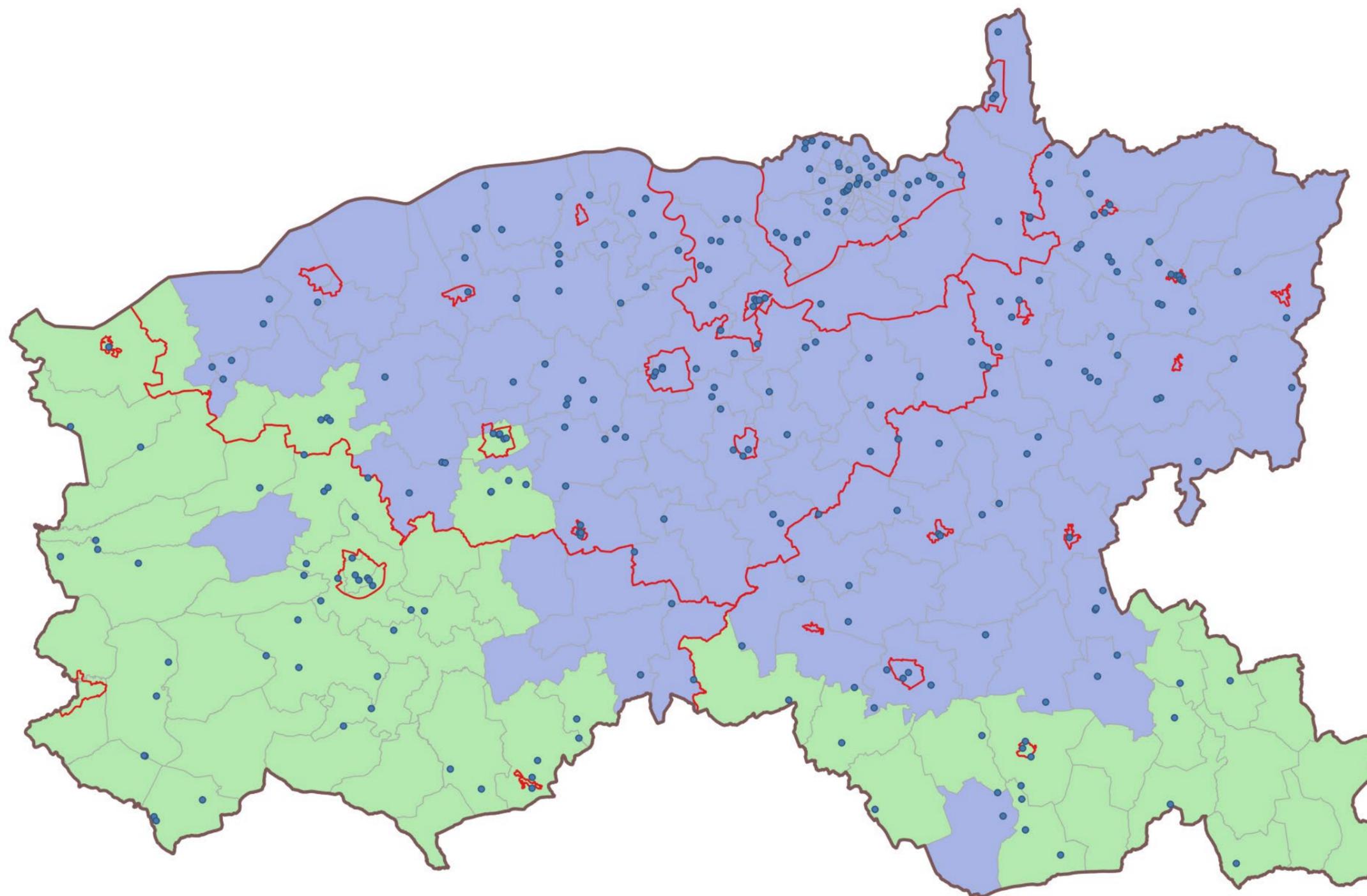
This section provides an overview of the planning permissions granted for residential developments in the settlements across Limerick City and County during year three of the Plan. This section also sets out a brief outline of the availability of undeveloped zoned land to cater for residential development over the remaining lifetime of the Plan. Section 3.4 further below provides an overview of live planning permissions in rural areas for one off dwellings.

The spatial distribution of the residential planning permissions granted are set out in Figure 4 further below. Table 6 further below provides a breakdown of the number of live residential planning permissions, the percentage of live applications that contribute to compact growth, the type and number of units and the number of units by bedrooms permitted for the settlements across Limerick for year three of the Plan.

As of end of July 2025, across the **settlements** in the hierarchy, 500 live planning permissions are in place for residential development. This includes 241 permissions in the City and Suburbs for 4,815 units and 259 permissions for 2,018 units across the Key Town, Towns and Large Villages. In this regard, a total of 6,833 units have live planning permission across all zoned lands, with 2,439 of these units having commenced/ and or completed development and 4,394 units awaiting commencement.

During the third year of the Plan implementation, 101 applications for 895 units were granted permission across the settlements. Table 6 below shows the distribution of permissions granted across the settlements in Year Three. The majority of permissions granted (44) are located within Limerick City and Suburbs and comprise 556 residential units (296 apartments and 260 houses). Planning permission has been granted for 76 units in Patrickswell, 56 units in Adare, followed by 46 units in the combined Rural Clusters. The majority of the units granted permission comprise three-bedroom units (303) across all settlements.

Student accommodation comprising 30 bed spaces in 6 units have been granted permission in Limerick City and Suburbs during year three of the Plan.



**Figure 4:** Spatial Distribution of Grants of Planning Permission for Residential Units in Limerick City and County during Year Three of the Development Plan. Source: Forward Planning

Level	Settlements	No. of Planning Permissions Granted Year Three	% of Applications contributing to Compact Growth	No. of Units granted	No. of Apartments granted	No. of Houses granted	No. of Student bed spaces granted	No. of studios/ 1 bed units	No. of 2 bed units	No. of 3 bed units	No. of 4+ bed units
<b>Limerick Shannon Metropolitan Area (in Limerick)</b>	Limerick City and Suburbs (in Limerick)	44	91	556	296	260	30	129	184	124	119
	Castleconnell	2	100	17	-	17	-	-	15	-	2
	Patrickswell	4	100	76	-	76	-	-	2	67	7
	Clarina	-	-	-	-	-	-	-	-	-	-
	Montpelier	-	-	-	-	-	-	-	-	-	-
<b>Key Town</b>	Newcastle West	6	100	7	2	5	-	1	2	-	4
<b>Level 3 Towns</b>	Abbeyfeale	-	-	-	-	-	-	-	-	-	-
	Kilmallock	2	50	45	8	37	-	4	13	20	8
	Rathkeale	6	100	19	2	17	-	-	1	9	9
	Caherconlish	-	-	-	-	-	-	-	-	-	-
<b>Level 4 Large Villages</b>	Adare	4	100	56	17	39	-	2	8	28	18
	Askeaton	1	100	1	-	1	-	-	-	1	-
	Ballingarry	2	100	2	-	2	-	1	-	-	1
	Bruff	2	100	9	4	5	-	4	5	-	-
	Bruree	-	-	-	-	-	-	-	-	-	-
	Cappamore	6	90	36	-	36	-	4	5	21	6
	Croom	2	100	12	2	10	-	1	1	8	2
	Doon	-	-	-	-	-	-	-	-	-	-
	Dromcolliher	-	-	-	-	-	-	-	-	-	-
	Foynes	-	-	-	-	-	-	-	-	-	-
	Glin	1	100	10	-	10	-	6	4	-	-
	Hospital	1	100	1	-	1	-	-	-	-	1
	Kilfinane	1	100	1	-	1	-	-	-	1	-
	Murroe	2	100	5	4	1	-	-	4	-	1
	Pallasgreen	-	-	-	-	-	-	-	-	-	-
Pallaskenry	-	-	-	-	-	-	-	-	-	-	
<b>Level 5</b>	Small Villages	10	70	46	5	41	-	3	15	24	4
<b>Level 6</b>	Rural Clusters	5	80	5	-	5	-	-	-	-	5
<b>Total</b>	<b>All settlements</b>	<b>101</b>	<b>93</b>	<b>904</b>	<b>340</b>	<b>564</b>	<b>30</b>	<b>155</b>	<b>259</b>	<b>303</b>	<b>187</b>

**Table 6:** Settlements – Residential Indicators - Planning Permissions Granted in Year Three. Source: Forward Planning

The tables below set out a summary of the residential planning permissions in the **settlements** which were granted in years one, two and three of Plan implementation. Firstly, Table 7 outlines the total number of residential planning permissions and units granted during the year of implementation, the percentage of applications which contribute to compact growth and the type of units granted. Secondly, Table 8 provides a breakdown of the units granted in terms of the number of student bed spaces and studio/1, 2, 3 and 4+ bedroom units permitted.

Development Plan Implementation	Total No. of Live Planning Permissions	Average % of applications contributing to Compact Growth	Total No. of Units with Live Permission	No. of Apartments with Live Permission	No. of Houses with Live Permission
Year One	86	81	1,219	526	693
Year Two	116	77	1,736	631	1,105
Year Three	101	93	904	340	564
<b>Total</b>	<b>303</b>	<b>83</b>	<b>3,859</b>	<b>1,497</b>	<b>2,362</b>

**Table 7:** Settlements – Residential Indicators – Live Planning Permissions Granted Years One, Two and Three of Development Plan. Source: Forward Planning

Development Plan Implementation	No. of Student bedspaces with Live Permission	No. of studios/ 1 bed units with Live Permission	No. of 2 bed units with Live Permission	No. of 3 bed units with Live Permission	No. of 4+ bed units with Live Permission
Year One	318	218	365	449	187
Year Two	96	283	489	758	206
Year Three	30	159	274	367	308
<b>Total</b>	<b>444</b>	<b>660</b>	<b>1,128</b>	<b>1,574</b>	<b>701</b>

**Table 8:** Settlements - No. of Units with Live Permission by No. of Bedrooms Granted Permission during Years One, Two and Three of Development Plan. Source: Forward Planning

With respect to **commencements**, of the 101 residential permissions granted in the settlements during year three of the Plan, commencement notices have been received for 24 developments comprising 124 units. With respect to the units commenced during year three, 61 are located within the City and Suburbs (in Limerick).

As per Table 7 above, planning permission was granted for 303 residential applications comprising 3,859 units during the first three years of the Plan. As of the end of July 2025, commencement notices have been received for 1,333 of these units.

Development Plan Implementation	No. of Apartment Units Commenced by Year Granted - Settlements	No. of House Units Commenced by Year Granted - Settlements	Total No. of Units Granted in Years One, Two and Three and Commenced
Year One	178	439	617
Year Two	154	562	716
Year Three	18	106	124
<b>Total</b>	<b>350</b>	<b>1,107</b>	<b>1,457</b>

**Table 9:** No. of Units Commenced Construction and Granted during the first three years of Development Plan Implementation. Source: Forward Planning

With respect to the **availability of land** to cater for population growth, following a review of the 160 Settlement Capacity Audit sites in Limerick City and Suburbs, it is noted that live planning permission is in place for 4,622 units across 52 sites. This includes planning permissions which were granted prior to the commencement of the Plan implementation. The area of lands identified in the Settlement Capacity Audit for the City and Suburbs remaining undeveloped comprises 309ha. Therefore, the quantum of lands zoned for residential use that remains undeveloped is sufficient to cater for the forecasted housing requirements to 2028.

The quantum of undeveloped zoned land remaining available for residential development in Limerick City and Suburbs and the settlements after year three is set out in Table 10 below. Overall, the quantum of undeveloped zoned land that remains available in each of the settlements is sufficient to cater for targeted population growth throughout the remaining lifetime of the Plan.

Settlement	Available Land for Residential use (ha.)
<b>Limerick City and Suburbs, including Mungret and Annacotty</b>	309
<b>Abbeyfeale</b>	13.56
<b>Adare</b>	15.88
<b>Askeaton</b>	23.62
<b>Ballingarry</b>	5.71
<b>Bruff</b>	5.92
<b>Bruree</b>	2.13
<b>Caherconlish</b>	8.43
<b>Cappamore</b>	1.85
<b>Castleconnell</b>	12.2
<b>Croom</b>	10.56
<b>Doon</b>	2.69

Settlement	Available Land for Residential use (ha.)
Dromcolliher	2.42
Foynes	3.49
Glin	3.06
Hospital	3.32
Kilfinane	3.39
Kilmallock	20.97
Murroe	5.82
Newcastle West	57
Pallasgreen	3.10
Pallaskenry	3.59
Patrickswell	21.35
Rathkeale	9.62
<b>Total</b>	<b>549.25</b>

**Table 10:** Quantum of Residential Zoned Land in the City and Suburbs and Local Area Plans. Source: Forward Planning

### 3.2.1 Residential Pipeline Development – Limerick City and Suburbs

Section 4.2 Indicator 3 – Residential Planning Permission – Settlements focuses on planning permissions granted in the settlements during year three of the Development Plan. Limerick City and Suburbs has live planning permission for 4,815 units, with 3,169 units awaiting commencement as of the end of July 2025. In addition, decisions were pending on planning applications received during year three for a further 1,202 units across all zoned settlements at time of writing this report.

Table 11 below sets out a breakdown of the pipeline applications by area of the City and Suburbs. Figure 5 further below comprises a map, indicating the spatial distribution of pipeline residential developments in the City and Suburbs.

Neighbourhoods	No. of Units with Live Permission	No. of Units Pending Decision	No. of Units - Commenced	No. of Units – Not Commenced
City Centre	552	38	98	454
Corbally Kings Island	31	15	26	5
Ballysimon Singland Garryowen Rhebogue	176	99	69	107
Annacotty Castletroy	1,064	385	643	421

Neighbourhoods	No. of Units with Live Permission	No. of Units Pending Decision	No. of Units - Commenced	No. of Units – Not Commenced
Plassey				
Janesboro Southhill Crossagalla	34	-	12	22
Dooradoyle Raheen Mungret	1,382	248	561	821
Ballinacurra South Circular Rd. Dock Rd.	393	-	123	270
Thomondgate Moyross Caherdavin Ennis Rd.	1,183	12	114	1,069
<b>Total No. of Units</b>	<b>4,815</b>	<b>797</b>	<b>1,646</b>	<b>3,169</b>

Table 11: Residential Pipeline Development – Limerick City and Suburbs. Source: Forward Planning

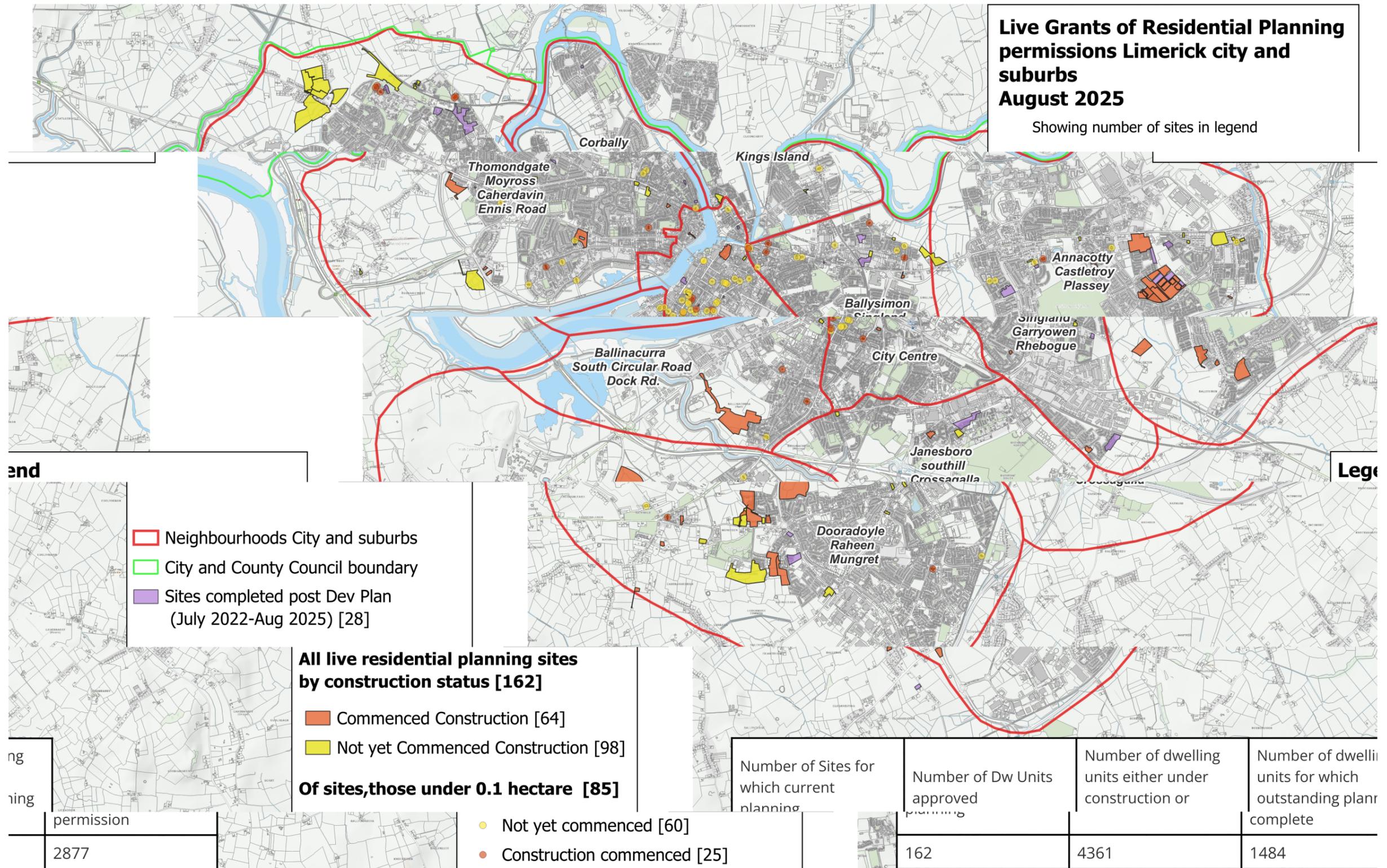


Figure 5: Spatial Distribution of Residential Pipeline Sites – Limerick City and Suburbs. Source: Forward Planning

### 3.3 Indicator 4 - Residential Planning Applications – Rural

This section outlines the pattern and status of planning applications for one off dwellings located in the rural areas of Limerick during year three of implementation of the Plan.

Table 12 below outlines the indicators for residential development in the rural housing strategy areas, comprising:

- Category 1 – Areas under Strong Urban Influence and;
- Category 2 – Rural Areas Elsewhere.

The table provides a breakdown of the planning applications in the two rural housing strategy areas and decision types for year three of the Plan from 1<sup>st</sup> of August 2024 to 31<sup>st</sup> of July 2025. The rural housing strategy areas are identified in Figure 6 below.

Level	Settlements	Rural Housing Category	Planning Applications lodged	Permissions Granted	Applications Refused/ Withdrawn
Limerick Shannon Metropolitan Area (in Limerick)	Rural Metro Area	Areas under Strong Urban Influence	36	15	13
Level 7	Open Countryside	Areas under Strong Urban Influence	200	63	14
		Rural Areas Elsewhere	98	64	13
<b>Total</b>	<b>Countryside</b>		<b>334</b>	<b>142</b>	<b>40</b>

**Table 12:** Rural Areas - Residential Indicators – Breakdown of Planning Applications. Source: Forward Planning

The Core Strategy allocated 772 additional dwellings in the open countryside to 2028. This allocation equates to an average of 128 one off dwellings per annum. During year three of the Plan, 142 one off dwellings have been granted planning permission, this exceeds the average annual target by 14 dwellings. A further 152 planning applications for rural one off dwellings, received during year three were undecided at time of writing.

Development Plan Implementation	No. of Rural Dwellings Allocated	No. of Rural Dwelling Applications Lodged	No. of Rural Dwellings Granted Permission
Year One	128	265	238
Year Two	128	234	201
Year Three	128	334	142
<b>Total</b>	<b>256</b>	<b>833</b>	<b>581</b>

**Table 13:** Rural Areas – No. of Planning applications lodged and granted during Years One, Two and Three of the Development Plan

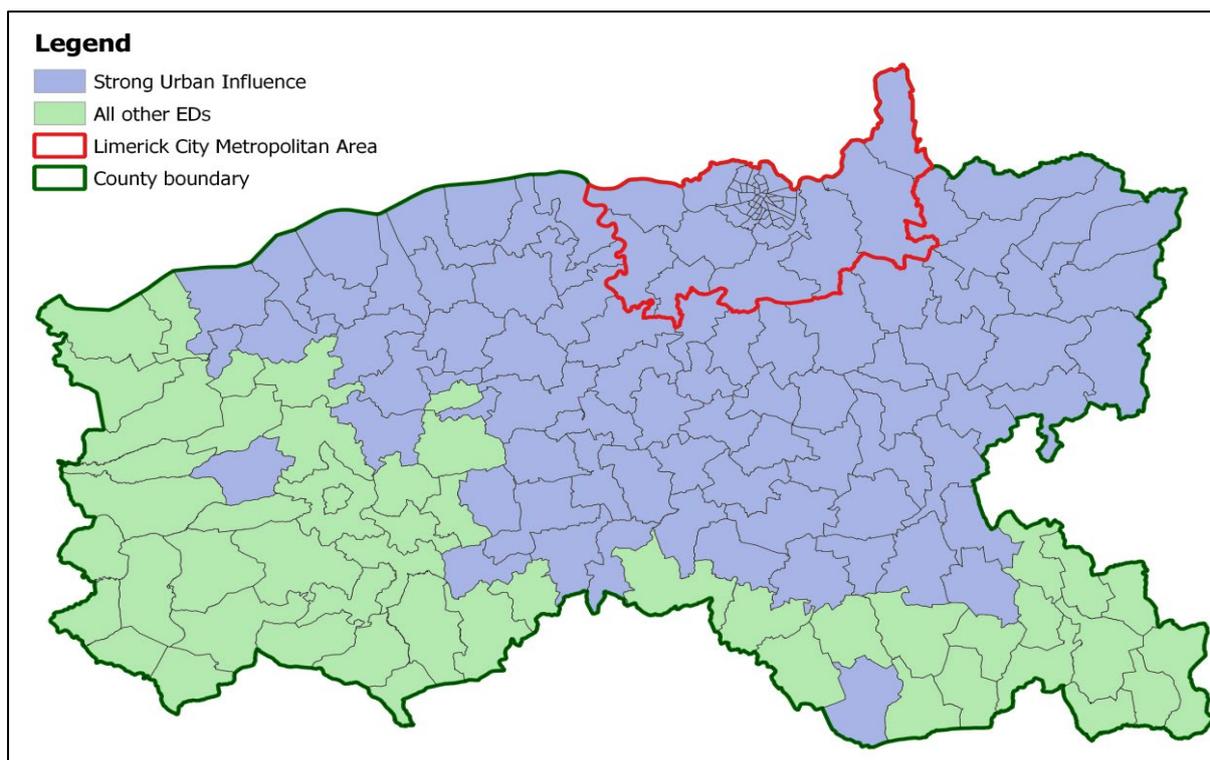
Development Plan Implementation	No. of Rural Dwellings Granted	No. of <=2 bed units Granted	No. of 3 bed units Granted	No. of 4+ bed units Granted
Year One	238	8	90	140
Year Two	201	10	77	114
Year Three	142	19	82	112
<b>Total</b>	<b>581</b>	<b>37</b>	<b>249</b>	<b>366</b>

**Table 14:** Rural Areas – No. of units by no. of bedrooms granted during Years One, Two and Three of the Development Plan. Source: Forward Planning

With respect to the commencement of construction of one off dwellings, during year three of the Plan, commencement notices have been received for 188 units in the rural area. Since the implementation of the Development Plan, commencement notices have now been received for 544 rural dwelling units.

Development Plan Implementation	No. of Units Commenced– Strong Urban Influence	No. of Units Commenced – Rural Area Elsewhere	Total
Year One	104	40	<b>144</b>
Year Two	139	73	<b>212</b>
Year Three	135	53	<b>188</b>
<b>Total</b>	<b>378</b>	<b>166</b>	<b>544</b>

**Table 15:** Commencement Notices by Rural Housing Category. Source: Forward Planning



**Figure 6:** Extract of Map 4.1: Rural Housing Strategy Map. Source: Chapter 4 Housing, Volume 1 Written Statement

### 3.4 Obstacles to Dwelling Delivery

As set out under Sections 4.2 Residential Indicator 3 - Residential Planning Permissions – Settlements and 4.4 Residential Indicator 4 - Residential Planning Applications – Rural above, during year three of the Plan, a total of 1,109 residential units were granted planning permission across the whole City and County. During year 1 of the plan 1,455 units were granted permission, while 1,936 units were granted during year 2. The year 3 data therefore represents a year-on-year decrease on the number of units granted permission.

The Year One Core Strategy Monitoring Report 2022 – 2023 identified various obstacles to dwelling delivery. This report should be read in conjunction with same. In brief, the year one report identified obstacles including delayed decision making at An Coimisiún Pleanála, inflation and costs of finance, energy, transport, materials, construction, labour costs and shortages, all combining to create issues around the viability of projects. The report also outlined the various Government schemes, waivers and rebates in place to facilitate and enable development.

In more recent times, the lack of capacity in essential infrastructure, such as water supply and wastewater treatment in a number of settlements including the Key Town of Newcastle West, as well as capacity issues surrounding energy supply are contributing to a lack of delivery and the exacerbation of pent-up demand. In addition, concerns around geopolitical issues, economic uncertainty and affordability have led to a contraction in construction activity at the end of the second quarter of 2025.

### 3.5 Indicators 5 and 6 – Commercial Floor space and Permissions

This section sets out in brief the indicators for commercial development across the settlements in Limerick City and County. Table 16 below sets out the indicators comprising the commenced floor space and the floor space granted permission in 69 applications for various commercial uses during year three of the Plan.

Level	Settlement	Commenced Commercial Floorspace (m2)	Offices Granted (m2)	Industrial Granted (m2)	Retail Granted (m2)	Warehousing / Logistics Granted (m2)	Services <sup>1</sup> Granted (m2)
<b>Limerick Shannon Metro. Area (in Limerick)</b>	Limerick City and Suburbs (in Limerick)	74,919	11,653	69,310	3,225	2,150	12,490
	Annacotty	-	-	-	-	-	-
	Mungret	-	-	-	-	-	-
	Castleconnell	-	-	-	-	-	468
	Patrickswell	-	-	-	-	-	-
	Clarina	-	-	-	-	-	-
	Montpelier	-	-	-	-	-	-
<b>Key Town</b>	Newcastle West	-	-	436	45	-	-
<b>Level 3 Towns</b>	Abbeyfeale	-	-	-	-	-	-
	Kilmallock	-	-	1,690	45	-	-
	Rathkeale	-	-	-	-	-	-
	Caherconlish	-	-	-	-	-	-
<b>Level 4 Large Villages</b>	Adare	-	139	-	-	-	301
	Askeaton	-	-	-	-	-	124
	Ballingarry	-	-	-	-	-	-
	Bruff	-	-	-	-	-	-
	Bruree	-	-	-	-	-	-
	Cappamore	-	-	-	-	-	-
	Croom	-	-	-	-	-	-
	Doon	-	-	-	-	-	-
	Dromcolliher	-	-	-	-	-	-
	Foynes	-	-	-	22	-	-
	Glin	-	-	-	60	-	-
	Hospital	-	-	-	-	-	-
	Kilfinane	-	-	-	-	-	81
	Murroe	-	-	-	-	-	-
Pallasgreen	-	-	-	-	-	-	

<sup>1</sup> For the purpose of this report, Services include professional/financial services, betting offices, laundrette kiosks, hair/ beauty salons, restaurants, leisure centre, conference facilities, medical services, gyms, guest houses, nursing homes, dog grooming etc.

Level	Settlement	Commenced Commercial Floorspace (m2)	Offices Granted (m2)	Industrial Granted (m2)	Retail Granted (m2)	Warehousing / Logistics Granted (m2)	Services <sup>1</sup> Granted (m2)
	Pallaskenry	-	-	-	-	-	-
Level 5	Small Villages		113	-	183	-	
Level 6	Rural Clusters	-	-	-		-	124
Level 7	Countryside			425	770	9,701	447
<b>Total</b>			<b>11,905</b>	<b>71,861</b>	<b>4,350</b>	<b>11,851</b>	<b>14,035</b>

**Table 16:** Commercial Indicators for Year Three. Source: Forward Planning

Table 17 below sets out a summary of the total floor areas permitted for the various types of commercial developments during years one, two and three of implementation of the Development Plan:

Development Plan Implementation	Office (m2) Permitted	Industrial (m2) Permitted	Retail (m2) Permitted	Warehousing / Logistics (m2) Permitted	Services (m2) Permitted
Year One	1,205	4,133	4,651	9,943	4,098
Year Two	4,382	20,097	4,545	18,313	17,625
Year Three	11,905	71,861	4,350	11,851	14,035
<b>Total</b>	<b>17,492</b>	<b>96,091</b>	<b>13,546</b>	<b>40,107</b>	<b>35,758</b>

**Table 17:** Commercial floor areas permitted during Years One, Two and Three. Source: Forward Planning

The substantial majority of new commercial developments permitted during year three of the Plan are located within Limerick City and Suburbs. At time of writing, of the 69 permissions granted for commercial developments during year three, commencement notices have been submitted for 22 applications. The total commenced commercial floor areas across all levels of the settlement hierarchy that was granted permission in years one, two and three, is outlined in the table below.

Development Plan Implementation	Office (m2) Commenced	Industrial (m2) Commenced	Retail (m2) Commenced	Warehousing / Logistics (m2) Commenced	Services (m2) Commenced
Year One	567	-	1,709	5,682	2,569
Year Two	1,941	5,601	2,523	2,670	11,127
Year Three	195	69,678	1,705	-	5,228
<b>Total</b>	<b>2,703</b>	<b>75,279</b>	<b>5,937</b>	<b>8,352</b>	<b>18,924</b>

**Table 18:** Commercial development granted during Years One, Two and Three and Commenced. Source: Forward Planning

The attraction of new commercial development to Limerick City and suburbs aligns with the objectives outlined in the Regional Spatial and Economic Strategy (RSES) and the Limerick Shannon Metropolitan Area Strategic Plan (MASP). The MASP envisions Limerick City as a key driver of economic growth at both national and international levels, promoting it as a prime location for commercial investment. This leverages the City's strong educational institutions and skilled workforce.

Furthermore, the approval of commercial developments in Newcastle West supports the Key Town's role in fostering balanced economic growth across the County. However, issues with regard to a lack of capacity in wastewater and water infrastructure in the Key Town could stifle delivery of the commercial development permitted.

Generally, investment in commercial activity in the settlements should contribute to local economic development, job creation and the provision of essential services to residents. It should be noted that commercial permissions granted in rural areas include figures for developments located within Annacotty Business Park.

### 3.6 Indicator 7 – Settlement Consolidation Sites Limerick City and Suburbs

A number of strategic brownfield consolidation sites have been identified for redevelopment in Limerick City Centre, which will have transformative effects on the revitalisation of the City. The Residential Settlement Capacity Audit as set out under Volume 2a Level 1 Limerick City and Suburbs (in Limerick), Mungret and Annacotty of the Plan, identifies these Settlement Consolidation Sites including:

- **Opera Square** – A landmark commercial development reflecting Limerick’s status as a leading destination for inward investment. Opera Square represents Limerick Twenty Thirty’s principle response to transform the social and economic profile of the City Centre and stimulate growth that will benefit not just its immediate environs but also the entire Mid-West Region.
- **Cleeves Riverside Quarter** – Proposed at the former Cleeves factory on the north side of the River Shannon, this brownfield site will be regenerated by Limerick Twenty Thirty. The project will delivery residential, employment and education opportunities while addressing dereliction through large scale revitalisation.
- **Arthur’s Quay** – Transformation of this area of the City through major redevelopment of the Arthur’s Quay Shopping Centre and adjoining lands to provide a new mixed use retail, residential, leisure and office development with a new City Square connecting O’Connell Street to Cruises Street.
- **Colbert Quarter** – The Colbert Quarter Spatial Framework Strategy lead by the LDA aims to develop a 69ha. brownfield site surrounding Colbert Station including the railway and bus stations, St. Joseph’s Hospital Campus, recreational lands and lands in private ownership.

The table below outlines the indicators of progress for development of these sites:

Consolidation Site	Infrastructure Requirements	Services Delivery	Permissions Granted	Dwellings Constructed	Funding Applications	Project Timelines	RZLT	Other
Opera Square	Under construction	Phase 1: Demolition and Enabling Works	An Bord Pleanála Permission (Ref: ABP	As per phasing	Limerick City and County Council	Phase 1: Complete	“In scope” on RLZT Maps	Works progressing on site

Consolidation Site	Infrastructure Requirements	Services Delivery	Permissions Granted	Dwellings Constructed	Funding Applications	Project Timelines	RZLT	Other
		<p><b>Phase 2:</b> Basement and One Opera Sq. Contract</p> <p><b>Phase 3:</b> 14 storey Landmark Building, Granary Refurbishment and Bank Place Redevelopment</p> <p><b>Phase 4:</b> Library, Central Plaza, and Four Opera Sq.</p> <p><b>Phase 5:</b> Aparthotel, Quins Bar and Ellen St. / Patrick St. Georgians</p>	<p>304028-19) Granted Feb. 2020</p> <p>Amendments Submitted (ABP 311981-21) Granted Jan. 2022</p> <p>Amendments Submitted (ABP 315085-22) Granted Jan. 2024</p>		<p>Limerick Twenty Thirty DAC</p> <p>Office of Public Works (OPW)</p> <p>Treaty Stone Partnership DAC</p> <p>Urban Regeneration and Development Fund (URDF)</p>	<p><b>Phase 2:</b> Ongoing - Jan. 2023 to Oct. 2025</p> <p><b>Phase 3:</b> Construction Contract Tender Complete / Contract Award Pending - Oct. 2025 to Apr. 2028</p> <p><b>Phase 4:</b> Construction Contract Tender Complete / Contract Award Pending – Nov. 2026 to Mar. 2029</p>		

Consolidation Site	Infrastructure Requirements	Services Delivery	Permissions Granted	Dwellings Constructed	Funding Applications	Project Timelines	RZLT	Other
						<b>Phase 5:</b> Ongoing engagement with Delivery Partners - TBC		
<b>Cleeves Riverside Campus</b>	Perimeter fencing, lighting within the perimeter, internal water supply and sanitary arrangement, drains, sewerage, electricity sub-stations, electricity mains, transformers, water mains, sewer mains utilities, parking facilities, waste disposal	<b>Phase 1:</b> Flaxmill Repair & Stabilisation - Construction Contract Tendered / Awaiting Award  <b>Phase 2:</b> Residential and Public Realm - Stage 2A3 Planning and Developed Design Complete Planning to be submitted October 2025	Non-statutory masterplan completed August 2023  Residential and Public Realm planning due for submission October 2025  Planning targeted for June 2026 Subject to Third Party Approval	N/A	Limerick Twenty Thirty DAC Urban Regeneration and Development Fund (URDF) Technical University of the Shannon (TUS)	<b>Phase 1:</b> Q4 2025 to Q1 2027  <b>Phase 2:</b> 2024 to 2030 Subject to funding and delivery method.  <b>Phase 3:</b> 2024 to 2030 Subject to funding  <b>Phase 4:</b> TBC	“In scope” on RLZT Maps	Design team work ongoing

Consolidation Site	Infrastructure Requirements	Services Delivery	Permissions Granted	Dwellings Constructed	Funding Applications	Project Timelines	RZLT	Other
	systems, Security offices, maintenance of environmental conditions. Road raising and renewal.	<p><b>Phase 3:</b> Technological University of the Shannon (TUS) Campus including Flaxmill site Redevelopment - Stage 1 Scheme Design Complete. Progressing to Stage 2</p> <p><b>Phase 4:</b> Shipyards Site Development - Master Plan Complete</p>						
<b>Arthur’s Quay</b>	None	In place	None	None	URDF – Part of Worldclass Waterfront funding allocation (€32.4m)	Framework Plan – Due to be finalised Q1 2026	N/A	Framework will guide development, reliant on individual landowners thereafter to initiate

Consolidation Site	Infrastructure Requirements	Services Delivery	Permissions Granted	Dwellings Constructed	Funding Applications	Project Timelines	RZLT	Other
								planning applications
<b>Colbert Quarter</b>	Going forward some infrastructure may be required to support St. Joseph’s and Carey’s Road sites, including surface water infrastructure upgrades	None	None	None	TBC	Carey’s Road site design team appointed to prepare planning application.  Design team being put in place for St. Joseph’s Hospital site	“In scope” on RZLT Maps	Overall Framework completed

**Table 19:** Settlement Consolidation Sites. Source: Forward Planning

## 4. Conclusion

This Core Strategy Monitoring Report for 2024 – 2025 outlines progress in the residential and commercial indicators specified under Section 10.3.1 of the Development Plan Guidelines 2022 during year three of the implementation of the Limerick Development Plan 2022 - 2028.

During the third year of the Plan, approximately 1,009 dwellings were completed across Limerick City and County. The majority of units were completed in Limerick City and Suburbs, substantially in accordance with the objectives for compact growth (NPO 3) and the Core Strategy. However, the level of completions remains below the average annual and quarterly targets for dwelling delivery across all settlements. This can be attributed to continuing issues around costs, viability and affordability.

With respect to planning permissions, a total of 101 residential applications have been granted permission across the City and County during year three of the Plan.

Firstly, across all of the settlements, 904 residential units have been granted permission, comprising 340 apartments and 564 dwelling units. The majority of units granted (303) comprise three bedrooms, followed by two bedrooms units (259). The quantum of lands zoned for residential development is based on a number of factors, primarily the designated housing target set out in the Development Plan. At the end of Year Three, the quantum of zoned land that remains undeveloped across all settlements is sufficient to cater for the forecasted housing requirements to 2028 while including an appropriate excess to allow for lack of activation.

Secondly, in relation to rural areas, 142 one off dwellings have been granted planning permission during year three of the Plan. This is in excess of the Core Strategy average target of 128 units per annum. The majority of these units (78) were granted in the areas designated Strong Urban Influence, with 15 dwellings permitted within the Rural Metro Area.

With respect to the Settlement Consolidation Sites in Limerick City, development works are ongoing on the Opera Square site. The commencement of re-development of some of these sites will be in the long term.

Permissions have been granted for all types of commercial uses in Limerick City and Suburbs, followed by industrial development in Kilmallock and Newcastle West. Such development will contribute to the economic development of the settlements in accordance with the objectives of the Development Plan.

The pattern of planning permissions granted for residential development, particularly in the settlements, creates confidence that the objectives for compact growth of these settlements can be satisfactorily achieved over the lifetime of the Limerick Development Plan 2022 - 2028.

