



Comhairle Chontae Chill Chainnigh
Kilkenny County Council

Variation No. 8B of the Kilkenny City & County Development Plan 2021

National Planning Framework Implementation: Housing Growth
Requirements - Callan, Graigenamanagh and Thomastown

Forward Planning
Adopted 15th June 2026

1 Introduction

In accordance with Section 58 (18) (a) & (b) of the Planning & Development Act 2024, as amended, Kilkenny County Council resolved to make Variation No. 8B at a meeting of Kilkenny County Council on Monday the 15th June 2026. Variation 8B is to:

- Incorporate a zoning map for Callan, Graiguenamanagh and Thomastown into section 4.4 of City & County Development Plan 2021 - 2027, in order to reflect the requirements of the Government's *National Planning Framework Implementation Guidelines*¹.

Local Area Plans are in place for Callan, Thomastown and Graiguenamanagh. The Variation provides appropriate text to ensure that provisions of each LAP are part of the KCCDP. Where a conflict arises between the provisions of the LAP and the Development Plan then the provisions of the Development Plan will take precedence².

2 Variation Text

The Variation is outlined below and should be read in conjunction with the Kilkenny City and County Development Plan 2021, as varied.

The changes appear as follows:

Deletions in ~~striketrough~~

Insertions in *red italics*

2.1 Volume 1 County

Chapter 4: Core Strategy

Section 4.4 District Towns

Graiguenamanagh plays a significant role as a rural service centre and has its own Local Area Plan, *and is considered a District Town*. ~~which is currently under review and is likely to be adopted during the making of this Development Plan.~~

Local Area Plans *are in place* for the District Towns of Callan, ~~Castlecomer,~~ and Thomastown *and Graiguenamanagh. (A Settlement Plan for Castlecomer is included in Volume 3.)*

These LAPs shall be read in tandem with this Plan. The specific policies and objectives contained in the Local Area Plans, including strategic flood risk consideration, will remain applicable pending the

¹ NPF Implementation: Housing Growth Requirements, Guidelines for Planning Authorities, July 2025

² For example, following this variation the zoning map in the variation will take precedence over the zoning map in the extant Local Area Plan for each town

making of the next County Development Plan. Where a conflict arises between the provisions of the LAP and the Development Plan then the provisions of the Development Plan will take precedence³.

Local Area Plans for the District Towns of Callan, Castlecomer and Thomastown were reviewed and adopted by the Council between 2017 and 2019. The Graigueenamanagh LAP is currently under preparation. In general, these District Towns have well developed services and community facilities and have the capacity to accommodate additional population (subject to certain physical infrastructural investments). Population growth in the Local Area Plans was projected on a proportional basis and zoning for land for housing was allocated accordingly. In addition to the proportional projected population growth, provision was therefore made in each of the District Town's LAPs for targeted provision of Serviced Sites in accordance with NPO 18(b).

As part of the preparation of the Housing Strategy for this plan, the potential to review upwards the population allocation for the District Towns was considered. This revision was set in the context of the overall county allocation, the particular function of the town in the County context, aligning all population projections to a common date, planning decisions since the adoption of the LAPs, the availability of engineering services infrastructure (water and wastewater), social services such as primary and secondary schools and the ratio of resident workers and total jobs in the towns. The assessment concluded that some 150 additional people could be allocated over the plan period to the towns of Callan and Thomastown over and above that allocated in their respective Local Area Plans. A Settlement Plan for Castlecomer is included in Volume 3.

The Local Area Plans for Callan, Castlecomer and Thomastown, will be reviewed to ensure consistency with the Core Strategy and policy promoting regeneration, sequential development and compact growth and will identify regeneration, brownfield and opportunity sites that will contribute to compact growth. The reviews will be carried out within 12 months of the coming into effect of this Plan, subject to resources.

Table 4.5 District Towns Allocation under Core Strategy		
	LAP population allocation	Core Strategy Allocation
Callan	291	441
Castlecomer	207	264
Graigueenamanagh	277	277
Thomastown	265	437

³ For example, following this variation the zoning map in the variation will take precedence over the zoning map in the extant Local Area Plan for each town

Table 4.5 District Towns Core Strategy 2025 to 2034

	1	2	3	4	5
	Household Demand (units)	Capacity available to 2034 (Units)⁴	Balance required (1 – 2)	Extra Housing land requirement to 2034 (hectares)⁵	New Residential Zoning (Hectares)
<i>Callan</i>	341	105	237	9.9	12 ⁶
<i>Graigenamanagh</i>	256	125	131	5.5	6.09 ⁷
<i>Thomastown</i>	341	234	108	4.5	10.92 ⁸
<i>Castlecomer*</i>					

*** See Volume 3 – Castlecomer Settlement Plan**

New section 4.4.1 District Town Objectives – see also relevant Local Area Plans

Callan Site Specific Objectives

- *C7: Access to the channel of the River Tullamaine should be provided to allow for channel maintenance. Details of this access must be provided as part of any planning application.*
- *C8: Allow for the provision of residential use within the area outlined in black, notwithstanding the industrial zoning, having regard to the planning history and ground configuration.*

Graigenamanagh Site Specific objectives

- *G1: A pedestrian crossing is required on the R705 to connect the New Residential sites west of the R705, to L4209/High Street, prior to occupation of any residential development.*
- *G2: Provide for an upgrade to the link between High Street and the L4209/R705 junction, allowing for active travel and accessible connectivity.*

Thomastown Site Specific Objectives

- *T1: Prior to occupation of any residential development at this location, an active travel audit, and traffic impact assessment, from the site to the junction of Market Street, with recommendations for improvements to provision for active travel movement on Station Road, is to be carried out, and the recommendations are to be implemented.*

⁴ As zoned in the CCDP 2021, and as calculated at November 2025

⁵ This is on the basis of applying a density of 30 dph, in accordance with the *Compact Settlement Guidelines*

⁶ 9.2ha additional zoning from Agriculture plus 2.8 from low density to New Residential total 12ha

⁷ 4.0ha additional zoning from Agriculture plus 2.09ha from low density to New Residential total 6.09ha

⁸ 7.4 ha additional zoning from Agriculture/outside dev. boundary plus 3.52 ha from low density/ mixed use to new Residential total 10.92ha

Table 4.6: Core Strategy 2016-2027					
(1)	Core Strategy population allocation 2016 – 2027 (2) ⁹	Household Demand NPF 50/50 (3)	Housing land requirement to 2027 (hectares) (4)	NPO 3C (5)	Zoning (Ha) (6)
County Kilkenny	11,842	4,649			
Kilkenny City See Volume 2 Table 2.2	4,144 40%	1,627 (35%)	46.48 ¹⁰	(30%) 13.9ha¹¹ inside CSO boundary and (70%) 32.5ha outside CSO boundary	18.6ha Abbey Quarter 4.4Ha (30-35%) plus 25Ha mixed 42.84Ha ¹² zoned outside CSO
Ferrybank/ Belview (Part of MASP) See Volume 3	2,320 ¹³ 25%	910 (19.5%)	26	(50%) 14ha inside CSO boundary and (50%) 14ha outside CSO boundary	28Ha
District Towns (a) Callan ¹⁴ (b) Castlecomer ^{15*} (c) Graigueenamanagh ¹⁶ (d) Thomastown ¹⁶	441 ¹⁶ 4% 264 3% 278 3% 437 ¹⁷ 4%	160 (3.4%) 93 (2%) 100 (2.1%) 159 (3.4%)	8 Ha 4.65 Ha 5 Ha 8 Ha		7.65Ha 5.5Ha 6Ha 6.7Ha (Review land provision in LAPs to 2027) ¹⁸
Smaller Settlements	1,284 ¹⁹ 16%	467 (10%)	128		
Remainder area** Rural Housing	3,542	1,133 (24.37%)	58 ²⁰		
Rosbercon (New Ross Environs)	4.5%				
Total	11,842	4,649	284.13		119.69

⁹ Percentage allocation

¹⁰ 1,627 households divided by 35 units/ha = 46.48 ha.

¹¹ The Council has established through its own research that there is more than sufficient capacity within the existing built up area to cater for this increase.

¹² See Housing Strategy and Core Strategy Volume 2

¹³ Estimated based historical population distribution model in PLUTS 2004 2016- 2026. (subtract no. of units built in Ferrybank to 2021)

¹⁴ See Variation 8B

¹⁵ See Volume 3 – Castlecomer Settlement Plan

¹⁶ The figure for Callan is an increase of 150 persons to 2027 over and above the 2019 LAP following review under this Core strategy.

¹⁷ The figure for Thomastown includes an additional 150 persons to 2027 over and above the 2019 LAP.

¹⁸ To realign the timelines of the LAPs with the City and County Development plan 2021-2027 the housing land required in the District towns will be reviewed to 2027 in light of the new housing demand figures.

¹⁹ See housing strategy

²⁰ 700 Households divided by 12 units/ha = 58 ha

2.2 Changes to Figures

3 maps to be inserted as follows:

Figure 4.26 Callan zoning

Figure 4.27 Graiguenamanagh zoning

Figure 4.28 Thomastown zoning

2.3 Change to Strategic Flood Risk Assessment

Other changes – SFRA - detail of the defences and defended areas for Callan and Graiguenamanagh will be included in the SFRA.

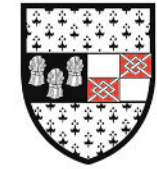
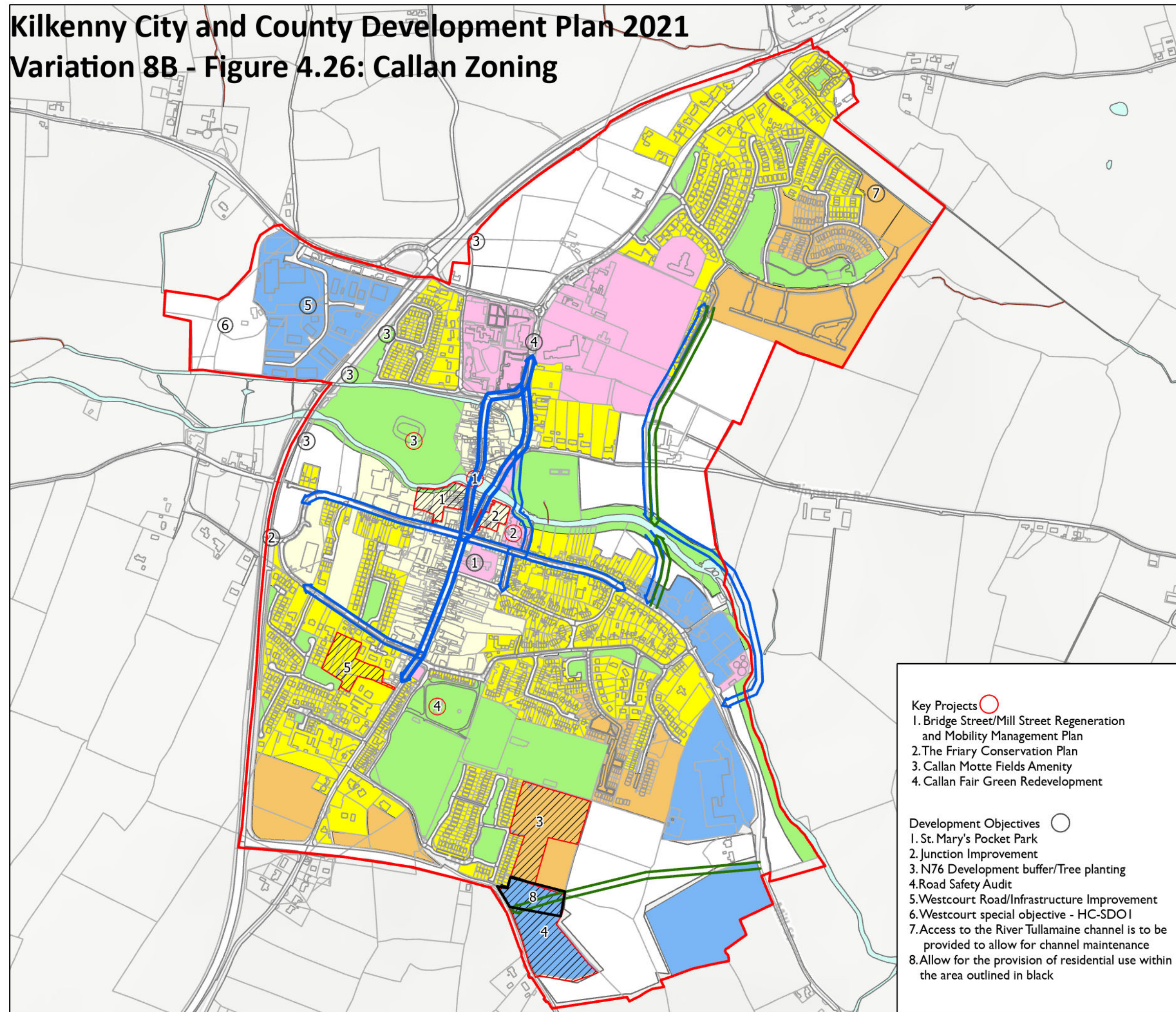
2.4 Change to Infrastructure Assessment

Infrastructure Assessment Matrix –Thomastown Variation 8B

	Map Ref.	Proposed Zoning
Tier 1 or 2		
Tier 2-1	E	Not zoned – outside of development boundary. <i>New Residential</i>

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Variation 8B - Figure 4.26: Callan Zoning



Legend

- Plan Boundary
- Agriculture
- Community Facilities
- Existing Residential
- General Business
- Industrial
- New Residential
- Open Space/Green Infrastructure

- Masterplan Area

- Masterplan areas
1. West Street Mixed Use Development area
 2. Mill Street Potential Redevelopment area
 3. Rear of Bolton Wood
 4. Bolton Wood Employment Zone
 5. Clonmel Road/Chapel Lane Infill area

- Pedestrian-Cycling Improvements

- Road Improvements

For all objectives, see
Callan Local Area Plan 2019

- Key Projects** ○
1. Bridge Street/Mill Street Regeneration and Mobility Management Plan
 2. The Friary Conservation Plan
 3. Callan Motte Fields Amenity
 4. Callan Fair Green Redevelopment
- Development Objectives** ○
1. St. Mary's Pocket Park
 2. Junction Improvement
 3. N76 Development buffer/Tree planting
 4. Road Safety Audit
 5. Westcourt Road/Infrastructure Improvement
 6. Westcourt special objective - HC-SDOI
 7. Access to the River Tullamaine channel is to be provided to allow for channel maintenance
 8. Allow for the provision of residential use within the area outlined in black

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Variation 8B - Figure 4.27 Graiguenamanagh Zoning

This map illustrates the proposed zoning for the Graiguenamanagh area under Variation 8B of the Kilkenny City and County Development Plan 2021. The map shows a central urban area with various land use designations, including residential (G1, G2), commercial (COM1.1, COM1.2, COM1.3, COM1.4), and industrial (T02.1, T02.2, T02.7) zones. The River Nore is shown flowing through the area, with a dashed line indicating a boundary or flood zone. The map is color-coded to represent different zoning types: yellow for residential, orange for commercial, green for industrial, and blue for water bodies. The map is titled 'Kilkenny City and County Development Plan 2021' and 'Variation 8B - Figure 4.27 Graiguenamanagh Zoning'.



	Plan Boundary		New Residential - Low Density
	Agriculture		Open Space/Recreation
	Community/Education		Open Space/biodiversity Conservation
	Enterprise & Employment		Indicative Pedestrian/ Cycle Improvements
	Existing Residential		Masterplan Sites
	Mixed Use Zoning		
	New Residential		

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Variation 8B - Figure 4.28 Thomastown Zoning



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Legend

- Plan Boundary
- Agriculture
- Community Facilities
- Existing Residential
- Industrial
- Mixed Use Zoning
- New Residential
- Open Space/biodiversity Conservation
- Town Centre
- Masterplan area

Objectives
T1 Site specific objective - see Section 4.4.1

For all other objectives, see Thomastown LAP 2019

- Movement and Transport Obj. 1.5
- Infrastructure Obj. 3.4
- Green Infrastructure Obj. 1.3
- Line of R700 Relief Road
- Tourism Obj. 2.4

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