



Comhairle Chontae Chill Chainnigh
Kilkenny County Council

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

National Planning Framework Implementation: Housing Growth
Requirements – Kilkenny City

Forward Planning
Adopted April 20th 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. 8A at a meeting of Kilkenny County Council on Monday the 20th April 2026. Variation 8A is to:

- Change the zoning of land in Kilkenny City, to reflect the requirements of the Government’s *National Planning Framework Implementation Guidelines*¹.

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 ~~strikethrough~~

Insertions in *red italics*

2.1 Volume 1 County

Chapter 4: Core Strategy

Table 4.6 Core Strategy

	Core Strategy population allocation 2016 – 2027	Household Demand NPF 50/50	Housing land requirement to 2027 (ha)	NPO 3C	Zoning (Ha)
Kilkenny City <i>See Volume 2 Table 2.2</i>	4,144	1,627 <i>(35%)</i>	46.48 ²	(30%) 13.9ha³ inside CSO boundary and (70%) 32.5ha outside CSO boundary	18.6ha Abbey Quarter 4.4Ha (30-35%) plus 25Ha mixed zoned outside CSO <i>42.84Ha⁴ zoned outside CSO</i>

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

² 1,627 households divided by 35units/ha = 46.48 ha.

³ 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.

⁴ See Housing Strategy and Core Strategy Volume 2

2.2 Volume 2 City

Section 2 Core Strategy

2.2.1 Land Requirement

Delete entire section and replace as follows:

The Core Strategy Table for Kilkenny City is set out below.

1	2	3	4	5
Household Demand (units)	Capacity available to 2034 (Units)⁵	Balance required (1 – 2)	Extra Housing land requirement to 2034 (hectares)⁶	Extra Residential Zoning adopted under Var. 8A (Hectares)
3,413	1,953	1,460	52.2	76.2

The RSES⁷ targeted growth for the City of more than 30% by 2040 from the base year of 2016. Over the period 2016 to 2025, the Council adopted a targeted growth of 35%. Between September 2021 and July 2025, out of a total of 2,367 units permitted in the City, a total of 857 housing units were constructed. In 2026, following publication of the Government's *National Planning Framework Implementation Guidelines*, and reflecting on this performance and the ambition of the local authority, the growth target was increased to 40%.

From National Policy Objective 9 of the NPF First Revision, 30% of the new housing earmarked for the City must be catered for within the existing built-up footprint⁸. Of the 3,413 units required, just over 1,000 should be catered for within the existing footprint.

The following central sites are identified to satisfy that demand:

⁵ As zoned in the CCDP 2021, and as calculated at November 2025

⁶ This is on the basis of applying a density of 35 dph, in accordance with the *Compact Settlement Guidelines*

Total units required = 1460

At density of 35 dph (dwellings per hectare) = 42 hectares

Total net site area (80% of total gross site area) = 42 hectares

Total gross site area = 42 hectares divided by 0.8 = 52 hectares

⁷ RSES page 46, RPO 11a

⁸ The definition of 'Footprint' from the NPF is the area given over to urban land uses (i.e. artificial surfaces relating to urban land uses).

- Abbey Quarter = 4 ha (residential 30%-35%)
- Mart site 3.9 ha
- Daly's Hill 9 ha
- Hebron Road 1.2 ha
- Fair Green Masterplan 8.2 ha

Over 26 hectares of mixed use zoned land is available within the built-up area, which has the potential to yield over 600 units⁹. Over 13 hectares of land is zoned as Existing Residential, within the CSO boundary, with a calculated capacity for over 400 units¹⁰. Additionally, over 8 hectares of (undeveloped) New Residential zoned land are identified within the built-up area (taken as the CSO 2016 boundary).

Outside of the built-up area, a total of 78 hectares of greenfield land is zoned for New Residential use. Most of this land is located within the Breaghagh Valley and Loughmacask neighbourhoods.

2.2.3 Breaghagh Valley

Delete entire section and insert as follows:

A Local Area Plan (LAP) was prepared for this area (formerly known as the Western Environs) in 2004. The Local Area Plan was reviewed and modified for incorporation in the last two Development Plans for the City. The principles set out in the LAP, such as the basic road structure, the housing densities (35 units per hectare on average) and the distribution of land uses has remained broadly in line with the original concepts. To ensure the sustainable development of the area, the land is divided into development parcels and the development of the parcels are linked to the provision of necessary infrastructure. The development parcels are identified on Figure CS3 Breaghagh Valley and the indicative road framework is set out in Figure CS3a.

To date approximately 1,000 housing units either have been built or have permission in this neighbourhood. The William Robertson Way, a new distributor road from the N76 Callan Road to the Circular Road at Robertshill, was completed in 2021. A portion of the Breaghagh Valley Linear park is in place. Permission exists for two secondary schools and outline permission for a primary school. An area has also been reserved for neighbourhood uses. The provision of a neighbourhood-scale open space is now a requirement for the area. This is reflected in Zoning objectives Z20 and Z21, see Section 2.9.17 City Zoning Map Objectives, and in the over-arching requirements for development, see below.

⁹ Calculation based on 50% of site given over to residential use at a density of 50 dph

¹⁰ Figures taken from Planning department analysis to inform the [*Report to Elected Members on NPF Implementation: Housing Growth Requirements*](#)

To be inserted in Section 2.9.17 City Zoning Map Objectives, and on Figure CS4 Zoning map:

Zoning objective 20 (Z20)

It is an objective of the Council to provide recreational facilities in the area identified for the neighbourhood park in tandem with housing delivery in parcels B, C, E and F.

Zoning objective 21 (Z21)

Planning permissions for residential developments will not be considered in Parcels A or D until planning permission has been granted for residential use in at least one of Parcels B, C, E or F. See Table 2.3 Development Criteria for parcels in Breagagh Valley.

Overarching requirements for Breagagh Valley parcels A, B, C, D, E, F and G

- The identified hedgerows throughout the parcels should be protected and enhanced where feasible (see Figure 2.3, Habitat Survey and Mapping of Kilkenny November 2010 and Volume 1 Section 9.2.5 Woodlands, Trees and Hedgerows).
- To implement the recommendations of the *Kilkenny City Rainwater Management Plan* once adopted. Development shall include integrated provisions for nature-based rainwater management (NBS), appropriate to the scale and context of the development proposed
- Development proposals must demonstrate that site boundaries and access arrangements support coordinated and orderly development of the wider area. The Planning Authority reserves the right to use appropriate powers at its disposal where boundary configurations or access arrangements would otherwise obstruct such development.

Figure CS3a Indicative Road Framework for Breagh Valley

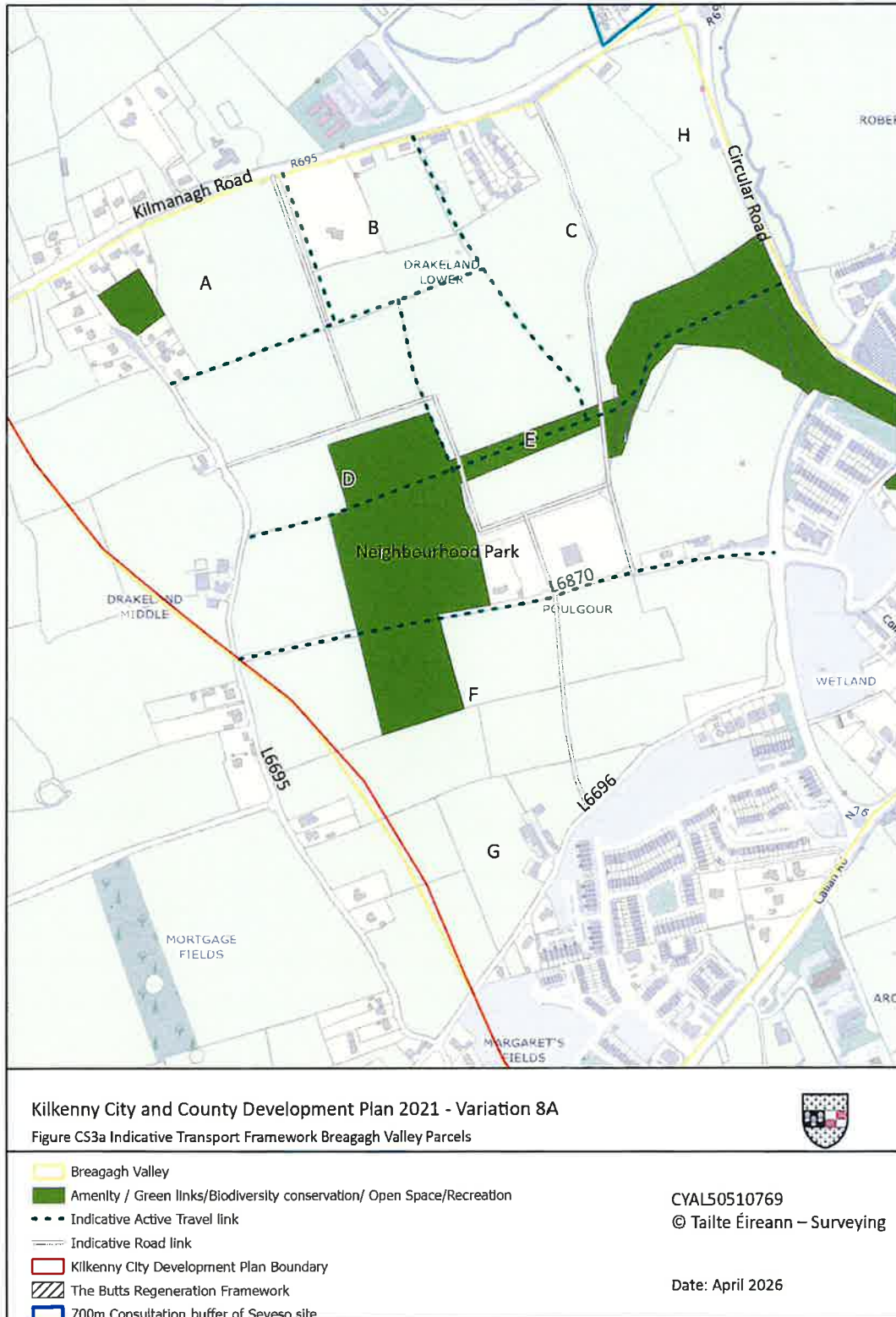
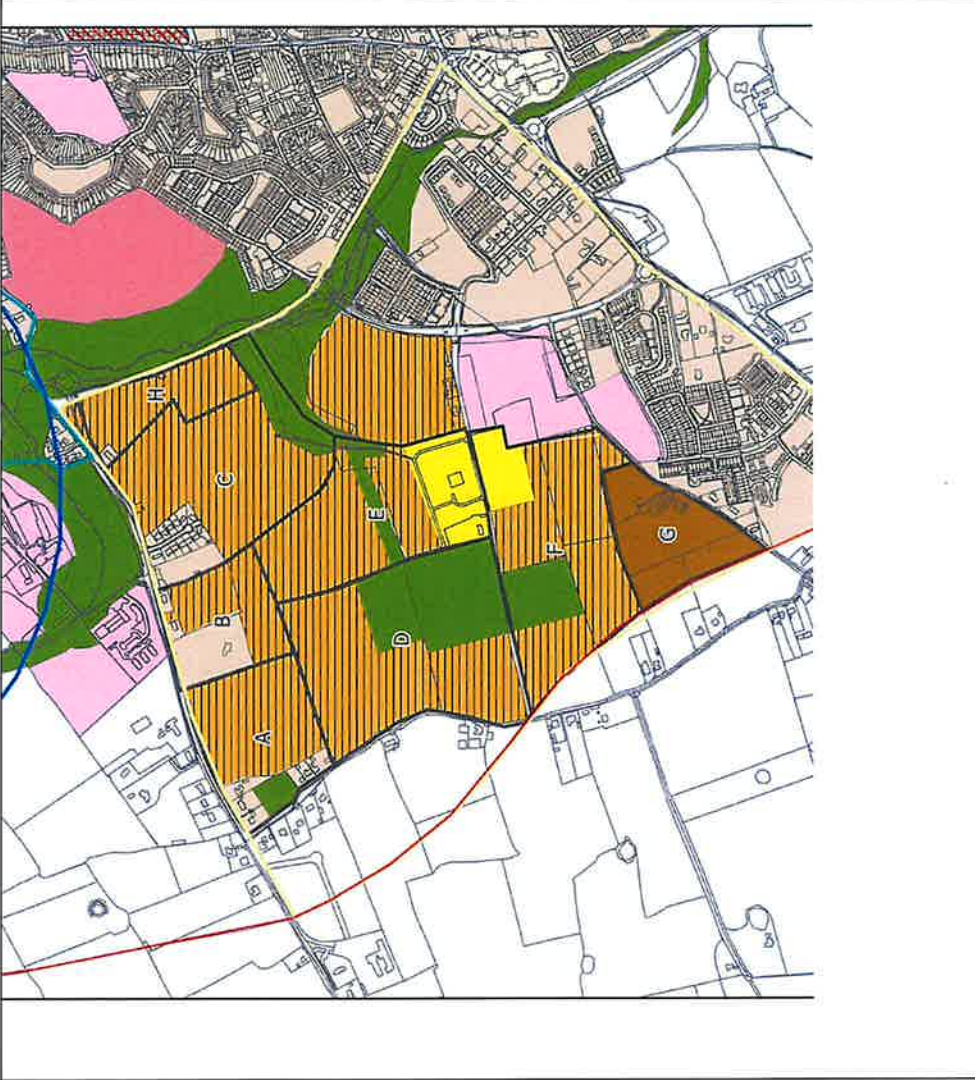


Table 2.3 Development Criteria for parcels in Breagagh Valley

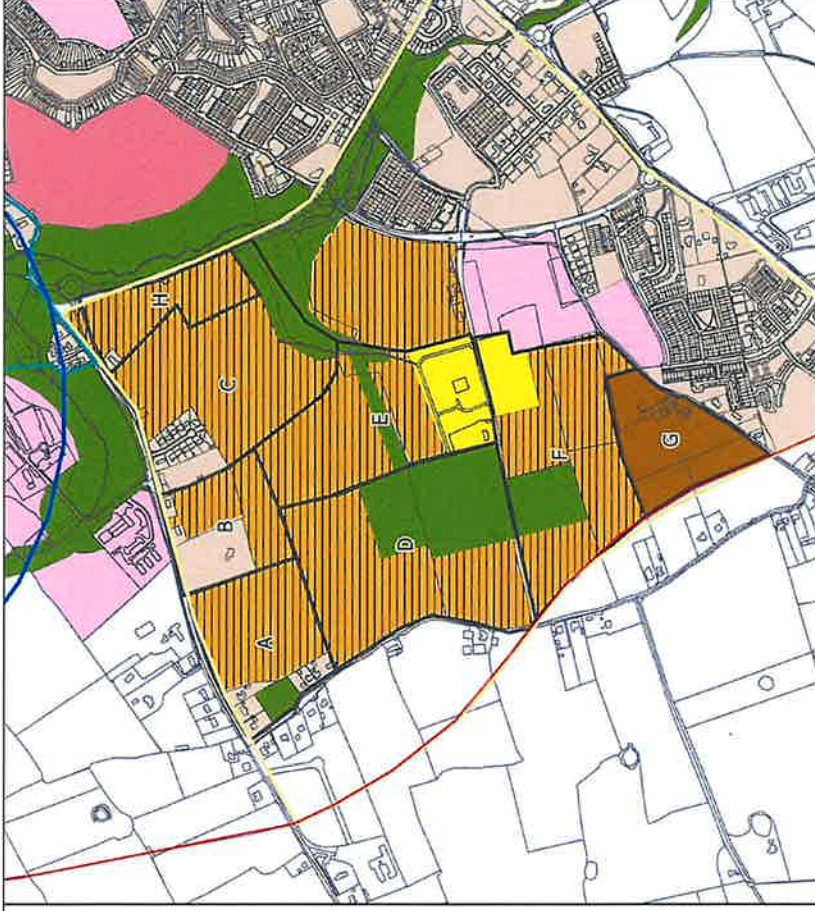
Parcel	Requirements for Development	Map of parcels
A	<ul style="list-style-type: none"> • Planning permissions for residential developments will not be considered in Parcel A until planning permission has been granted for residential use in at least one of Parcels C, E or F, and Z20 is complied with. • Medium density housing (35-50dph) accessed from Kilmanagh Road. • Residential open space should support a network, linking the zoned open space on L6695 towards the Neighbourhood Park. • The identified treeline on the eastern boundary should be protected and enhanced (see Figure 2.3, Habitat Survey and Mapping of Kilkenny November 2010)¹¹. • One break can be identified in the hedgerow in one location to allow access into Parcel D for all modes. • A through-road from Kilmanagh Road to the boundary of Parcel D should be provided, designed to DMURS and Taking in Charge standards. This will be a residential street and frontage/ access onto this street are permissible. • Provision made for access through to Parcel D in any planning application. • Active travel and green link to be facilitated from Kilmanagh Road to Parcel D along indicated (dotted) line. 	 <p>The map shows a residential area with several parcels labeled A through H. Parcel A is a large area with orange diagonal hatching. Parcel B is a smaller area with orange diagonal hatching. Parcel C is a large area with orange diagonal hatching. Parcel D is a large area with orange diagonal hatching. Parcel E is a large area with orange diagonal hatching. Parcel F is a large area with orange diagonal hatching. Parcel G is a large area with orange diagonal hatching. Parcel H is a large area with orange diagonal hatching. The map also shows a river, roads, and other buildings.</p>

¹¹ Kilkenny County Council and Atkins, *Habitat Survey and Mapping of Kilkenny City Habitat Survey Report, 2010*

<p>B</p>	<ul style="list-style-type: none"> • Medium density housing (35-50dph) accessed from Kilmanagh Road. • One break on the appropriate boundary can be identified in the hedgerow in access towards Parcels C and E for all modes. • Active travel and green link to be facilitated from Kilmanagh Road to Parcel E along indicated (dotted) line. 	
<p>C</p>	<ul style="list-style-type: none"> • Compliance with Z20 • Medium density housing (35-50dph) accessed from Kilmanagh Road and from the east via the adjacent development parcel H, from Circular Road. • Residential open space should support a network, linking to the zoned open space and green link to the south. • One break can be identified in the hedgerow to allow access towards Parcel E and/or Parcel B for all modes. • A through-road from Kilmanagh Road to the boundary of Parcel E should be provided, designed to DMURS and Taking in Charge standards. This will be a residential street and frontage/ access onto this street are permissible. This through road to connect to that permitted under Planning ref 2360037. • Active travel and green link to be facilitated connecting to Circular Road. • Active travel and green link to be facilitated from Kilmanagh Road to Parcel E along indicated (dotted) line. 	

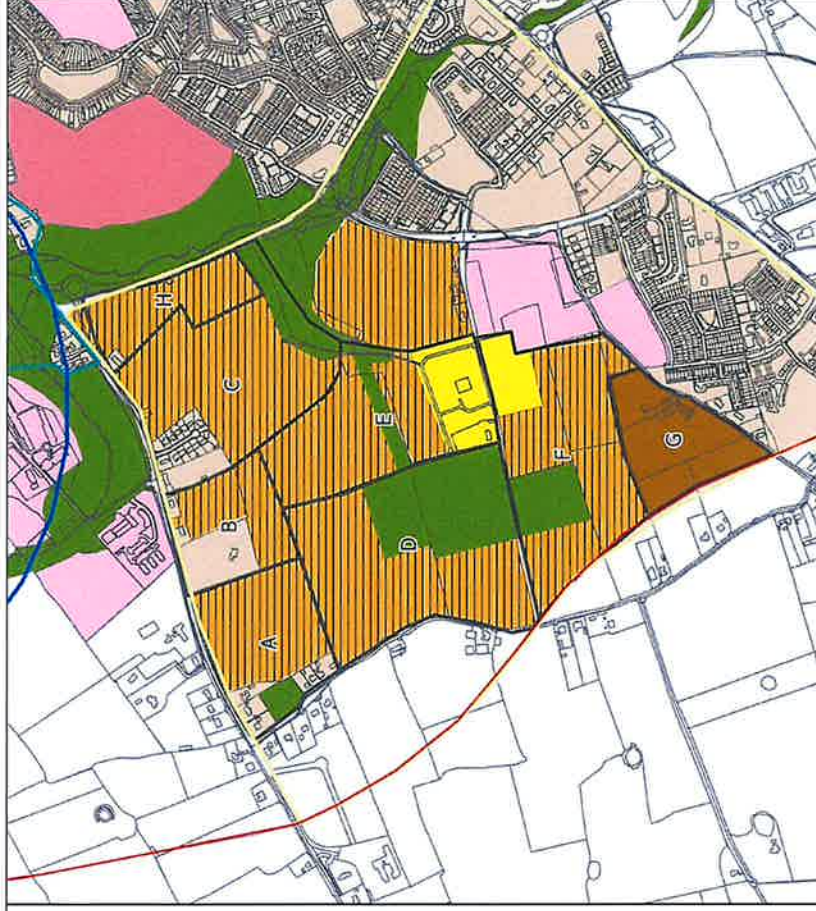
D

- Planning permissions for residential developments will not be considered in Parcel D until planning permission has been granted for residential use in at least one of Parcels C, E or F, and Z20 is complied with.
- Medium density housing (40-50dph) accessed from the north via Parcel A and the east via Parcel E.
- Residential open space should support a network, linking to the Neighbourhood park.
- Multiple breaks can be identified in the hedgerow to allow access towards adjacent Parcels A, E and F for all modes.
- A through-road, linking to the Parcel A boundary should be provided and linking to Parcel E boundary to the east. It must be designed to DMURS and Taking in Charge standards. This will be a residential street and frontage/ access onto this street are permissible.
- No vehicle access from Poulgour Road (the L6870) from the Neighbourhood park to the L6695.
- At least one pedestrian crossing point should be facilitated between the southern (Parcel F) and northern (Parcel D) portions of the Neighbourhood Park.
- Development within the Neighbourhood Centre zoning should accommodate clubhouse facilities and access to the park. This can be a standalone facility or part of a mixed-use block with active frontage onto the local streets.
- Active travel and green link to be facilitated along L6870 and from L6695 and on the northern and eastern boundaries along indicated (dotted) lines.



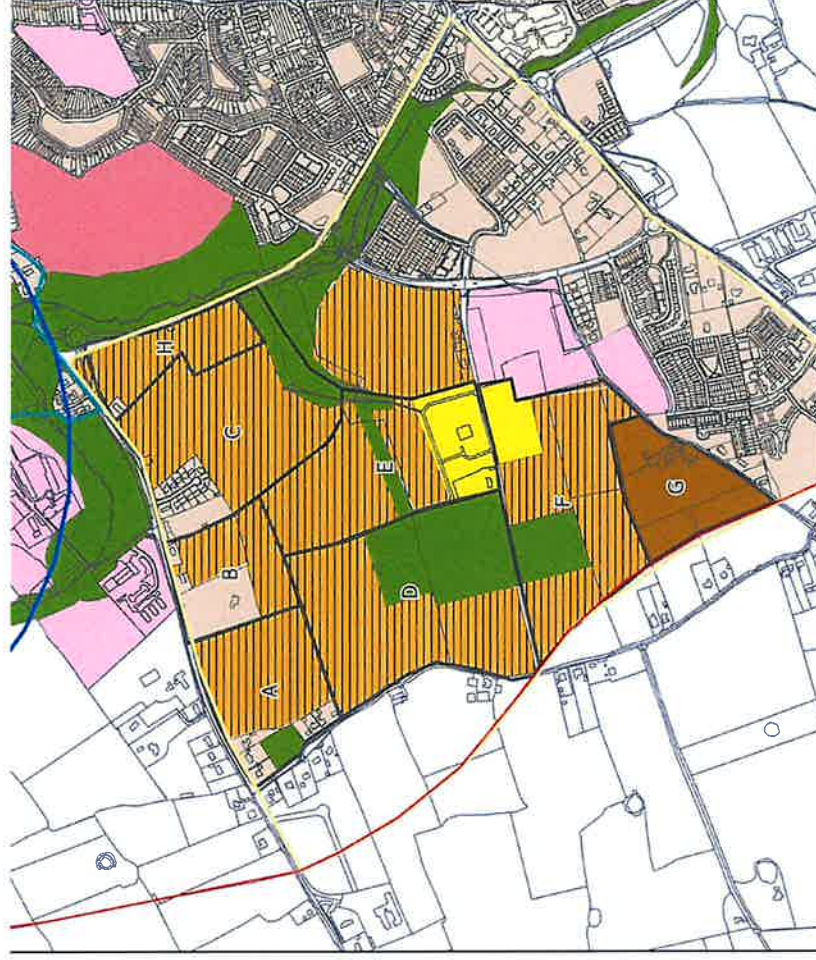
E

- Compliance with Z20
- Medium density housing (40-50dph) accessed from Poulgour Road/ the southeastern boundary.
- The green link shown is indicative and development proposals should allow for a 40m green corridor, connecting the Neighbourhood Park with the Breagagh Valley Park, with frontages and overlooking on both sides. The exact location is not fixed but is subject to detailed design. The green link will not accommodate any private or commercial vehicle movements.
- Residential open space should support a network, linking the open space areas to the Neighbourhood park.
- Breaks can be identified in the hedgerow to allow access towards adjacent Parcels B, C and D for all modes.
- A through-road to be provided, linking Parcel C to the north, and Poulgour Road to the southeast (the L6870). It must be designed to DMURS and Taking in Charge standards. This will be a residential street and frontage/ access onto this street are permissible.
- Development within the Neighbourhood Centre zoning should include a local open space/ public square, approx 500sqm in size. Overlooking and frontages should be provided to all pedestrian links. Development should include active ground floors with a mix of residential/ non-residential uses above as appropriate.
- An overlooked, traffic calmed, green link should be accommodated, linking the Neighbourhood Park towards the Post-Primary school campus, along Poulgour Road (the L6870).
- The Neighbourhood Centre should be designed to accommodate a bus terminus and allow for the safe turnabout of public buses without reversing movements.



F

- Medium density housing (40-50dph) accessed from the south.
- The identified Neighbourhood Park (2 hectares) must be commenced in tandem with the development, and completed prior to, the occupation of 60% of residential units, see Z20.
- The park will be designed for informal use with play areas, natural play, water features, etc. in consultation with the Council.
- Residential open space should support a network, linking to the Neighbourhood Park.
- A through-road from the south should be provided, linking Seville Grove/ Nyne Park Way to the Poulgour Road (the L6870). It must be designed to DMURS and Taking in Charge standards. This will be a residential street and frontage/ access onto this street are permissible.
- Vehicle access from Poulgour Road (the L6870) is permitted west and east of the Neighbourhood park only¹².
- At least one pedestrian crossing point should be facilitated between the southern and northern portions of the Neighbourhood Park.
- Development within the Neighbourhood Centre zoning should include active ground floors with residential/ non-residential uses as appropriate.



¹² (No vehicular access through the Neighbourhood Park along the Poulgour Road.)

<p>G</p> <p>Later Phase</p> <ul style="list-style-type: none"> • Medium density housing (35-50dph) accessed from the east/ south on the new road. • Residential open space should support a network, linking the open space network. • One break can be identified in the hedgerow to allow access to Parcel F for all modes. 	
<p>H</p> <ul style="list-style-type: none"> • Permitted connection from Circular Road to Parcel C 	

Insert new section as follows:

2.4.4 The Butts Special Regeneration Area

A Regeneration Framework plan was completed for the Butts area in 2025. This took a community-led regeneration approach to identify specific areas in need of redevelopment.

Two zoning objectives (Z18 and 19 as inserted by Variation 4, dated March 2025) relate to the connectivity between the Butts and surrounding amenities. In order to action these objectives, the zoning is configured in this area to allow for passive supervision of the proposed open space amenities, and to improve connectivity through the area.

2.9.17 City Zoning Map Objectives

Add 2 objectives:

Zoning objective 20 (Z20) Breagagh Neighbourhood Park

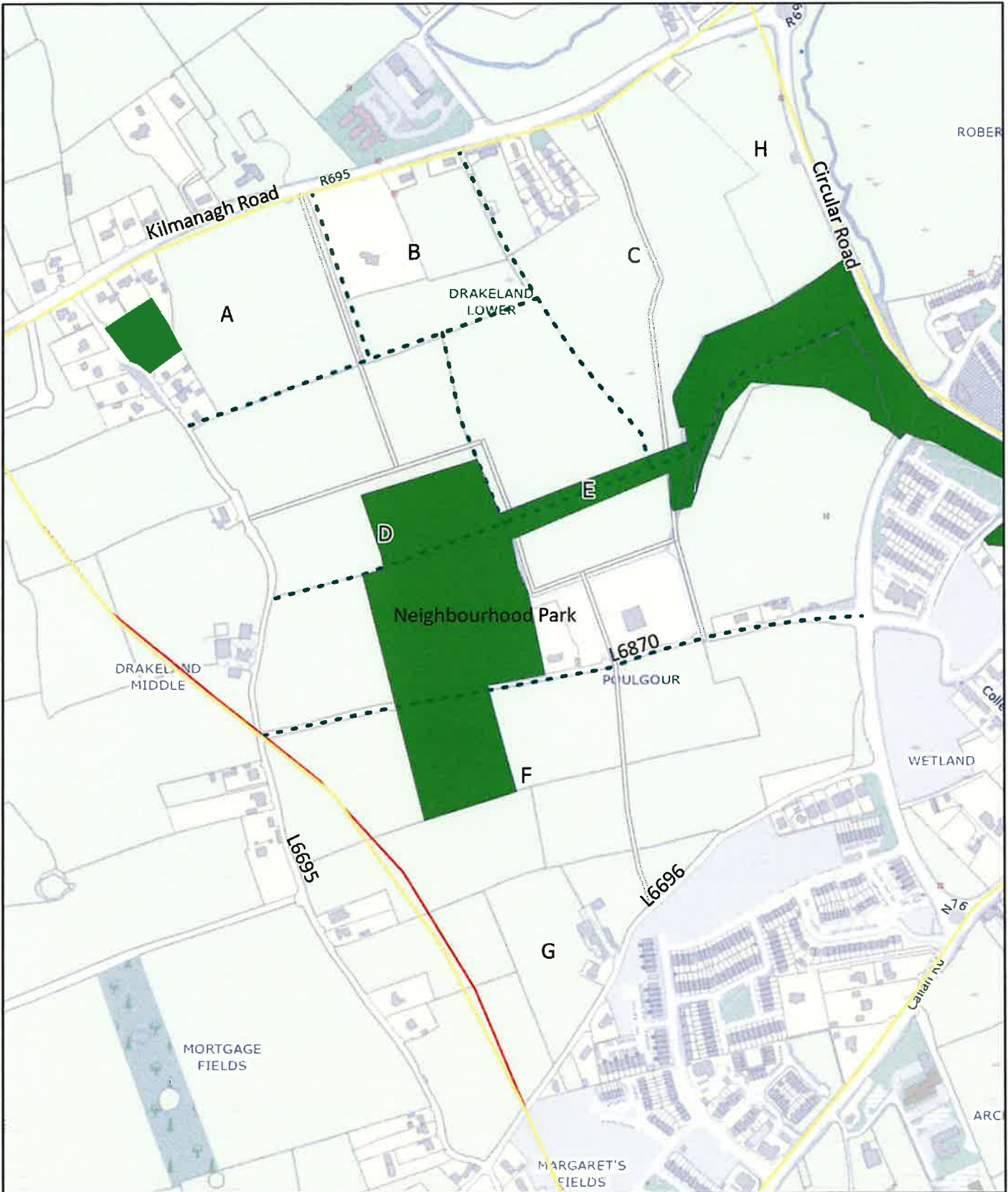
It is an objective of the Council to provide recreational facilities in the area identified for the neighbourhood park in tandem with housing delivery in parcels B, C, E and F.

Zoning objective 21 (Z21) Breagagh Valley Sequencing

Planning permissions for residential developments will not be considered in Parcels A or D until planning permission has been granted for residential use in at least one of Parcels B, C, E or F. See Table 2.3 Development Criteria for parcels in Breagagh Valley.

2.3 Changes to Figures






Replace Figures CS3 Breagagh Valley Development Parcels and CS4 City Zoning map as attached. Insert new Figure CS3A Indicative Transport Framework Breagagh Valley Parcels



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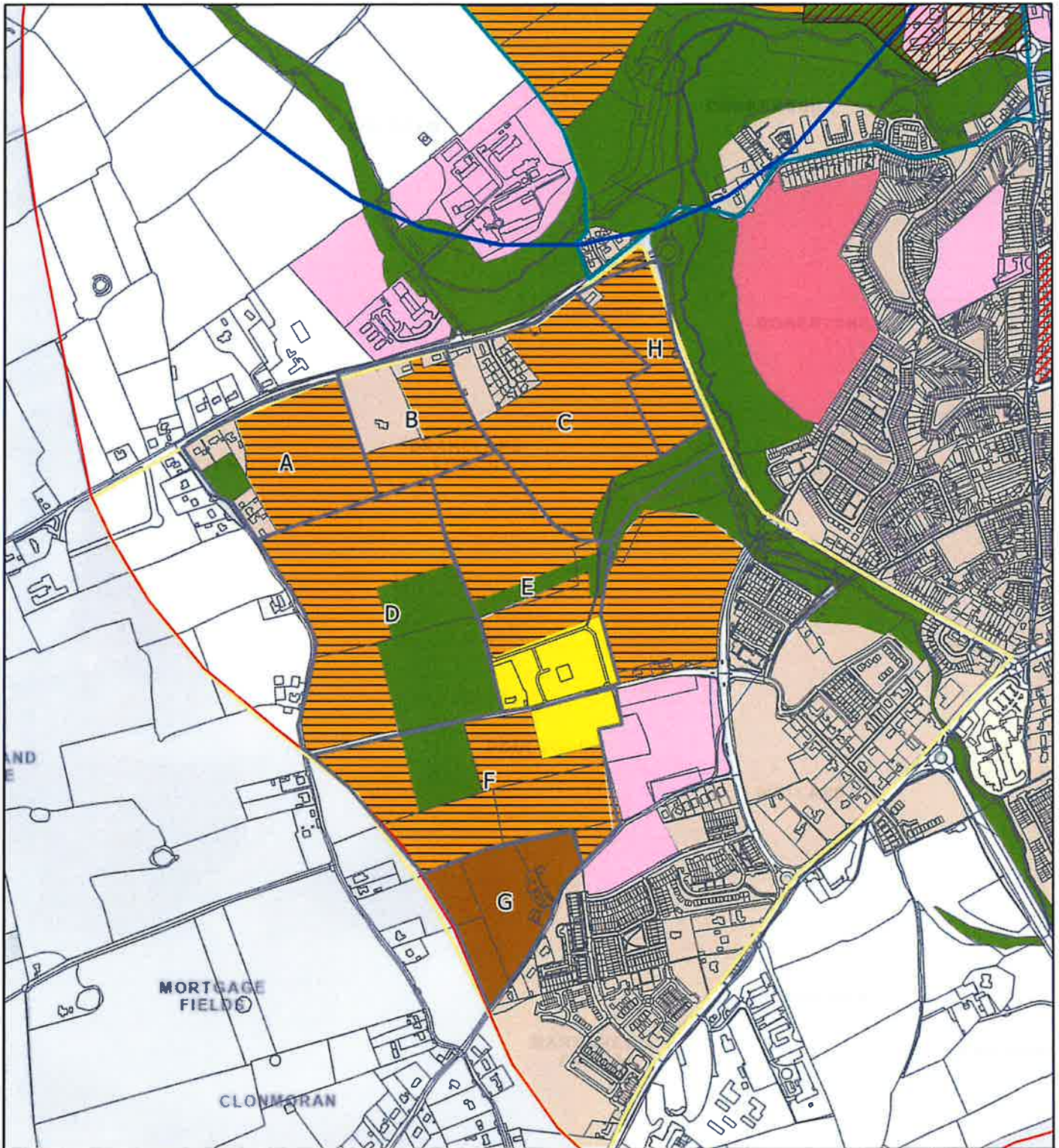
Figure CS3a Indicative Transport Framework Breagagh Valley Parcels



-  Breagagh Valley
-  Indicative Active Travel link
-  Indicative Road link
-  Kilkenny City Development Plan Boundary
-  Amenity / Green links/Biodiversity conservation/ Open Space/Recreation

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Date: April 2026



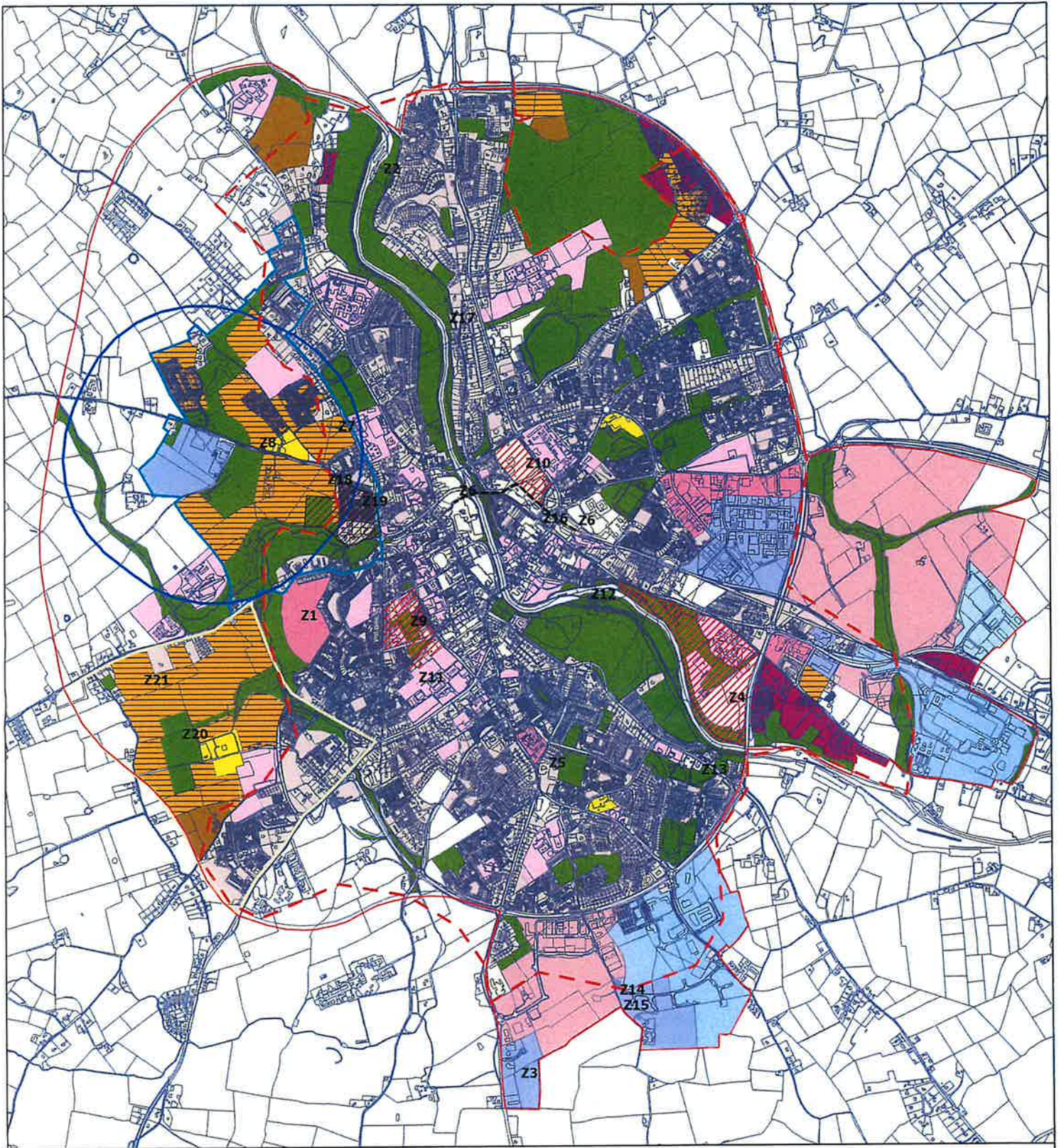
Kilkenny City and County Development Plan 2021 - Variation 8A

Figure CS3 Breaghagh Valley Parcels



- | | |
|--|----------------------|
| Breaghagh Parcels | Existing Residential |
| Kilkenny City Development Plan Boundary | General Business |
| Breaghagh Valley | Mixed Use Zoning |
| Loughmacask Masterplan | Neighbourhood Centre |
| 700m Consultation buffer of Seveso site | New Residential |
| Masterplan Areas | Strategic Reserve |
| Agriculture | |
| Amenity / Green links/Biodiversity conservation/ Open Space/Recreation | |
| Community Facilities | |

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Kilkenny City and County Development Plan 2021-2027 - Variation 8A
 Figure CS4 Kilkenny City Zoning



- | | |
|--|----------------------------------|
| Kilkenny City Development Plan Boundary | Business Park |
| 2016 CSO Boundary | Community Facilities |
| The Butts Regeneration Framework | Existing low density residential |
| Breaghagh Valley | Existing Residential |
| Loughmacask Masterplan | General Business |
| Masterplan Areas | Industrial/Technology Park |
| Cycle Lane/Pedestrian Improvement | Industrial/Warehousing |
| 700m Consultation buffer of Seveso site | Mixed Use Zoning |
| Zoning Map Objectives | Neighbourhood Centre |
| Agriculture | New Residential |
| Agricultural Trade | Strategic Reserve |
| Amenity / Green links/Biodiversity conservation/ Open Space/Recreation | |

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