



11th November 2025

**TO: AN CATHAOIRLEACH &
EACH MEMBER OF KILKENNY COUNTY COUNCIL**

**RE: CHIEF EXECUTIVE'S REPORT ON NPF IMPLEMENTATION:
HOUSING GROWTH REQUIREMENTS**

A Chara,

I refer to the recent Ministerial Guidelines on NPF Implementation (*the Guidelines*), published in July 2025¹.

As a first step, Planning Authorities are required to assess the current City and County Development Plan core strategy and settlement strategy against the objective of the Guidelines. Having reviewed the adopted Plan, the Chief Executive must prepare a report and submit it to the Members for their consideration, setting out the capacity of zoned lands, and demonstrating the means by which it is proposed to secure the objectives of the Guidelines.

I hereby enclose the Chief Executive's Report which:

- (i) Sets out the capacity of current zoned lands, and
- (ii) Demonstrates the means by which it is proposed to secure the objectives of the Guidelines

This report will subsequently be published on our public consultation website www.consult.kilkenny.ie

Following the presentation of this Report, the next step will be to commence a Proposed Variation to the Development Plan. The preparation process for a Variation begins with the assessment of all proposals under relevant EU Directives (environmental assessments). The Proposed Variation process will include a comprehensive public consultation, which will be an opportunity for landowners, and all interested parties, to engage.

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**Lar Power
Chief Executive**

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

Report to Elected Members on NPF Implementation: Housing Growth Requirements

Kilkenny City and County Development Plan 2021

November 2025



Comhairle Chontae Chill Chainnigh
Kilkenny County Council

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Executive Summary

- This Report has been prepared as a response to the Ministerial Guidelines on NPF Implementation (the Guidelines), published On the 29th July 2025¹.
- First step: a capacity audit of undeveloped land across the 7 zoned settlements (Kilkenny City, Ferrybank, Rosbercon, Callan, Castlecomer, Graiguenamanagh and Thomastown)
 - Total capacity of zoned, undeveloped land = 4484 units
 - Capacity audit of unzoned land: small towns and villages and rural areas = 140 units per year²
- Second step: allocation of new housing growth requirements.
- From Guidelines, allocation of 948 per year to 2034
- Horizon year options explored: 2030 or 2034
- The analysis conducted demonstrates that the land available currently under the Core Strategy, has sufficient capacity to 2030.
- Horizon year selected is 2034, to provide for a period of 7 years beyond the life of the current Development Plan.
- New Development Plan anticipated to be 2030-2040.
- Growth in Small towns and villages and Rural areas is on basis of 140 units per year ($140 \times 9 = 1260$ to 2034)
- Total capacity of current Core Strategy: Zoned, undeveloped land (4484 units) plus Small towns and villages and Rural areas (1260 units) is 5,744 units to 2034
- Allocation of growth; reflecting level of investment in services in the urban centres, small towns and villages and rural areas.
- The extra land per settlement is set out in Table E1 below. In addition to that, up to 50% headroom is applied on a context-specific basis.

Table E1: Allocation of new growth requirements to 2034 per settlement in hectares

Settlement	% allocation of growth	Extra land required (hectares) ³
Kilkenny City	40%	52.2
Ferrybank	25%	23.6
Callan	4%	9.9
Castlecomer	3%	1.7
Graiguenamanagh	3%	5.5
Thomastown	4%	4.5
Rosbercon	4.5%	0.1
Small Towns and Villages with and without settlement boundaries and rural areas *	16%	
Total		97.4

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

² From housing survey undertaken by KCC between 2021 and 2025

³ This is on the basis of applying appropriate densities per settlement, in accordance with the *Compact Settlement Guidelines*

1 Introduction

This Report has been prepared as a response to the Ministerial Guidelines on NPF Implementation (the Guidelines), published in July 2025⁴.

The Guidelines relate to updated housing growth requirements to reflect the *National Planning Framework (NPF) First Revision*⁵. The Guidelines set out the housing demand scenario to 2040 for each local authority by translating the NPF requirements into estimated annual average figures, and require that local authorities take account of these.

As a first step, planning authorities are required to assess the current City and County Development Plan core strategy and settlement strategy against the objective of the Guidelines. This comprises a review of the adequacy of existing zoned lands to cater for housing growth requirement figures for the full duration of the Development Plan. Having reviewed the adopted Development Plan, the Chief Executive is to prepare a report, setting out the capacity of zoned lands, and demonstrating the means by which it is proposed to secure the objectives of the Guidelines. This report fulfils both of these requirements.

1.1 Duration of the Development Plan

The current City and County Development Plan, adopted in 2021, is due to expire in 2027. This gives a 2 year period for an assessment of the capacity for the full duration of the Plan. Given that the Development Plan review process has not yet commenced, and that the preparation of the Regional Spatial and Economic Strategy will commence in early 2026, which will inform the Development Plan review process, it is considered likely that the Development Plan duration will be extended until the completion of a new RSES.

The preparation of the RSES will take approximately 2 years, and following that, the Development Plan review process will take an additional 2 years.

For the purposes of this assessment, the horizon year of 2034 is used. This provides for a period of 7 years beyond the life of the current Development Plan, and aligns with the objective of meeting unmet demand in the period to 2034, as set out in the Guidelines.

⁴ NPF Implementation: Housing Growth Requirements, Guidelines for Planning Authorities, July 2025

⁵ National Planning Framework (NPF) First Revision, 2025 National Policy Objective 101

1.2 Methodology

In line with the Guidelines, there are two elements to this report; a capacity audit of zoned land, and a demonstration of the means by which the objectives of the Guidelines will be secured.

The Guidelines require that each Planning Authority identifies the capacity of zoned serviced/serviceable lands with residential development potential in all relevant settlements.

This exercise, set out in Section 2, follows the procedure for preparation of a Settlement Capacity Audit (SCA), as set out in the *Development Plan Guidelines*⁶. Zoned land should be identified as either 'Serviced' (Tier 1) or 'Serviceable' (Tier 2)⁷.

Additionally, the assessment includes details of the planning history of zoned lands and activation of sites, to provide commentary on the likelihood of lands coming forward for development within the remaining period of the plan. As this planning horizon is to 2034, there is an assumption that all Tier 1 land can be activated during this period.

In Section 3 of this Report, the results of the capacity assessment are measured against the housing growth requirements and 'additional capacity' of the Guidelines. The recommended means to fulfil the objectives of the Guidelines is set out in Section 4.

⁶ *Development Plans, Guidelines for Planning Authorities*, 2022

⁷ This is known as a tiered approach, as set out in *National Planning Framework (NPF) First Revision*

2 Settlement Capacity Audit (SCA)

2.1 Steps in SCA

The purpose of this SCA is to identify all undeveloped zoned land (with residential capacity). This includes the following elements:

1. Identify the undeveloped zoned land with residential capacity. This includes identifying the relevant zoning that accommodates residential use for each settlement.
2. Identify the land with extant permission, and calculate the total units permitted on these lands.
3. Apply formulas to calculate the residential capacity of all other land, with no extant permission.

This exercise has been conducted for all zoned settlements in the county.

2.2 Zoned settlements

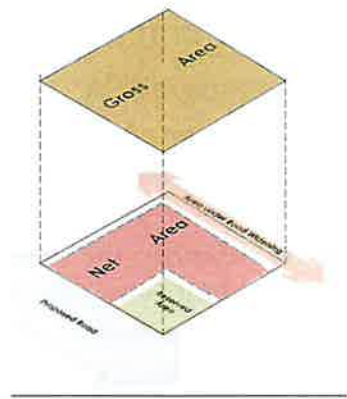
The current (7) zoned settlements in County Kilkenny are as follows:

- Kilkenny City
- Ferrybank
- Callan
- Castlecomer
- Graiguenamanagh
- Thomastown
- Rosbercon (New Ross Environs)

2.3 Calculation of capacity

This exercise is intended to give an overview of the remaining capacity of the zoned land across the county. Where a site has permission, or where a planning application process is underway, or if a site is subject to a recently expired permission, as a pragmatic approach the site is assigned the capacity given by the most recent permission. Where a site has no recent planning history, a calculation is made. This calculation requires two assumptions; an assumption of net site area and density.

The *Compact Settlements Guidelines* require that net and gross areas are accounted for when calculating land requirements. The gross area encompasses the entire parcel, including the road network, larger areas of open space (regional or district parks), areas with constraints, such as within flood zones, difficult topography etc. The net area is the land actually to be used for development. The general rule of thumb is that the net site area would be between 65 to 80 percent (approx.) of the gross area but this will depend on the area of land involved and local circumstances⁸. Appendix B of the *Compact Settlements Guidelines* includes a table setting out the components to be included and excluded from net site area.



To calculate the capacity on undeveloped parcels for this exercise, a net site area of 80% has been applied. This is because in most cases provision for the road network and for larger areas of public parks, are already accounted for.

For calculations of density, in line with the *Sustainable and Compact Settlements Guidelines*, the principles applied are dependent on the site context.

The principles applied in the calculation of capacity, and the resulting figures for capacity for each settlement, are set out in Appendix 1.

2.4 Growth outside zoned settlements

In addition to the capacity available within the zoned settlements, there is capacity for growth within the small towns and villages and rural areas of the county.

An audit was carried out of the units built between 2021 and 2025, the period of the current Development Plan. Over the four year period, 188 units were built in the settlements and 357 in the rural areas. This equates to 545 in total, or approx. 136 per year.

An allocation of 140 units per year to these areas is therefore considered reasonable, and on the basis of a 9 year horizon to 2034, this equates to 1,260 units in total.

⁸ *Sustainable and Compact Settlements | Guidelines for Planning Authorities, 2024, Department of Housing, Local Government and Heritage, page 19.*

2.5 Summary of existing capacity

The total capacity from zoned settlements plus the capacity of the smaller unzoned settlements and rural areas, is set out below.

Table 2.1: Housing Capacity per settlement currently

Settlement	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Present housing capacity to 2030 (units) ⁹	Present housing capacity to 2034 (units) ¹⁰
Kilkenny City	47	21	1953	1953
Ferrybank	42	18	1473	1473
Callan	6	2	105	105
Castlecomer	9	3	214	214
Graigenamanagh	6	0	125	125
Thomastown	10.5	1	234	234
Rosbercon (New Ross Environs)	9	14	382	382
Total capacity on zoned land			4484	4484
Small towns and villages and rural areas ¹¹	-	-	700	1260
Total capacity			5184	5744

A total of 188 hectares of zoned land (with potential for residential use) remains undeveloped across the county, and with the additional capacity of the small towns and villages and rural areas, this results in a total capacity of 5744 units to 2034.

⁹ Formulas applied as set out above in Section 2.3

¹⁰ Formulas applied as set out above in Section 2.3

¹¹ On the basis of 140 units per year

3 Growth requirements for Kilkenny

3.1 Overview

Appendix 1 of the Guidelines set out the housing growth requirement figures for each local authority in the form of an annualised estimated housing figure for two time periods (from 2025 to 2034 and 2034 to 2040).

Table 3.1: Extract from Appendix 1 of the Guidelines - Kilkenny County Council

Local Authority	Existing Annual 2020 Housing Requirement (Housing Supply Target)	Adopted Development Plan - Annual Housing Requirement (Housing Supply Target)	New Annual New Housing Growth Requirement 2025 to 2034	New Annual New Housing Growth Requirement 2035 to 2040
Kilkenny County Council	618	775	948	772

The Guidelines also seek that ‘additional provision’ of up to 50% over and above the housing growth requirement is reflected in the Development Plan.

Determining the level of additional provision necessary will involve consideration of the potential need to identify additional lands suitable for residential zoning, in addition to the need to develop infill housing, housing on brownfield lands and to address vacancy and dereliction. In this regard, it will be necessary to consider the requirements of NPO 78 of the Revised NPF to deliver at least 40% of all new homes nationally, within the built-up footprint of existing settlements to ensure compact and sequential patterns of growth, and the further requirement to be consistent with NPO 11¹² and NPO 66¹³ of the Revised NPF.

¹² NPO 11 of the NPF “Planned growth at a settlement level shall be determined at development plan-making stage and addressed within the objectives of the plan. The consideration of individual development proposals on zoned and serviced development land subject of consenting processes under the Planning and Development Act shall have regard to a broader set of considerations beyond the targets including, in particular, the receiving capacity of the environment.”

¹³ NPO 66 of the NPF “The planning system will be responsive to our national environmental challenges and ensure that development occurs within environmental limits, having regard to the medium and longer-term requirements of all relevant environmental and climate legislation and the sustainable management of our natural capital.”

Two scenarios are explored here; the first is the examination of the new growth requirements to 2030. The second scenario is applying the new growth requirement to 2034, plus additional headroom of up to 50%.

3.2 Scenario 1: Requirement for Growth to 2030

The new annual growth requirement for Kilkenny is 948 per year to 2030. Over a 5 year period from 2025-2030, this equates to a requirement of 4740 units.

Table 3.2: Scenario 1 New Annual Housing Growth Requirement to 2030

New Annual Housing Growth Requirement	Units required
New Annual Housing Growth Requirement 2025 to 2034 per year	948
Total units required for 5 years 2025-2030	4740

To estimate the land area required for these 4740 units, it is possible to apply a crude calculation. This can be done by dividing the total units by the density per hectare. In this case, a density of 35 dwellings per hectare will be applied. This will then result in the total (net) site area of hectares needed. However, for zoning purposes, the gross site area is required. Section 2.3 sets out that the calculation of net site area used is 80% of gross, or a 20% reduction.

Total units required = 4740

At density of 35 dph (dwellings per hectare) = 135.4 hectares

Total net site area (80% of total gross site area) = 135.4 hectares

Total gross site area = 135.4 hectares divided by 0.8 = 169 hectares

At a crude level therefore, an approximate land requirement for these 4740 units is 169 hectares.

However, as set out in Section 2.5, at present, there is a total capacity of 5184 units remaining across the county. Therefore, the requirements to 2030 are being met, and exceeded, demonstrating that the Core Strategy as included in the Development Plan is on track.

3.3 Scenario 2: Requirement for Growth to 2034

The new annual growth requirement for Kilkenny is 948 per year to 2034. Over a 9 year period from 2025-2034, this equates to a requirement of 8,532 units.

Table 3.3: Scenario 1 New Annual Housing Growth Requirement to 2034

New Annual Housing Growth Requirement	Units required
New Annual Housing Growth Requirement 2025 to 2034 per year	948
Total units required for 9 years 2025-2034	8,532

As set out in Section 2.5, capacity exists in the County for a total of 5744 units to 2034. On the basis of the new requirements, the balance to accommodate to 2034 is 2788 units (8,532 – 5744).

To estimate the additional land area required for these 2788 units, it is possible to apply a crude calculation. This can be done by dividing the total units by the density per hectare. In this case, a density of 35 dwellings per hectare will be applied. This will then result in the total (net) site area of hectares needed. However, for zoning purposes, the gross site area is required. Section 2.3 sets out that for estimating capacity, the calculation for net site area used is 80% of the gross site area. This allows 20% to reflect areas with constraints.

Total units required = 2788

At density of 35 dph (dwellings per hectare) = 79.6 hectares

Total net site area (80% of total gross site area) = 79.6 hectares

Total gross site area = 79.6 hectares divided by 0.8 = 99.5 hectares

At a crude level therefore, an approximate land requirement for these 2788 units is 99.5 hectares.

3.3.1 Distribution of Scenario 2 growth

The Core Strategy of the Development Plan set out the approach to the distribution of growth over the Development Plan period, see Appendix 2. This was based on a proportionate allocation of the total growth of the county per settlement. To consider the allocation of the revised housing growth figures, the proportions were re-examined, in light of the Guidelines.

Given the critical role of Ferrybank in contributing to the concentric growth of Waterford City, the allocation of under 20% was considered insufficient. The District

Towns were capped at a low level of growth, and the settlement of Rosbercon was not given a separate allocation. However a large proportion of growth was assigned to the Small towns and villages and Rural areas (34.3%). Analysis has shown actual output to be approximately 140 units per year. Considering the level of investment directed into the larger urban centres of Kilkenny City and Ferrybank, and the imperative of driving their propulsive growth, it is considered appropriate to revise the proportionate allocations.

The revised allocations are set out below.

Table 3.4: Revised proportionate allocation of settlement hierarchy

Settlement	% allocation under Core Strategy from CDP 2021	New % allocation
Kilkenny City	35%	40%
Ferrybank	19.5%	25%
Callan	3.4%	4%
Castlecomer	2%	3%
Graiguenamanagh	2.1%	3%
Thomastown	3.4%	4%
Rosbercon (New Ross Environs)	0%	4.5%
Small Towns and Villages with and without settlement boundaries and rural areas	34.37%*	16%

*This included Rosbercon

These new proportionate allocations are now applied to the housing growth requirements, taking account of the capacity of zoned undeveloped land already available per settlement. The results are demonstrated in Table 3.5.

Table 3.5: Allocation of new growth requirements to 2034 per settlement in hectares using revised allocations

Settlement	New % allocation	Allocation for new housing requirement applying % (Units)	Capacity under current Core Strategy to 2034 (Units)	Balance of new growth minus capacity already zoned (Units)	Extra land required (hectares) ¹⁴
Total units		8532			
Kilkenny City	40%	3413	1953	1460	52.2
Ferrybank	25%	2133	1473	660	23.6
Callan	4%	341	105	237	9.9
Castlecomer	3%	256	214	42	1.7
Graiguenamanagh	3%	256	125	131	5.5
Thomastown	4%	341	234	108	4.5
Rosbercon (New Ross Environs)	4.5%	384	382	2	0.1
Small Towns and Villages with settlement boundaries and rural areas *	16%	1365	1260	105	
Total		8532	5744		97.4

3.3.2 Additional Provision

As set out in Section 3.1, the Guidelines require ‘additional provision’ of up to 50% over and above the housing growth requirement. The total extra land required to 2034, to accommodate the balance of units under the revised housing growth, is 97.4 hectares across the county. To apply 50% to this, would be up to an additional 48.7 hectares.

Considering there is currently capacity to 2030, an additional 97.4 hectares is considered a sufficiency of pipeline supply, looking to a 9 year horizon. As the Development Plan expires in 2027, the review process will commence immediately following the RSES. In that context, headroom (additional provision) will be applied on a context specific level, where infrastructure and services exist. This is also a pragmatic approach, considering the Residential Zoned Land Tax is now in effect.

¹⁴ This is on the basis of applying appropriate densities per settlement, in accordance with the *Compact Settlement Guidelines*

Once land is zoned, and is serviced, RZLT becomes liable in three years. (For example, land that is zoned and considered serviced in 2026 is charged RZLT for the first time in 2029).

The implications of the allocations of the new housing growth requirements are set out below per settlement.

3.3.3 Kilkenny City

According to Table 3.4, on a proportionate basis, Kilkenny City requires an additional 52 hectares of land, to accommodate the new housing growth requirements.

At present, there are a total of just under 20 hectares of land zoned as Strategic Reserve, falling within Tier 1 in Kilkenny City.

Additionally, there are a further 69 hectares (approx.) of Strategic Reserve zoned land, presently falling within Tier 2. This Strategic Reserve land is located in the two areas designated for growth; the Loughmacask and Breagagh Valley neighbourhoods.

The area of Loughmacask was subject to a Masterplan¹⁵ in 2023, which was then incorporated into the Development Plan by Variation 4 in 2025. The area of the Breagagh Valley is subject to ongoing analysis¹⁶ as part of this exercise.

This Strategic Reserve land can be made available to accommodate the new requirements. The zoning will include qualifying criteria to ensure land is activated on a sequential basis, in particular having regard to the neighbourhood creation aspects of the Loughmacask and the Breagagh Valley areas.

¹⁵ Kilkenny County Council, *Loughmacask Masterplan*, 2023

¹⁶ O'Mahony Pike Architects, *Review of Breagagh Valley Zoning and Infrastructure*, 2025

Table 3.6: Distribution of new requirements in Kilkenny City

	Area (ha)	Housing unit capacity (units)	Population estimate (on basis of household size 2.78)
Population 2022		9,778 ¹⁷ indicative	27,184 <u>actual</u>
Proportionate allocation of new growth		3413 ¹⁸	
Capacity of current zoning		1,953	5,429
Balance of Land/Units required	52.2	1460	
Capacity of Tier 1 Strategic Reserve	20	553	
Capacity of Tier 2 Strategic Reserve	69	1376	
Total capacity proposed	89	1929	
Current capacity + proposed		3882	

The total provision to 2034 for Kilkenny City is capacity for 3,882 units, or 431 units per year. Analysis conducted by the Planning Department found that a total of just over 1,000 units were delivered in the City (including those under construction) for the four year period 2021 to 2025.

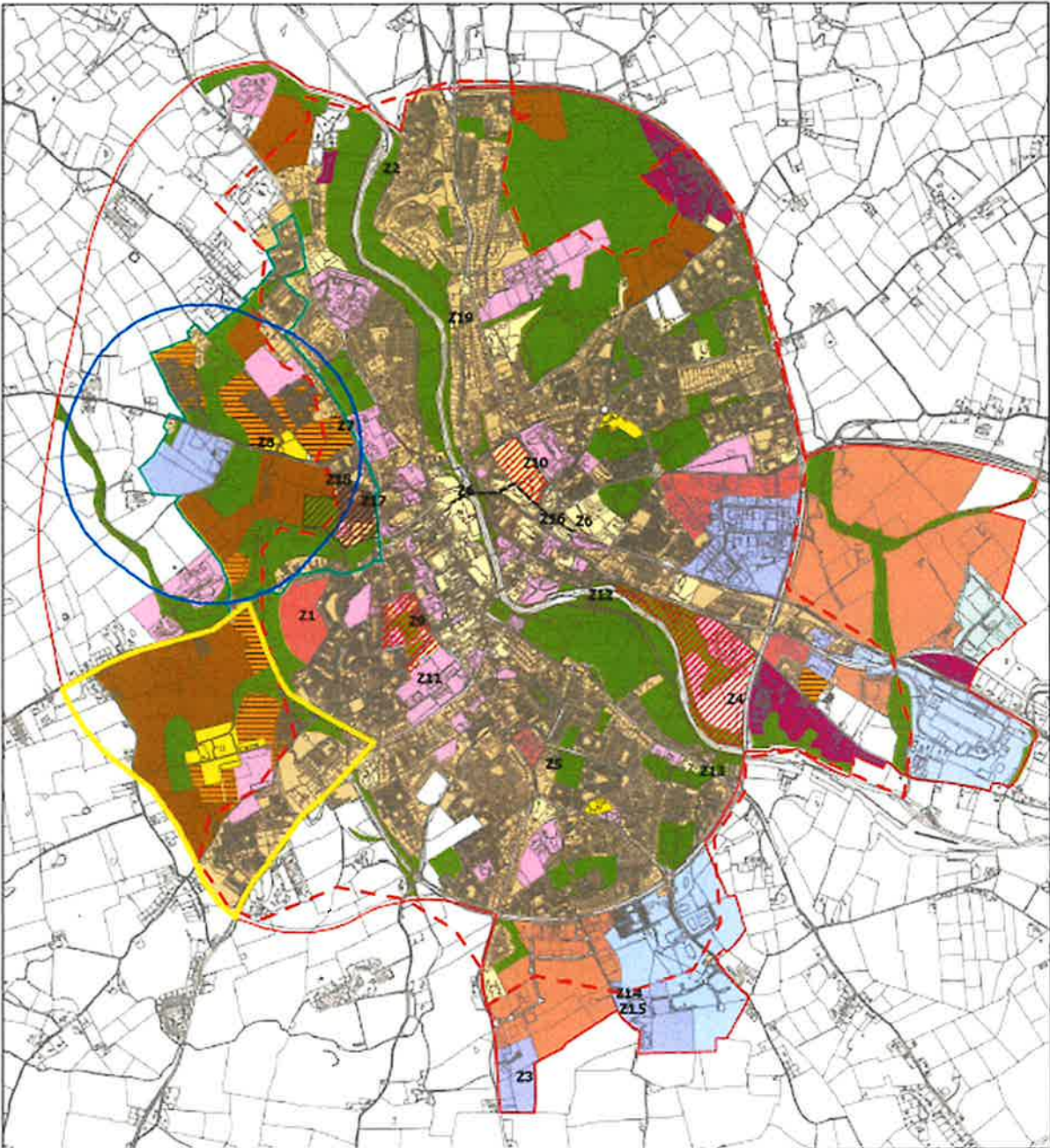
Considering that the balance of land required to 2034 is 52.2 hectares, releasing the 89 hectares of Strategic Reserve land represents a headroom of greater than 50%¹⁹.

This is appropriate for the Key Town of Kilkenny, which has provided a successful, plan-led approach to neighbourhood development over consecutive Development Plan periods. The two areas of neighbourhood development (Loughmacask in green and Breaghagh Valley in yellow) are shown below in Figure 3.1 Kilkenny City Zoning Map.

¹⁷ On the basis of 27,184 / 2.78

¹⁸ From Table 3.5: Allocation of new growth requirements to 2034

¹⁹ 52.2 hectares x 50% = 26.1 (52.2 + 26.1 = 78.3 hectares)



Kilkenny City and County Development Plan 2021-2027 - Variation 4
Figure CS4 Kilkenny City Zoning



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

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Date: March 2025 v2

3.3.4 Ferrybank

According to Table 3.5, with an allocation of 25%, Ferrybank requires an additional 23.6 hectares of land, to accommodate the new housing growth requirements. There is an ongoing process to vary the Development Plan, by introducing a Ferrybank Framework Plan into the Development Plan as Variation 6. The Variation considered the infrastructural assessment of the area.

Under the proposed Framework Plan²⁰, a total of 19 hectares are zoned as Strategic Reserve, falling within Tier 1. Additionally, there are a further 41 hectares of Strategic Reserve zoned land, presently falling within Tier 2.

On the basis of the location of the land, and scale of projected growth, the Tier 1 land is considered necessary for the period to 2034. Submissions have been received to Proposed Variation 6, and these are being considered at present. The outcome of this consideration will determine the headroom assigned for Ferrybank.

Table 3.7: Distribution of new requirements in Ferrybank

	Area (ha)	Housing (units)	Population estimate (on basis of household size 2.78)
Population 2022		2787 ²¹	7,749 actual
Proportionate allocation of new growth		2133	
Capacity of Current zoning (Proposed Variation 6)		1,473	4094
Balance of Land/Units required	23.6	660	
Capacity of Tier 1 Strategic Reserve	19	543	

²⁰ Proposed Variation 6: Ferrybank Framework Plan, published July 2025

²¹ On the basis of 7749 / 2.78

3.3.5 District Towns

The four District Towns are discussed here.

3.3.6 Callan

According to Table 3.5, with an allocation of 4%, Callan requires an additional 9.9 hectares of land, to accommodate the new housing growth requirements. Callan has capacity in water services at present, and there is land available, at suitable locations, to meet the new requirements.

Table 3.8: Distribution of new requirements in Callan

	Area (ha)	Housing (units)	Population estimate (on basis of household size 2.78)
Population 2022		963	2,678 actual
Proportionate allocation of new growth		341	
Capacity of current zoning		105	291
Balance of Land/Units required	9.9	237	

3.3.7 Castlecomer

According to Table 3.5, with an allocation of 3%, Castlecomer requires an additional 1.7 hectares of land, or 42 units, to accommodate the new housing growth requirements.

There is an ongoing process to vary the Development Plan, by introducing a Settlement Plan for Castlecomer into the Development Plan as Variation 5. This has considered the infrastructural assessment of the area, and provided for additional capacity. The area comprising the Barracks site, parish lands, and land to the rear of Kilkenny Street has been identified as an area for which a Masterplan will be prepared. As part of this, a reconfiguration of the zoning on this site would allow for additional capacity in this area.

(The 42 units is additional to the land zoned in the Proposed Variation, plus the land proposed as a Material Alteration, as agreed at the Council meeting dated 21st July 2025.)

Table 3.9: Distribution of new requirements in Castlecomer

	Area (ha)	Housing (units)	Population estimate (on basis of household size 2.78)
Population 2022			1,496 actual
Proportionate allocation of new growth		256	
Capacity of current zoning		214	595
Balance of Land/Units required	1.7	42	

Water supply is at capacity in Castlecomer. Uisce Éireann have stated²² that a project to develop new groundwater sources is underway, and that the supply issue will be resolved by 2029.

3.3.8 Graiguenamanagh

According to Table 3.5, with an allocation of 3%, Graiguenamanagh requires an additional 5.5 hectares of land, to accommodate the new housing growth requirements. The area of Graiguenamanagh-Tinnahinch was subject to the preparation of a Joint Local Area Plan, in 2021. The options for the growth of Graiguenamanagh should be considered in the context of the wider settlement.

Water supply is at capacity in Graiguenamanagh. Uisce Éireann have stated that a project to develop new groundwater sources is underway, and that the supply issue will be resolved by 2029.

Table 3.10: Distribution of new requirements in Graiguenamanagh

	Area (ha)	Housing (units)	Population estimate (on basis of household size 2.78)
Population 2022			1,506 actual
Proportionate allocation of new growth		256	
Capacity of current zoning		125	
Balance of Land/Units required	5.5	131	

²² Submission dated August 2024

3.3.9 Thomastown

According to Table 3.5, with an allocation of 4%, Thomastown requires an additional 4.5 hectares of land, to accommodate the new housing growth requirements.

There is a large area of land identified to the west of the town centre, connecting to the town centre to the train station. At present this is zoned for Agriculture. The total area of land available here is over 28 hectares, and the release of this land should be on a sequential basis, prioritising connectivity to the train station.

Table 3.11: Distribution of new requirements in Thomastown

	Area (ha)	Housing (units)	Population estimate (on basis of household size 2.78)
Population 2022			2,305 actual
Proportionate allocation of new growth		341	
Capacity of current zoning		234	
Balance of Land/Units required	4.5	108	

3.3.10 Rosbercon

The area of Rosbercon was not subject to an allocation in the Development Plan Core Strategy of 2021. Under the revised proportionate allocations, Rosbercon is allocated 4.5% of the County allocation.

On this basis, according to Table 3.5, Rosbercon's current capacity of zoned land can almost accommodate the new housing growth requirements, with a shortfall of 2 units. Wexford and Kilkenny County Councils are currently engaging in the drafting of a new Plan for New Ross, and this will determine the most appropriate response to the new housing growth requirements. In this context, it is appropriate that the zoning would remain as it is presently for Rosbercon.

Table 3.12: Distribution of new requirements in Rosbercon

	Area (ha)	Housing (units)	Population estimate (on basis of household size 2.78)
Population 2022		125	348 actual
Allocation of new growth		384	
Capacity of current zoning		382	1059
Balance of Land/Units required	--	2	

3.4 Growth outside zoned settlements

According to Table 3.5, with an allocation of 16%, the small towns and villages and rural areas (excluding Rosbercon) require an additional 105 units, to accommodate the new housing growth requirements. Considering the number of small towns and villages with and without settlement boundaries, and that this also includes rural areas, it is apparent that this can easily be absorbed, with no change to the policy framework.

4 Recommended Response

As demonstrated in Section 3, the current Core Strategy provides for sufficient land capacity to beyond 2030. Having regard to the ambition of the Guidelines, and the need to propel growth into the urban centres of the county, additional land will be made available in the zoned settlements. This will provide sufficient growth potential to 2034, and incorporate additional headroom on a context-specific basis.

The Kilkenny City and County Development Plan, 2021, should now be varied, to include for the following elements:

- Rezone all Strategic Reserve land in Kilkenny City, to include qualifying criteria to ensure land is activated on a sequential basis, in particular having regard to the neighbourhood creation aspects of the Loughmacask and the Breagh Valley areas.
- Incorporate the rezoning of Tier 1 Strategic Reserve land in Ferrybank (this can be done as part of Variation 6: Ferrybank Framework Plan) to Phase 1.
- Incorporate the new requirements for additional units into Variation 5: Castlecomer Settlement Plan
- Include Settlement Plans (zoning frameworks) for District Towns (Callan, Thomastown, Graigueenamanagh)

4.1 Next steps

As set out in the Guidelines, following the presentation of this Report to the elected members, the Council will action the recommended response. The next step therefore will be to commence Proposed Variation 8. The preparation process for a Variation begins with the assessment of all proposals under relevant EU Directives (environmental assessments). The Proposed Variation 8 process will include a comprehensive public consultation, which will be an opportunity for landowners, and all interested parties, to engage.

4.2 Summary

This recommended approach comprises an ambitious response to the new requirements, bearing in mind the imposition of the Residential Zoned Land Tax, and the upcoming review of the Development Plan.

This Variation will provide for sufficient land to cater for the overall updated housing growth target of 8,532 to 2034. This will include bringing forward over 120 hectares

of additional land, which will be available for development on a sequential basis, having regard to servicing. This is a sufficiency of medium term supply, looking to a 9 year horizon. The current Development Plan expires in 2027, and the review process will commence immediately following the Southern RSES. In that context, the recommended response will deliver the necessary pipeline supply to cater for that period.

Jim Butte

Signed: Lar Power

Chief Executive

Appendix 1: Calculations for capacity of current zoned land

A1.1 Kilkenny City

Kilkenny City is in the Key/Large Town category of the *Sustainable and Compact Settlements Guidelines*. For this category, the following densities and net site areas are applied:

Table A1.1: Formulae used to estimate residential yield per site in Kilkenny City

Zone	Units per hectare	Net Site Area
General Business	35	50%
Mixed Use	35	50%
New Residential	35	80%
Low Density Residential	15	80%
Existing Residential	35	80%

Each undeveloped parcel, with potential for residential capacity, has been identified, and an estimate made of the residential yield. The results are set out below.

Table A1.2: Housing Capacity per current zone in Kilkenny City

Zone	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Housing capacity (units) ²³
General Business	0	10	333
New Residential	27	0	722
Low Density Residential	4	0	85
Existing Residential	16	0	477
Mixed Use	0	10	336
Total			1953

²³ It must be noted that where a site has an extant permission, the units permitted are included in the capacity. The formulas are only applied on land with no extant permission.

A1.2 Ferrybank

Ferrybank forms part of Waterford City, and therefore is within the City category of the *Sustainable and Compact Settlements Guidelines*. For this category, the following densities and net site areas are applied:

Table A1.3: Formulae used to estimate residential yield per site in Ferrybank

Zone	Units per hectare	Net Site Area
New Residential	35	80%
Neighbourhood Centre	50	50%
Opportunity site	35	65%
District Centre	50	50%

Each undeveloped parcel, with potential for residential capacity, has been identified, and an estimate made of the residential yield. The results are set out below.

Table A1.4: Housing Capacity per current zone in Ferrybank (as in Proposed Variation 6)

Zone	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Housing capacity (units)
New Residential	40	0	1087
Existing Residential	1.5	0	18
Neighbourhood Centre	0	0.6	15
Opportunity site	0	15	341
District Centre	0	2.88	11
Total			1473

A1.3 District Towns

The four District Towns of the county fall within the Small/Medium sized Town category of the *Sustainable and Compact Settlements Guidelines*. For this category, the following densities and net site areas are applied:

Table A1.5: Formulae used to estimate residential yield per site for District Towns

Zone	Units per hectare	Net Site Area
General Business	35	50%
New Residential	30	80%

Low Density Residential	15	80%
Existing Residential	30	80%

For each settlement the capacity is as follows:

Table A1.6: Housing Capacity per current zone in Callan

Zone	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Housing capacity (units)
General Business	0	1.78	21
New Residential	3.11		38
Existing Residential	0.27	0	11
Low Density Residential	2.8	0	35
Total			105

Table A1.7: Housing Capacity per current zone in Castlecomer (as in Proposed Variation 5)

Zone	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Housing capacity (units)
General Business	0	3.35	39
New Residential	4.3	0	103
Existing Residential	0.63		20
Low Density Residential	4.3		52
Total			214

Table A1.8: Housing Capacity per current zone in Graiguenamanagh

Zone	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Housing capacity (units)
New Residential	3.09		84
Low Density Residential	2.1		25
Existing Residential	0.7		16
Total			125

Table A1.9: Housing Capacity per current zone in Thomastown

Zone	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Housing capacity (units)
Mixed Use		0.8	26
New Residential	5.5		108
Existing Residential	2.4		67
Low Density Residential	2.6		32
Total			233

A1.4 Rosbercon

New Ross, and therefore Rosbercon, is in the Key/Large Town category of the *Sustainable and Compact Settlements Guidelines*. For this category, the following densities and net site areas are applied:

Table A1.10: Formulae used to estimate residential yield per site for Rosbercon

Zone	Units per hectare	Net Site Area
Mixed Use	35	50%
New Residential	35	80%
Low Density Residential	15	80%

Table A1.11: Housing Capacity per current zone in Rosbercon

Zone	Undeveloped residential zoned land (ha)	Undeveloped Mixed Use zoned land (ha)	Housing capacity (units)
Mixed Use		14	245
New Residential	4.8		89
Low Density Residential	3.4		41
Existing Residential	0.34		6
Total			381

Appendix 2: Core Strategy from 2021 Development Plan

Table 4.6: Core Strategy 2016-2027					
(1)	Core Strategy population allocation 2016 - 2027 (2)	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	4,144	1,627 (35%)	46.48 ²⁴	(30%) 13.9ha ²⁵ inside CSO boundary and (70%) 32.5ha outside CSO boundary	18.6ha Abbey Quarter 4.4Ha (30-35%) plus 25Ha mixed 42.84Ha ²⁶ zoned outside CSO
Ferrybank/ Belview (Part of MASP)	2,320	910 (19.5%)	26	(50%) 14ha inside CSO boundary and (50%) 14ha outside CSO boundary	28Ha
District Towns (a) Callan (b) Castlecomer (c) Graiguenamanagh (d) Thomastown	441 264 278 437	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) ²⁷
Small Towns and Villages with settlement boundaries	1,284 3,542	467 (10%) 1,133 (24.37%)	128 58		
Remainder area** Rural Housing					
Total	11,842	4,649	284.13		119.69

²⁴ 1,627 households divided by 35units/ha = 46.48 ha.

²⁵ 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.

²⁶ See Housing Strategy and Core Strategy Volume 2

²⁷ 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.

