Kilkenny County Development Plan 2021-2027

Material Alterations to Proposed Variation 5 to the KCCDP - Castlecomer Settlement Plan

December 2025

Forward Planning, Kilkenny County Council

Introduction

In accordance with Section 13 (5) of the Planning and Development Act, 2000 (as amended) Kilkenny County Council is proposing a number of Material Alterations to Proposed Variation 5 of the Kilkenny City and County Development Plan, as published on the 30th May 2025. These alterations have arisen following the consideration by the Elected Members of the *Chief Executive's Report on Submissions received to the Proposed Variation* and Report to Elected Members on NPF Implementation: Housing Growth Requirements dated November 2025.

The Material Alterations to the text are outlined below and should be read in conjunction with Proposed Variation 5, and the Kilkenny City and County Development Plan (2021).

Map changes: a list of all proposed map changes is included, and all revisions are shown on the attached maps.

Where an issue was raised as part of a submission the reference number of the corresponding submission has been given e.g. **Ref. KK- C322-X**. A summary of the submissions made and the Chief Executive's response to each can be found in the *Chief Executive's Report on Submissions received to Proposed Variation 5* (July 2025). **https://consult.kilkenny.ie/en/consultation/proposed-variation-5-kilkenny-city-and-county-development-plan-castlecomer-settlement-plan**

In the following text, proposed deletions are shown in ~~strikethrough~~ and proposed insertions are shown in *italics*.

Proposed changes to Vol 1 City & County Development Plan 202. The section of the plan where the alteration is to occur is referenced e.g. *Section 10.2.7 Surface water drainage*

Volume 1 County Development Plan

10.2.7 Surface water drainage (Ref KK- C322-2)

A nature-based approach will reduce pollution and reduce flood risk as well as improving biodiversity and a greener more pleasant urban environment, as well as contributing to water conservation.*

** 'Our Green Region - a Blue Green Infrastructure and Nature-Based Solutions Framework for the Southern Region'*

** 'Implementation of Urban Nature-based Solutions: Guidance Document for Planners, Developers and Developer Agents' (November 2024) in Section 10.2.7 Surface water drainage.*

12.5.1 Cycling Objectives

Development management requirements

Require planning applications to demonstrate the development proposal's accessibility for pedestrians and cyclists, including compliance with the Compact Settlement Guidelines and any revisions thereof. Planning applications for residential/commercial or mixed-use developments need to:

i. Demonstrate detailed layouts and design which reflect the importance of walking and cycling by providing safe and direct access to local services and public transport nodes.

ii. Demonstrate how walking and cycling is integrated with open space provision.

iii. Demonstrate that the proposal is easily accessible to pedestrians and cyclists alike with the layouts displaying high internal pedestrian and cyclist permeability.

iv. Show a high quality of internal routes which are safe, secure and convenient for users.

v. ~~Require that adequate covered facilities for the secure parking of bicycles are provided at convenient locations close to building entrances in order to encourage cycling~~. *For any new housing schemes*, cycle storage facilities should be provided in a dedicated facility of permanent construction, within the building footprint or, where not feasible, within an adjacent or adjoining purpose-built structure of permanent construction. Cycle parking areas shall be designed so that cyclists feel safe. It is best practice that either secure cycle cage/compound or preferably locker facilities are provided. The number of bicycle parking spaces required will be in accordance with Table 12.2 below.*

vi. Require a full range of facilities for cyclists and pedestrians such as showers and lockers in new retail/employment developments, where the cycle parking requirements exceed 5 spaces.

** This does not apply to residential development comprising detached or semi-detached houses only.* (KK-C322-14)

12.11.10.1 Roads Development Management Requirements (Ref KK- C322-3)

- To ensure that future development affecting national primary or secondary roads shall be assessed in accordance with the guidance given in Spatial Planning and National Roads - Guidelines for Planning Authorities.

- To ensure that the required standards for sight distances and stopping light distances are in compliance as far as possible, with current road geometry standards as outlined in:
    - The TII Document *Design Manual for Roads and Bridges (DRMB)* and TII Standard DN-GEO-03060 *Geometric Design of Junctions*;
    - *The Design Phase Procedure for Road Safety Improvement Schemes, Urban Renewal Schemes and Local Improvement Schemes DN-GEO-03030, and;*
    - The *Design Manual for Urban Roads and Streets* (DMURS) and TII Standard DN-GEO-03084 *'The Treatment of Transition Zones to Towns and Villages on National Roads'* where appropriate.

Volume 3 Settlement Plans

Castlecomer Settlement Plan 2025

1.6.1 Retail

V3CC2: To examine uses for the former brick factory, that would align with sustainable land use and transportation patterns. *

** Subject to the requirements of Vol. 1 Chapter 12, in relation to access to national roads.* ***(KK-C322-3)***

1.9.1 Discovery Park

A Masterplan for the Discovery Park was published in 2024*, and this set out the long term plan for expansion and enhancement of the Park's facilities.

Castlecomer Discovery Park Masterplan, 2024 https://consult.kilkenny.ie/en/submission/kk-c268-17 ***(KK-C322-12)***

1.10.1 Water Services

The main issue affecting development in Castlecomer over the last number of years is the lack of capacity in water services. The Castlecomer area is served by the Clogh-Castlecomer Water Resource Zone (WRZ), and there is currently no capacity in this zone. The water treatment plant is located north of the Plan area, in Clogh, abstracting water from the River Dinin. Uisce Éireann are exploring new groundwater sources to supplement supply. This has included the grant of planning permission for bored test water wells at Ardra.

The Council will work with Uisce Éireann to ensure the provision of an adequate water supply to serve the needs of Castlecomer. *

Uisce Éireann Maintains a Wastewater Treatment Capacity Register and a Water Supply Capacity Register.* **(Ref. KK- C322-4)

1.10.2 Flood Risk Management

V3CC8: For the Community Facilities zoning at Wandesforde School, no additional 'Highly vulnerable developments' are to be permitted within Flood Zone A or B, *with the exception of water services infrastructure*. Less vulnerable uses will not be permitted within Flood Zone A. Applications for extensions to existing uses or structures will be considered. **(Ref. KK- C322-4)**

1.11 Movement and mobility

Kilkenny Road	KR1	To improve accessibility and safety on the Kilkenny Road*, in consultation with the TII (***Ref. KK- C322-3)***,* to include consideration of the following: • Improvement of the access arrangements to the Castlecomer Business Park • Provision of a gateway • An active travel link from the town to Erin's Own GAA club A pedestrian crossing at Erin's Own GAA club
Kilkenny Road	*KR2*	*Access to industrial zoned lands, on the eastern side of the N78, north of the Business Park must be provided within the 60kph speed limit.* **(Ref. KK- C322-12)**
Kilkenny Road	*KR3*	*Access to industrial zoned lands, adjacent to the One Stop Business Centre, must be provided via the local road, L-59054.* **(Ref. KK- C322-12)**

Pedestrian/Cycle	*PC11*	*Connect the Presentation Convent pedestrian crossing to the proposed link from the Barracks Masterplan lands to Kilkenny Street.* **(Ref. KK- C322-14)**

1.12 Urban Design Framework

V3CC13: To complete a Masterplan for the Barracks/Parish lands to include the following elements:

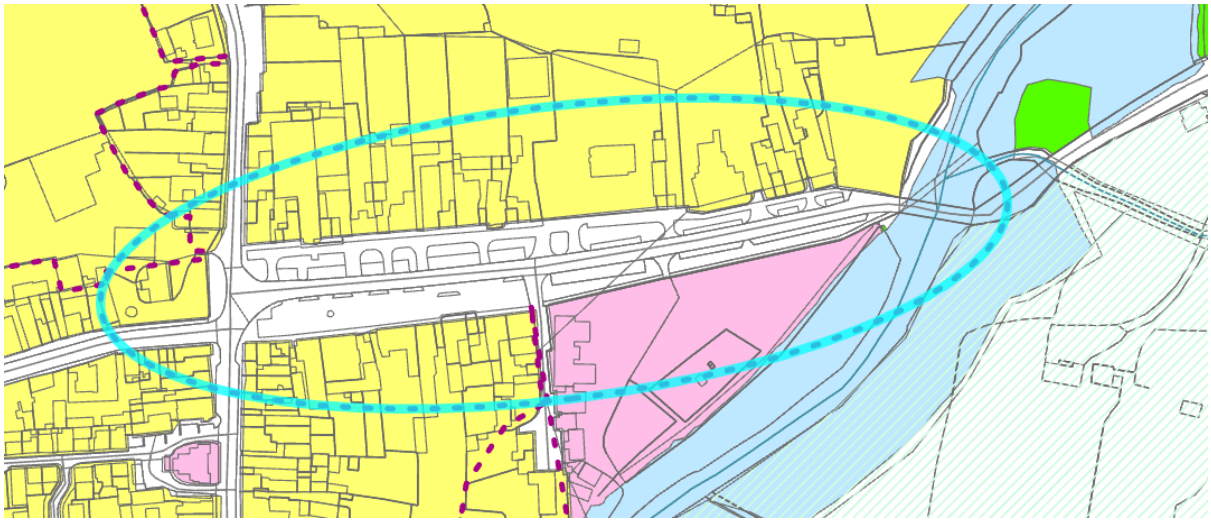
- Pedestrian and cycle permeability through the area, including the formalising of the current walk, and a link to Kilkenny Street
- Proposals for the appropriate redevelopment of the Barracks site
- Optimising the potential of the 'Parish lands' for the benefit of the community and town, having regard to the topography of the site
- A nature-based solution to the management of rainwater,
- *Ensuring the site's contribution to the compact and sustainable growth of the town.* ***(KK-C322-12)***
- Consideration of the efficiency of water supply connections. **(KK- C322-4)**

1.12.4 The Square

The Square is central to Castlecomer's identity and character. The upper section of the Square has lost many of its original trees in recent times, which has led to an erosion of its character. In order to clearly outline the priorities and vision for the Square, a public realm plan should be prepared, covering all aspects of built and natural heritage.

This would include the returning of the upper (western) part of the Square to its original form. The vista from the bridge to the Creamery building should remain unimpeded. Opportunities for seating and gathering should be explored. Historical text and maps may be used, in select instances, to support reinstatement of significant architectural features which have been removed or displaced from the town over time.

As part of this, a wayfinding strategy which links important landmarks in the town with the ACA trail (launched in 2025), and the Discovery Park, could be undertaken. Such a strategy would provide a consistent approach for signage in the town and improve connectivity.



Key Site 4: The Square

V3CC14: Prepare a Public Realm Plan for the Square, to include the replacement of trees, and the consideration of all built and natural heritage features, including the use of nature-based solutions where appropriate. Such a public realm plan should consider provision of appropriate signage, see Section 1.9 Recreation, *and should also consider provision for bus stops and shelters in conjunction with the NTA.* ***(KK-C322-14)***

1.12.5 East side of Kilkenny Street

There are a number of community facilities located along Kilkenny Street, including the Presentation primary school, the library and Council Area office, and the Community Hall. The Plan contains an objective in relation to a walkway along the River Dinin, connecting all these facilities with the Square. The redevelopment of this backland area into an open, riverside, parkland setting, would be a significant addition to the amenity and permeability of the area.

The former convent, which was vacant for a number of years, is now in use as an educational facility, known as Core College (also known as the Irish School of Herbal Medicine). This building, a protected structure, C687, is an important feature in the town, and its re-use is welcome.

V3CC15: To explore all possible opportunities to increase *walking and cycling* permeability in this area, including access to the River Dinin to the rear of Kilkenny Street, and connecting through Mill Lane to High Street/The Square.

Mapping changes:

Figure MA1 Material Alterations to Zoning Map
See resolution made at Council meeting dated 21st July 2025.

(A) Zone land, which was zoned as Residential in the 2018 LAP, as sought by two submissions (references KK-C322-13 and KK-C322-15 to the Variation), for Residential use. This land is indicated as Parcel NR3 in the Settlement Capacity Audit.

(B) Change Zoning of Parcel of land from Open Space to Agriculture, denoted by Red Line on Figure 1 Below (Circa 2.2 hectares).

(C) Change zoning from low density to new residential **(See Report to Elected Members on NPF Implementation: Housing Growth Requirements dated November 2025)**

(D) Change zoning from low density to new residential **(See Report to Elected Members on NPF Implementation: Housing Growth Requirements dated November 2025)**

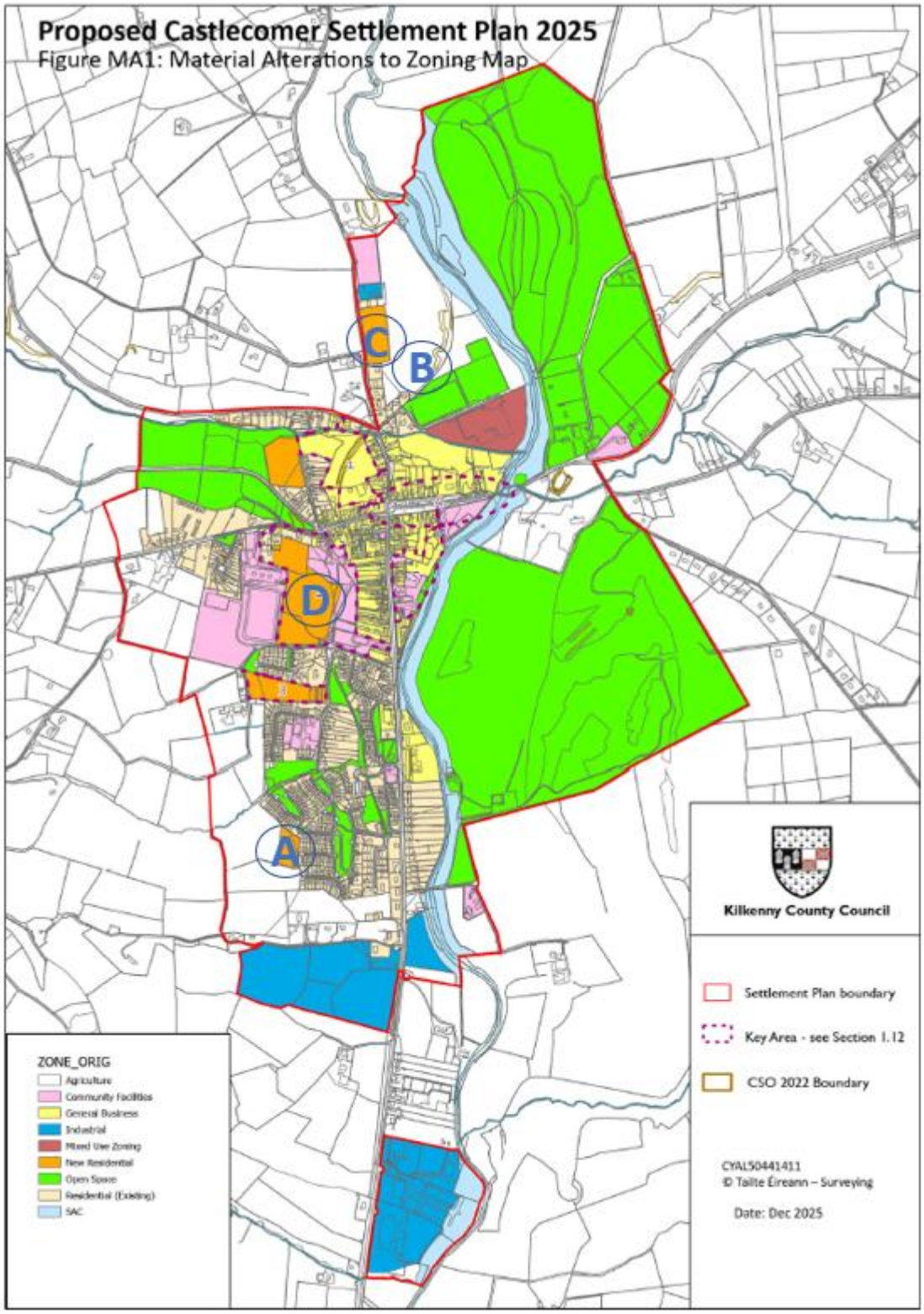
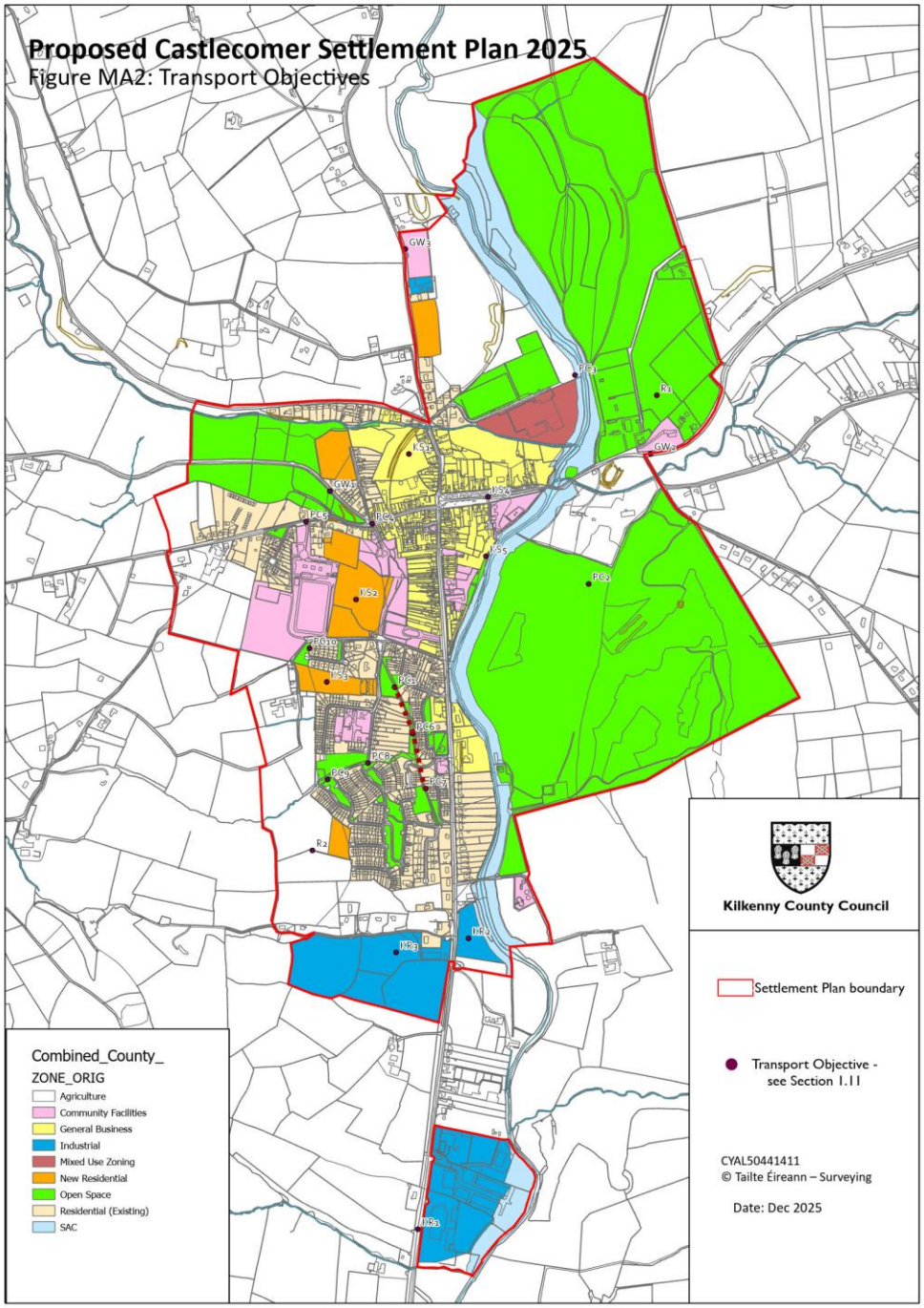

Proposed Castlecomer Settlement Plan 2025
Figure MA1: Material Alterations to Zoning Map
C
B
D
A
Kilkenny County Council
Settlement Plan boundary
Key Area - see Section 1.12
CSO 2022 Boundary
CYAL50441411
© Tailte Éireann – Surveying
Date: Dec 2025
ZONE_ORIG
Agriculture
Community Facilities
General Business
Industrial
Mixed Use Zoning
New Residential
Open Space
Residential (Existing)
SAC

Figure MA2: Transport Objectives (see KK- C322-14 & Ref. KK- C322-12)



Castlecomer Settlement Capacity Audit

Below is based on 80% net area and 30 units per hectare. In order to align with Chief Executive's Report on NPF Implementation: Housing Growth Requirements.

Tier 1 or 2	Map Ref.	Zoning in 2018 LAP	Infrastructure & services[1]	Land Use evaluation		Proposed Zoning in Settlement Plan	Area (ha)	Within CSO boundary	Potential Housing yield	Justification Rationale
				Compact Growth[2]	Physical Suitability[3]					
T2	**NR1**	New Residential				New Residential	**1.4ha**	Yes	~~23~~ *34*[4]	Love Lane – centrally located, flat site
T2	**NR2**	New Residential				New Residential – subject to Masterplan	**0.8ha**	Yes	~~13~~ *22*	Barracks site – located close to community facilities
T2	**NR3**	New Residential				~~Agriculture~~ Existing Residential	**0.6ha**	No	~~0~~ *14*	~~Peripheral location, at a remove from services~~ *Adjacent to existing residential zoning at Oak Hill*
T2	**NR4**	Community				New Residential	**1.4 ha**	Yes	~~23~~ 34	Boys school site; located close to residential areas, and to community facilities.

[1] This includes water supply, wastewater capacity, roads/footpath/cycle and surface water. As at present, water services are constrained, no site is considered serviced.

[2] Factors considered here include the extent to which the site: would be infill/consolidation, proximity to town centre, promotes sustainable mobility, has access to community facilities

[3] Factors considered here include topography, flood risk and built & natural heritage context

[4] Based on a net area of ~~65%~~ *80%* and minimum density of ~~25~~ *30* units/ha (to align with ~~*Compact Settlement Guidelines*~~ *Chief Executive's Report on NPF Implementation: Housing Growth Requirements)*

		Facilities								
T2	**LD1**	Low Density Residential				~~Low Density Residential, subject to Masterplan~~ *New Residential*	**3.1 ha**	Yes	~~*30*~~[5] *74*	Parish lands. Centrally located. Steep.
T2	**LD2**	Low Density Residential				~~Low Density Residential~~ *New Residential*	**1.2ha**	No	~~12~~ *29*	Clogh Road. Edge of town location, suited for low density to provide for housing mix.
T2	**MU1**	Mixed use				General Business	**3.35h a**	Yes	39[6]	Former Creamery site, centrally located. Permission for mixed use development.
T2	**E1**	Industrial				Industrial	8.6	No	0	Ballyhimmin employment land, includes One Stop Business Centre
T2	**E2**	Industrial				Industrial	1.18	No	0	Location opposite One Stop Business Centre
	E3	Industrial				Outside plan boundary	4.58	No	0	Not serviced by footpaths, would not promote sustainable mobility. Located at a remove from town centre.

[5] ~~Based on a net area of 65% and minimum density of 15-30 units/ha for Low Density zoning~~

[6] As permitted under P20/112 and P.23/60610

Additional Documents: Flood Risk Assessment

3.1.2 OPW Publications

Various iterations of flood mapping carried out by the OPW, and these are set out below chronologically.

To comply with the 'Floods' directive, the OPW commenced a CFRAM (Catchment Flood Risk Assessment and Management) programme in Ireland in 2011.

The first cycle of the CFRAM Programme comprised three phases:

~~1. The Preliminary Flood Risk Assessment (PFRA): 2011~~
2. The CFRAM Studies and Parallel Activities: 2011-2015
3. Implementation and Review: 2016 onwards

~~3.1.2.2 Preliminary Flood Risk Management~~

~~The 'Floods Directive' Required Member States to undertake a national preliminary flood risk assessment by 12011 to identify areas where significant flood risk existed or might be considered likely to occur. In August 2011, the OPW published the National Preliminary Flood Risk Assessment, Draft for Public Consultation which comprised a Report and a set of broadscale maps.~~

~~This national screening exercise identified where there may be a significant risk associated with flooding, based on available and easily derivable information. The objective of the PFRA was to identify Areas for Further Assessment (AFAs) and this further assessment took place through Catchment Flood Risk Assessment and Management Studies (CFRAMS).~~

3.1.3 Alternative available sources

The data listed below is available for the county and provides information on the historical occurrence of flooding. Flooding and surface water issues in Castlecomer were also identified through consultation with the Area Engineer and from any other relevant sources. This information is summarised in Table 3.1 below.

i) OPW Flood Events Mapping

As part of the National Flood Risk Management Policy, the OPW developed the ~~www.floodmaps.ie~~ www.floodinfo.ie web-based data set, which contains information concerning historical flood data, displays related mapped information and provides tools to search for and display information about selected flood events.

Table 3.1 Summary of available datasets

Dataset	Description / coverage	Robustness	Comment on usefulness
Suir CFRAM study	Does not cover Castlecomer	N/A	N/A
South Eastern CFRAM Study	Does not cover Castlecomer		
County Development Plan Flood Map (2021-2027)	Did not cover Castlecomer	N/A	N/A
Castlecomer Local Area Plan flood map (2018)	Based on the PFRA and other sources	Low-Moderate	See Fluvial PFRA
~~OPW Preliminary Flood Risk Assessment (PFRA) flood maps – Fluvial~~	~~The PFRA was a national screening exercise that was undertaken by OPW to identify areas at potential risk of flooding. Fluvial, coastal, pluvial and groundwater risks were identified at an indicative scale~~	~~Low~~	~~Covers all rivers (including non-CFRAM) so useful extent. Cannot be used without validation through site visit, and where site visit is inconclusive modelling may be needed. Had been used to inform the 2018 LAP.~~
~~PFRA Maps – Pluvial and groundwater~~		~~Low~~	~~Used to add to commentary in the risk table and to identify potentially at risk areas of the county but should not be used to develop screening map or to inform zoning decisions without further analysis.~~

4.1.2 Application of the Sequential Approach

Having identified the area of flood risk within the plan area the next step is to apply the sequential approach to land use planning. The areas of flood risk were overlaid on the current zoning for the area. This was taken from the Local Area Plan, 2018. This identified where flood risk management and future development may cause a conflict with the current zoning framework.

The Guidelines have categorised land uses into three vulnerability classes and have also specified which vulnerability class would be appropriate in each flood zone, or where the Justification Test would be required, see Tables 2.2 and 2.3.

Where zoned land is located within either Flood Zone A or B, the need for a further review of flood risk, and the specific zoning objectives, is required. If the proposed zoning was found to be water compatible and located within either Flood Zone A or B, there was no requirement to apply the Justification Test. If, however, less vulnerable uses were proposed for Flood Zone A, or highly vulnerable uses were proposed for Flood Zones A or B, the Justification Test was applied, and if necessary, the zoning objective revised. This process is detailed below.

~~Note: Vulnerability to pluvial flood risk should not be a limitation to development, but should be incorporated into the local drainage strategy, therefore areas of pluvial flooding were not subjected to the Sequential approach. Areas of pluvial risk are available as part of the PFRA mapping from the OPW.~~

4.1.6 Justification Tests

As outlined above, there are 8 areas outstanding with a potential conflict between development and flood risk. In the main, this land is built out and the opportunities for future development are limited. In accordance with the Guidelines, a Justification has been carried out for this land. The criteria are set out in Section 2.7 and the test is set out below.

1. The urban settlement is targeted for growth under the National Spatial Strategy, regional planning guidelines, statutory plans or under the Planning Guidelines or Planning Directives provisions of the Planning and Development Act 2000, as amended.

Castlecomer is identified as a District Town in the settlement hierarchy of the City and County Development Plan 2021. According to the Development Plan, the Council will ensure that the District Towns will in so far as practical be self-sufficient incorporating employment activities, sufficient retail services and social and community facilities.

2. The zoning or designation of the lands for the particular use or development type is required to achieve the proper and sustainable planning of the urban settlement and in particular:
   a. Is essential to facilitate regeneration and/or expansion of the centre of the urban settlement
   b. Comprises significant previously developed and/or under-utilised lands;
   c. Is within or adjoining the core of an established or designated urban settlement;
   d. Will be essential in achieving compact or sustainable urban growth;
   e. There are no suitable alternative lands for the particular use or development type, in areas at lower risk of flooding within or adjoining the core of the urban settlement.

3. A flood risk assessment to an appropriate level of detail has been carried out as part of the Strategic Environmental Assessment for the plan preparation process, which demonstrates that flood risk to the development can be adequately managed and the use or development of the lands will not cause unacceptable adverse impacts elsewhere.

Area 2: Castlecomer Enterprise Centre

This site comprises significant previously developed land, and adjoins the core and is essential in achieving compact and sustainable urban growth. There are no suitable alternative lands in areas at lower risk of flooding within or adjoining the core.

In this context, this Flood Risk Assessment contains sufficient information appropriate to the scale and nature of the development potential. Mitigation measures are included in the Development Plan (See Vol. 1 Chapter 10, section 10.2.6), to state that any development proposal within the area identified will be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed. This mitigation measure will ensure that any development taking place will not exacerbate any flooding issue.

Area 3: Garda Station

This site is located adjacent to the Enterprise Centre, and comprises under-utilised lands. It adjoins the core, and offers potential for redevelopment, particularly for the Enterprise Centre, to assist in achieving compact urban growth. There are no suitable alternative lands in areas at lower risk of flooding within or adjoining the core. No highly vulnerable uses should be permitted in either Flood Zone A or B at this location.

In this context, this Flood Risk Assessment contains sufficient information appropriate to the scale and nature of the development potential. Mitigation measures are included in the Development Plan (See Vol. 1 Chapter 10, section 10.2.6), to state that any development proposal within the area identified will be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed. This mitigation measure will ensure that any development taking place will not exacerbate any flooding issue.

Area 4: Residential (Andorra)

This site comprises under-utilised lands. It adjoins the core, and offers potential for redevelopment, particularly for the Enterprise Centre, to assist in achieving compact urban growth. There are no suitable alternative lands in areas at lower risk of flooding within or adjoining the core. No highly vulnerable uses should be permitted in either Flood Zone A or B at this location.

In this context, this Flood Risk Assessment contains sufficient information appropriate to the scale and nature of the development potential. Mitigation measures are included in the Development Plan (See Vol. 1 Chapter 10, section 10.2.6), to state that any development proposal within the area identified will be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed. This mitigation measure will ensure that any development taking place will not exacerbate any flooding issue.

Area 5: General Business southeast of Square

The General Business lands to the rear of the Square adjoins the core and is essential in achieving compact and sustainable urban growth. There are no suitable alternative lands in areas at lower risk of flooding within or adjoining the core.

In this context, this Flood Risk Assessment contains sufficient information appropriate to the scale and nature of the development potential. Mitigation measures are included in the Development Plan (See Vol. 1 Chapter 10, section 10.2.6), to state that any development proposal within the area identified will be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being

proposed. This mitigation measure will ensure that any development taking place will not exacerbate any flooding issue.

Area 7: General Business north of Square, south of Castlecomer Stream

The zoning of the town centre area for General business is intended mainly to reflect the existing uses operating in the town. The continued zoning of the land will facilitate the regeneration and/or expansion of the centre. This area is in the core of Castlecomer. Its continued development is essential to achieving compact and sustainable urban growth. There are no suitable alternative lands in areas at lower risk of flooding within or adjoining the core.

In this context, this Flood Risk Assessment contains sufficient information appropriate to the scale and nature of the development potential. Mitigation measures are included in the Development Plan (See Vol. 1 Chapter 10, section 10.2.6), to state that any development proposal within the area identified will be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed. This mitigation measure will ensure that any development taking place will not exacerbate any flooding issue.

Area 9: Mixed Use, north of Castlecomer Stream, west of River Dinin

The zoning of this site for Mixed use will facilitate the regeneration and/or expansion of the centre. This area is in the core of Castlecomer. Its continued development is essential to achieving compact and sustainable urban growth. There are no suitable alternative lands in areas at lower risk of flooding within or adjoining the core.

In this context, this Flood Risk Assessment contains sufficient information appropriate to the scale and nature of the development potential. Mitigation measures are included in the Development Plan (See Vol. 1 Chapter 10, section 10.2.6), to state that any development proposal within the area identified will be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed. This mitigation measure will ensure that any development taking place will not exacerbate any flooding issue.

Area 10 and 11: General Business, north and south of Castlecomer Stream

This land was zoned for Mixed use in the 2018 LAP and is now proposed for General Business under the Proposed Variation. This zoning allows for a wide variety of uses, some of which are highly vulnerable. A Justification Test at this plan-making stage is required for this zoning.

In this context, this Flood Risk Assessment contains sufficient information appropriate to the scale and nature of the development potential. Mitigation measures are included in the Development Plan (See Vol. 1 Chapter 10, section 10.2.6), to state that any development proposal within the area identified will be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed. This mitigation measure will ensure that any development taking place will not exacerbate any flooding issue.

As no green field site, which is subject to flood risk, is now zoned for vulnerable uses (during the lifetime of this plan), and as mitigation measures are included to ensure any development taking place will not exacerbate any flooding issue, it is not considered necessary at this stage to proceed to Stage 3, Detailed Flood Risk Assessment.

Include legend on Figures 2.2 and 2.3 of the SFRA to denote that these are flood zones.

Figure 2.2: Areas of potential conflict between development and flood risk, based on the 2018 LAP

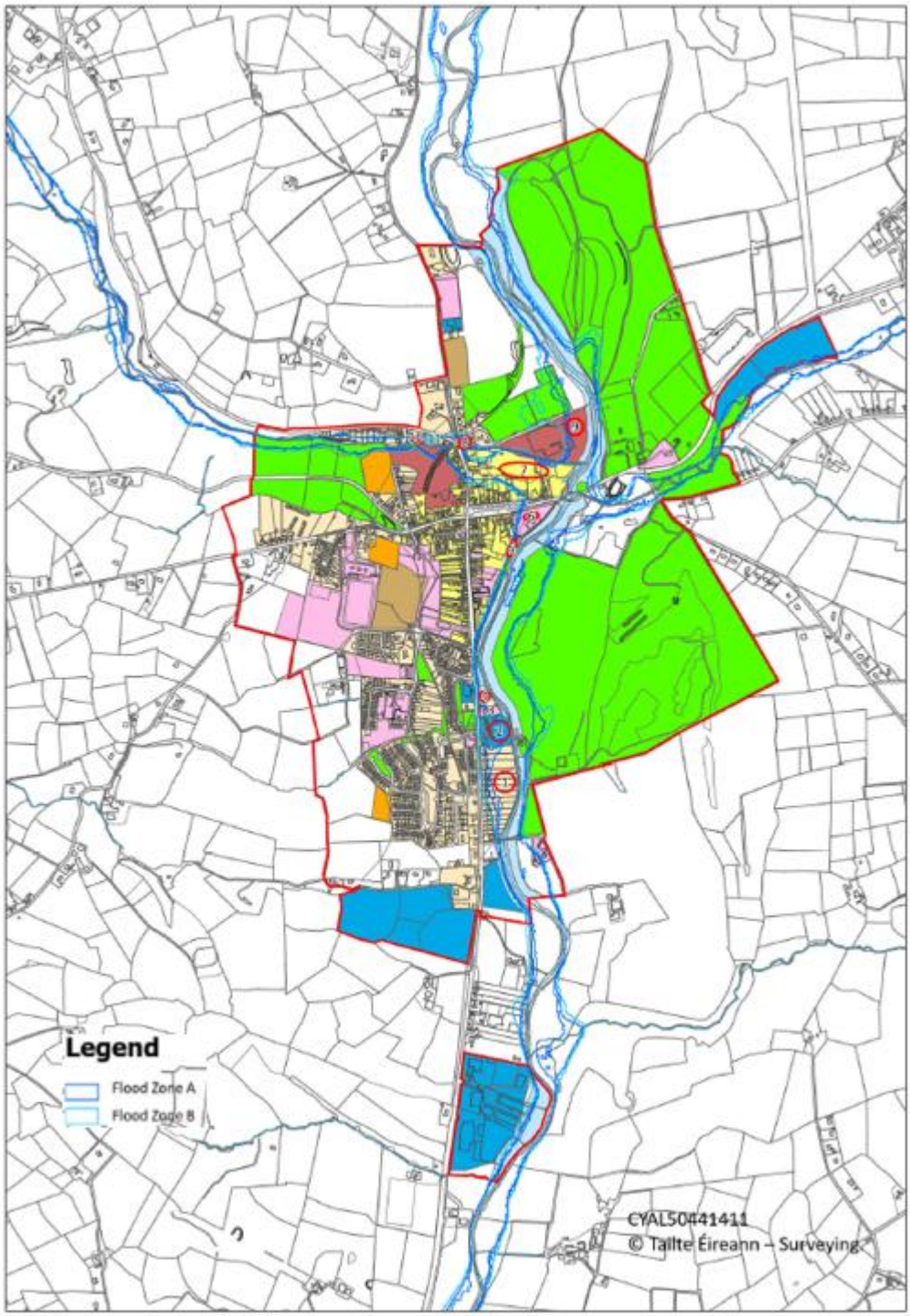


Figure 2.3: Areas of flood risk shown on the Proposed Variation Zoning Map