



Comhairle Chontae Chill Chainnigh  
Kilkenny County Council

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

National Planning Framework Implementation: Housing Growth  
Requirements

March 2026

## 1 Introduction

This proposed Variation is intended to reflect the requirements of the Government's *National Planning Framework Implementation Guidelines*, in relation to Kilkenny City.

Variation 8A will comprise an uplift to the population figures for Kilkenny City to accommodate growth to 2034. This requires the rezoning of land, currently zoned as Strategic Reserve, to allow for residential development within the plan period. The majority of land currently designated as Strategic Reserve is to be rezoned. This land comprises approx. 79 hectares, and is located within the City Development Plan boundary. The bulk of the land is located within the Breagagh Valley and Loughmacask Masterplan boundaries, see Figure CS2 Core Strategy, of the Development Plan<sup>1</sup>. The sections of the Plan subject to substantial changes are set out below:

- a) Changes to Volume 1, Chapter 4, Core Strategy to reflect the changes to Kilkenny City figures
- b) Changes to Volume 2, as follows:
  - Section 2 Core Strategy
  - Figure CS3 Breagagh Valley Development Parcels
  - Figure CS4 City Zoning map

## 2 Background to and Purpose of the Variation

This Variation has been prepared as a response to the Ministerial Guidelines on National Planning Framework (NPF) Implementation (the Guidelines), published in July 2025<sup>2</sup>. The Guidelines relate to updated housing growth requirements to reflect the *National Planning Framework First Revision*<sup>3</sup>. 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 were required to assess the current City and County Development Plan core strategy and settlement strategy against the objectives of the Guidelines. This comprised 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 2021 Development Plan, the Chief Executive prepared a report, setting out the capacity of zoned lands, and demonstrating the means by which it was proposed to secure the objectives of the Guidelines.

That report was approved by the members of Kilkenny County Council at the Council meeting of 17<sup>th</sup> November 2025<sup>4</sup>. The Report recommended as follows:

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<sup>1</sup> Kilkenny County Council, Kilkenny City and County Development Plan, 2021

<sup>2</sup> *NPF Implementation: Housing Growth Requirements, Guidelines for Planning Authorities*, July 2025

<sup>3</sup> *National Planning Framework (NPF) First Revision*, 2025 National Policy Objective 101

<sup>4</sup> Kilkenny County Council, [Report to Elected Members on NPF Implementation: Housing Growth Requirements](#), November 2025

- 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.

This Variation proposes to implement that recommendation.

Aligned with the above, this Variation also takes account of the recommendations of the Regeneration Framework plan for the Butts area of Kilkenny City. A Regeneration Framework plan for the Butts was approved by Council at the July 2025 Municipal District meeting. This Framework plan took a community-led regeneration approach to identify specific areas in need of redevelopment.

### 3 Proposed Variation

The proposed variation is outlined below and should be read in conjunction with the Kilkenny City and County Development Plan 2021.

The proposed changes will appear as follows:

Deletions in ~~striketrough~~

Insertions in *red italics*

#### 3.1 Volume 1 County

##### Chapter 4: Core Strategy

Table 4.6 Core Strategy

<b>Table 4.6: Core Strategy 2016-2027</b>					
	<b>Core Strategy population allocation 2016 – 2027</b>	<b>Household Demand NPF 50/50</b>	<b>Housing land requirement to 2027 (ha)</b>	<b>NPO 3C</b>	<b>Zoning (Ha)</b>
<b>Kilkenny City</b> <i>See Volume 2 Table 2.2</i>	4,144	1,627 (35%)	46.48 <sup>5</sup>	<del>(30%) 13.9ha<sup>6</sup> inside CSO boundary</del> and <i>(70%) 32.5ha outside CSO boundary</i>	<del>18.6ha Abbey Quarter</del> <del>4.4Ha (30-35%)</del> <i>plus 25Ha mixed 42.84Ha<sup>7</sup> zoned outside CSO</i>

<sup>5</sup> 1,627 households divided by 35units/ha = 46.48 ha.

<sup>6</sup> 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.

<sup>7</sup> See Housing Strategy and Core Strategy Volume 2

## 3.2 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.

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>Household Demand (units)</b>	<b>Capacity available to 2034 (Units)<sup>8</sup></b>	<b>Balance required (1 – 2)</b>	<b>Extra Housing land requirement to 2034 (hectares)<sup>9</sup></b>	<b>New Residential Zoning proposed (Hectares)</b>
3,413	1,953	1,460	52.2	79

The RSES<sup>10</sup> 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 footprint<sup>11</sup>. 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:

- Abbey Quarter = 4 ha (residential 30%-35%)
- Mart site 3.9 ha

<sup>8</sup> As zoned in the CCDP 2021, and as calculated at November 2025

<sup>9</sup> 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

<sup>10</sup> RSES page 46, RPO 11a

<sup>11</sup> 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).

- 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 units<sup>12</sup>. Over 13 hectares of land is zoned as Existing Residential, within the CSO boundary, with a calculated capacity for over 400 units<sup>13</sup>. Additionally, 10 hectares of 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 67.9 hectares of greenfield land is zoned for New Residential use. Most of this land is located within the Breagagh Valley and Loughmacask neighbourhoods.

### 2.2.3 Breagagh 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 Breagagh 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 Breagagh 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.

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<sup>12</sup> Calculation based on 50% of site given over to residential use at a density of 50 dph

<sup>13</sup> 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)**

No further residential units can be occupied in Parcels A, B, C, D, E or F until recreational use of the identified Neighbourhood Park has commenced.

**Zoning objective 21 (Z21)**

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

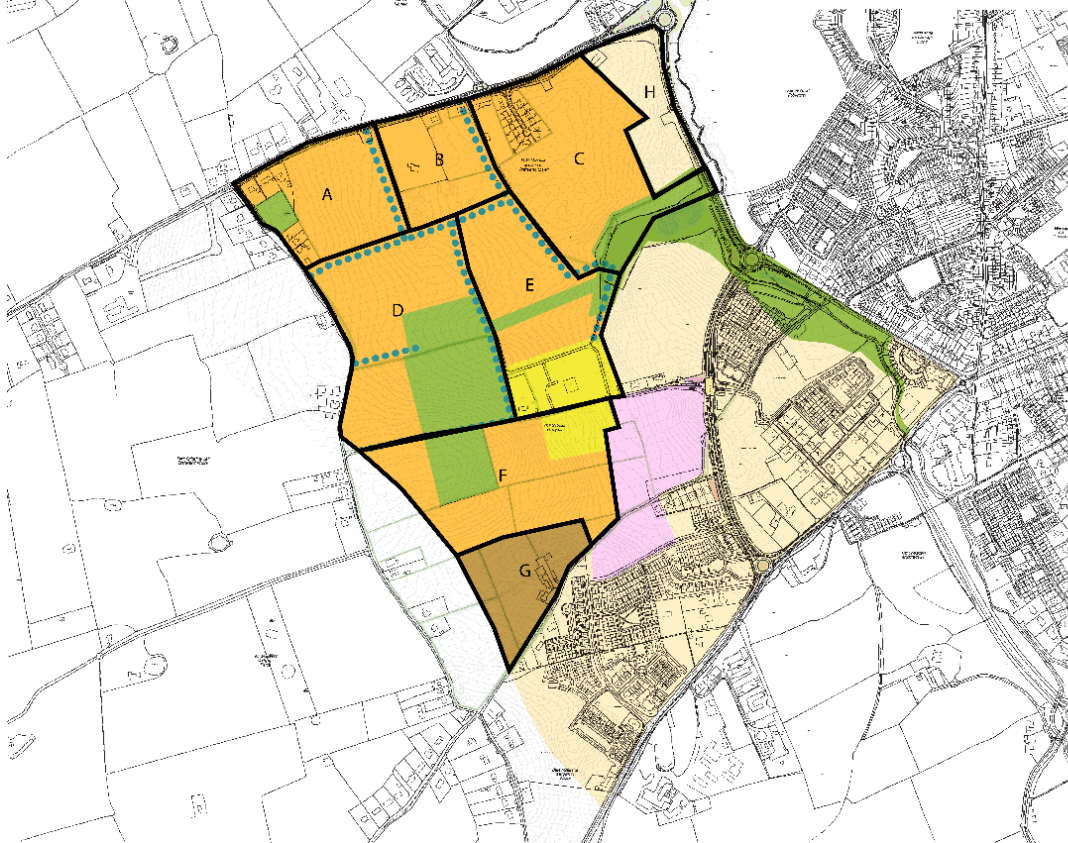
**Overarching requirements for Breagagh Valley parcels A, B, C, D, E, F and G**

- 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 Breaghagh Valley

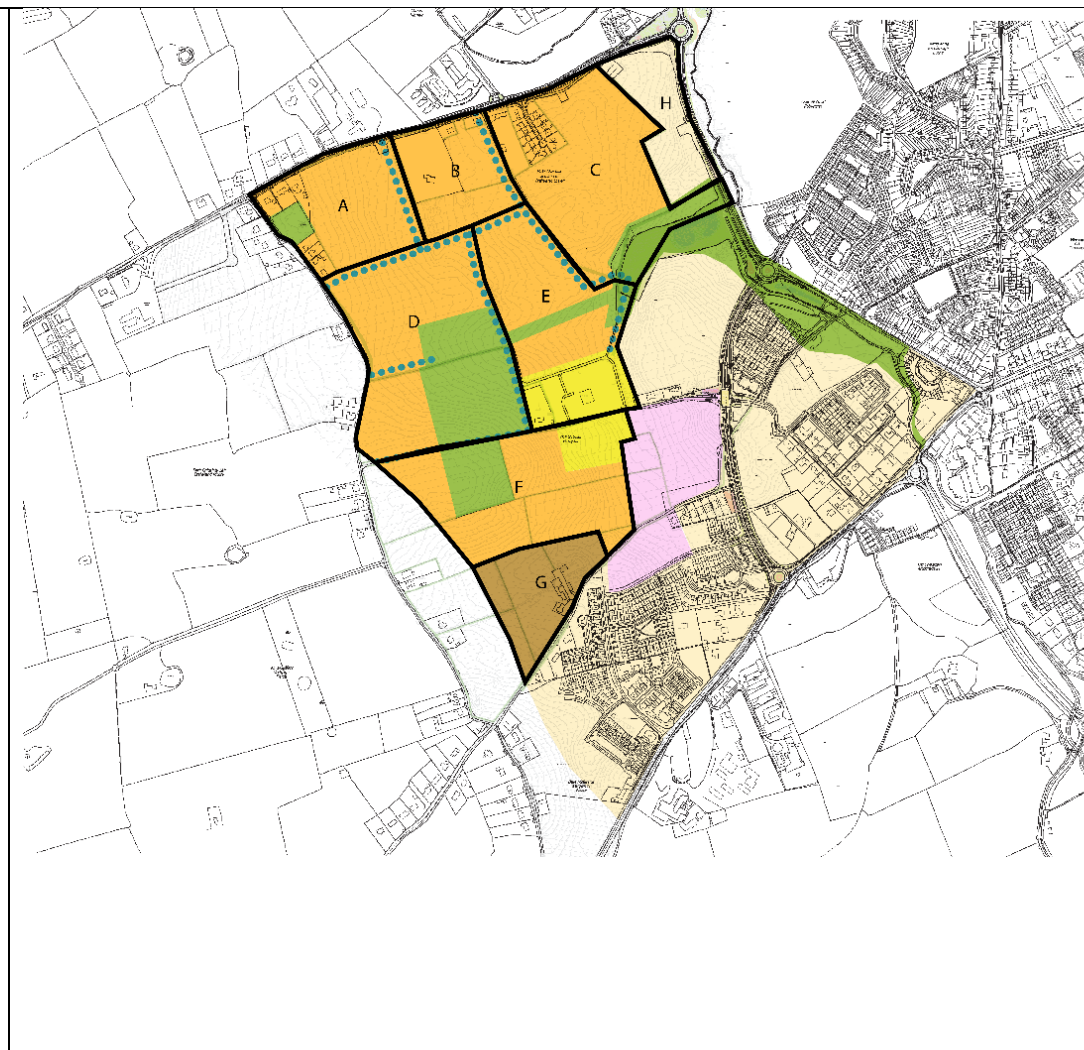


**Table 2.3 Development Criteria for parcels in Breagagh Valley**

Parcel	Requirements for Development	Map of parcels
A	<ul style="list-style-type: none"> <li>● 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.</li> <li>● Medium density housing (35-50dph) accessed from Kilmanagh Road.</li> <li>● Residential open space should support a network, linking the zoned open space on L6695 towards the Neighbourhood Park.</li> <li>● The identified treeline on the eastern boundary should be protected and enhanced (see Figure 2.3, Habitat Survey and Mapping of Kilkenny November 2010)<sup>14</sup>.</li> <li>● One break can be identified in the hedgerow in one location to allow access into Parcel D for all modes.</li> <li>● 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.</li> <li>● Provision made for access through to Parcel D in any planning application.</li> <li>● Active travel and green link to be facilitated from Kilmanagh Road to Parcel D along indicated (dotted) line.</li> </ul>	

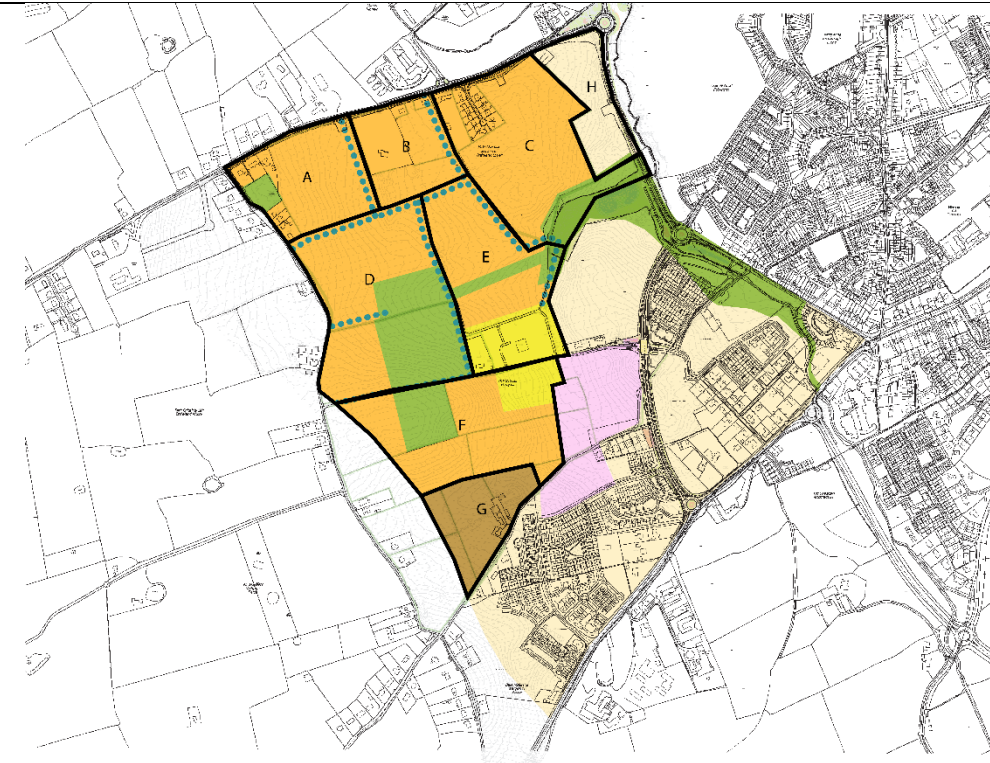
<sup>14</sup> Kilkenny County Council and Atkins, *Habitat Survey and Mapping of Kilkenny City Habitat Survey Report, 2010*

- B**
- Planning permissions for residential developments will not be considered in Parcel B 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.
  - 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><b>C</b></p> <ul style="list-style-type: none"> <li>• Compliance with Z20</li> <li>• Medium density housing (35-50dph) accessed from Kilmanagh Road and from the east via the adjacent development parcel H, from Circular Road.</li> <li>• Residential open space should support a network, linking to the zoned open space and green link to the south.</li> <li>• One break can be identified in the hedgerow to allow access towards Parcel E and/or Parcel B for all modes.</li> <li>• 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.</li> <li>• Active travel and green link to be facilitated connecting to Circular Road.</li> <li>• Active travel and green link to be facilitated from Kilmanagh Road to Parcel E along indicated (dotted) line.</li> </ul>	
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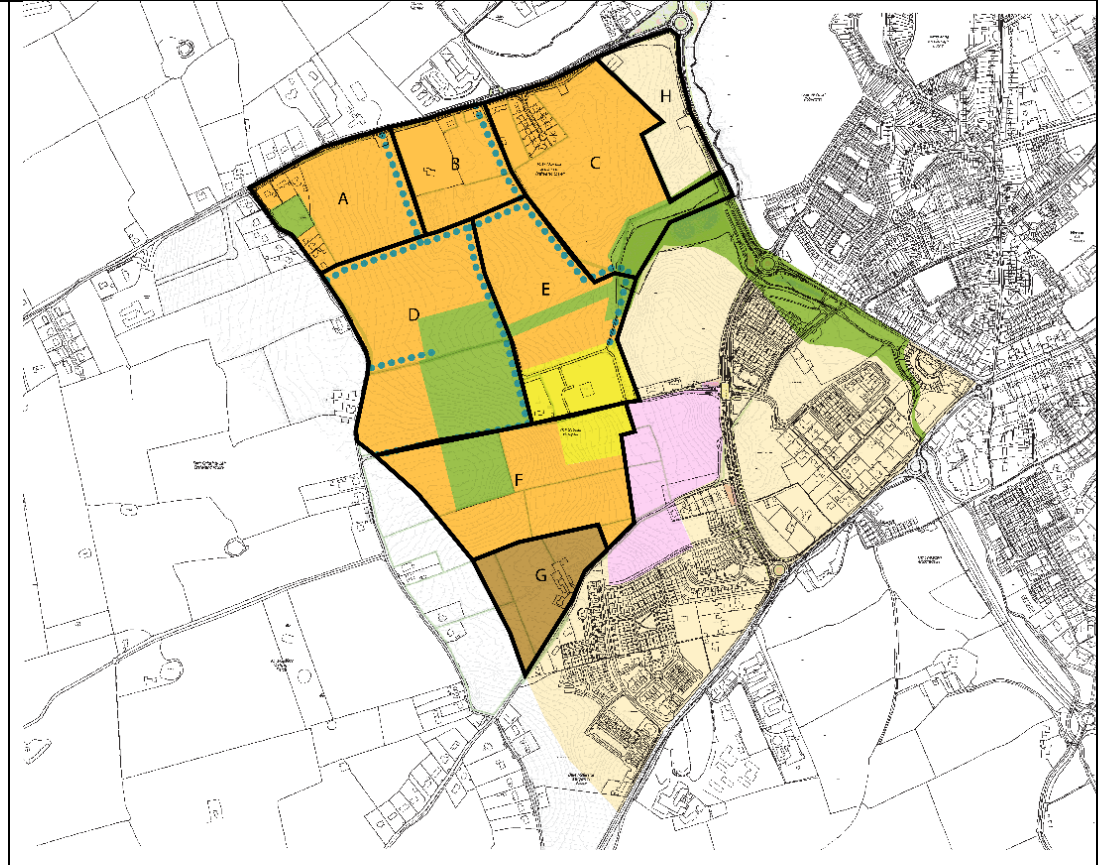
<p><b>D</b></p> <ul style="list-style-type: none"> <li>• Planning permissions for residential developments will not be considered in Parcel D until planning permission has been granted for residential use in at least one of Parcels C, E or F, and Z20 is complied with.</li> <li>• Medium density housing (40-50dph) accessed from the north via Parcel A and the east via Parcel E.</li> <li>• Residential open space should support a network, linking to the Neighbourhood park.</li> <li>• Multiple breaks can be identified in the hedgerow to allow access towards adjacent Parcels A, E and F for all modes.</li> <li>• 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.</li> <li>• No vehicle access from Poulgour Road (the L6870) from the Neighbourhood park to the L6695.</li> <li>• At least one pedestrian crossing point should be facilitated between the southern (Parcel F) and northern (Parcel D) portions of the Neighbourhood Park.</li> <li>• 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.</li> <li>• Active travel and green link to be facilitated along L6870 and from L6695 and on the northern and eastern boundaries along indicated (dotted) lines.</li> </ul>	
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<p><b>E</b></p> <ul style="list-style-type: none"> <li>• Compliance with Z20</li> <li>• Medium density housing (40-50dph) accessed from Poulgour Road/ the southeastern boundary.</li> <li>• 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.</li> <li>• Residential open space should support a network, linking the open space areas to the Neighbourhood park.</li> <li>• Breaks can be identified in the hedgerow to allow access towards adjacent Parcels B, C and D for all modes.</li> <li>• 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.</li> <li>• 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.</li> <li>• An overlooked, traffic calmed, green link should be accommodated, linking the Neighbourhood Park towards the Post-Primary school campus, along Poulgour Road (the L6870).</li> <li>• The Neighbourhood Centre should be designed to accommodate a bus terminus and allow for the safe turnabout of public buses without reversing movements.</li> </ul>	
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<p><b>F</b></p>	<ul style="list-style-type: none"> <li>• Medium density housing (40-50dph) accessed from the south.</li> <li>• The identified Neighbourhood Park (2 hectares) must be delivered in tandem with, or prior to, development, see Z20.</li> <li>• The park will be designed for informal use with play areas, natural play, water features, etc. in consultation with the Council.</li> <li>• Residential open space should support a network, linking to the Neighbourhood Park.</li> <li>• 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.</li> <li>• Vehicle access from Poulgour Road (the L6870) is not permitted to the L6695 (west of the Neighbourhood park).</li> <li>• At least one pedestrian crossing point should be facilitated between the southern and northern portions of the Neighbourhood Park.</li> <li>• Development within the Neighbourhood Centre zoning should include active ground floors with residential/ non-residential uses above as appropriate.</li> </ul>	
<p><b>G</b></p>	<p>Later Phase</p> <ul style="list-style-type: none"> <li>• Medium density housing (35-50dph) accessed from the east/ south on the new road.</li> <li>• Residential open space should support a network, linking the open space network.</li> <li>• One break can be identified in the hedgerow to allow access to Parcel F for all modes.</li> </ul>	

**H**

- 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**

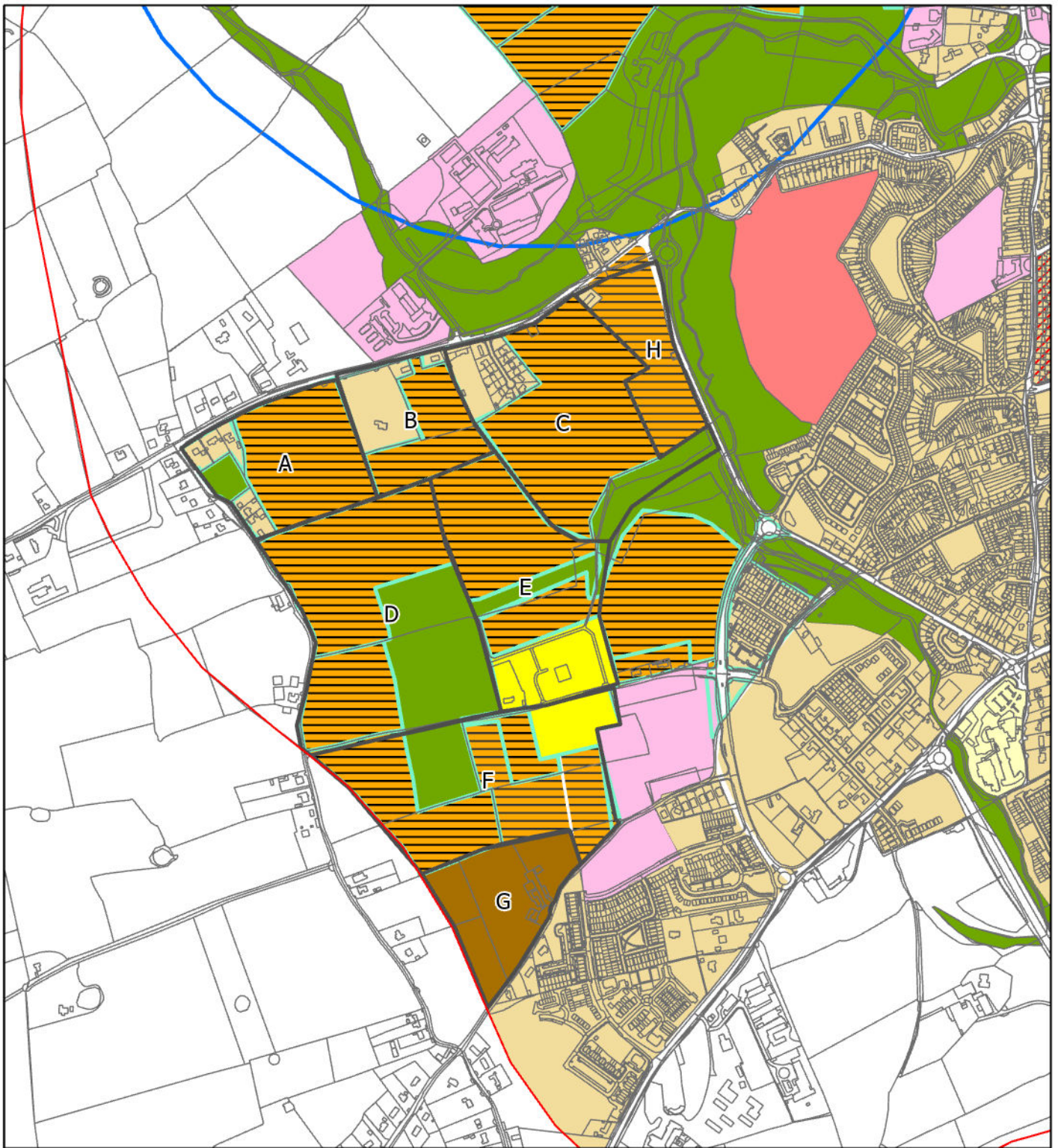
No further residential units can be occupied in Parcels A, B, C, D, E or F until recreational use of the identified Neighbourhood Park has commenced.

##### **Zoning objective 21 (Z21) Breagagh Valley Sequencing**

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

### 3.3 Changes to Figures

Replace Figures CS3 Breagagh Valley Development Parcels and CS4 City Zoning map as attached.



Kilkenny City and County Development Plan 2021 - Variation 8A

Figure CS3 Breaghagh Valley Parcels



- |   |                      |
|---|----------------------|
| BreaghaghParcels                        | Neighbourhood Centre |
| Kilkeny City Development Plan Boundary  | New Residential      |
| Cycle Lane/Pedestrian Improvement       | Strategic Reserve    |
| 700m Consultation buffer of Seveso site | Community Facilities |
| Masterplan Areas                        | <all other values>   |

**Variation8\_Sites**

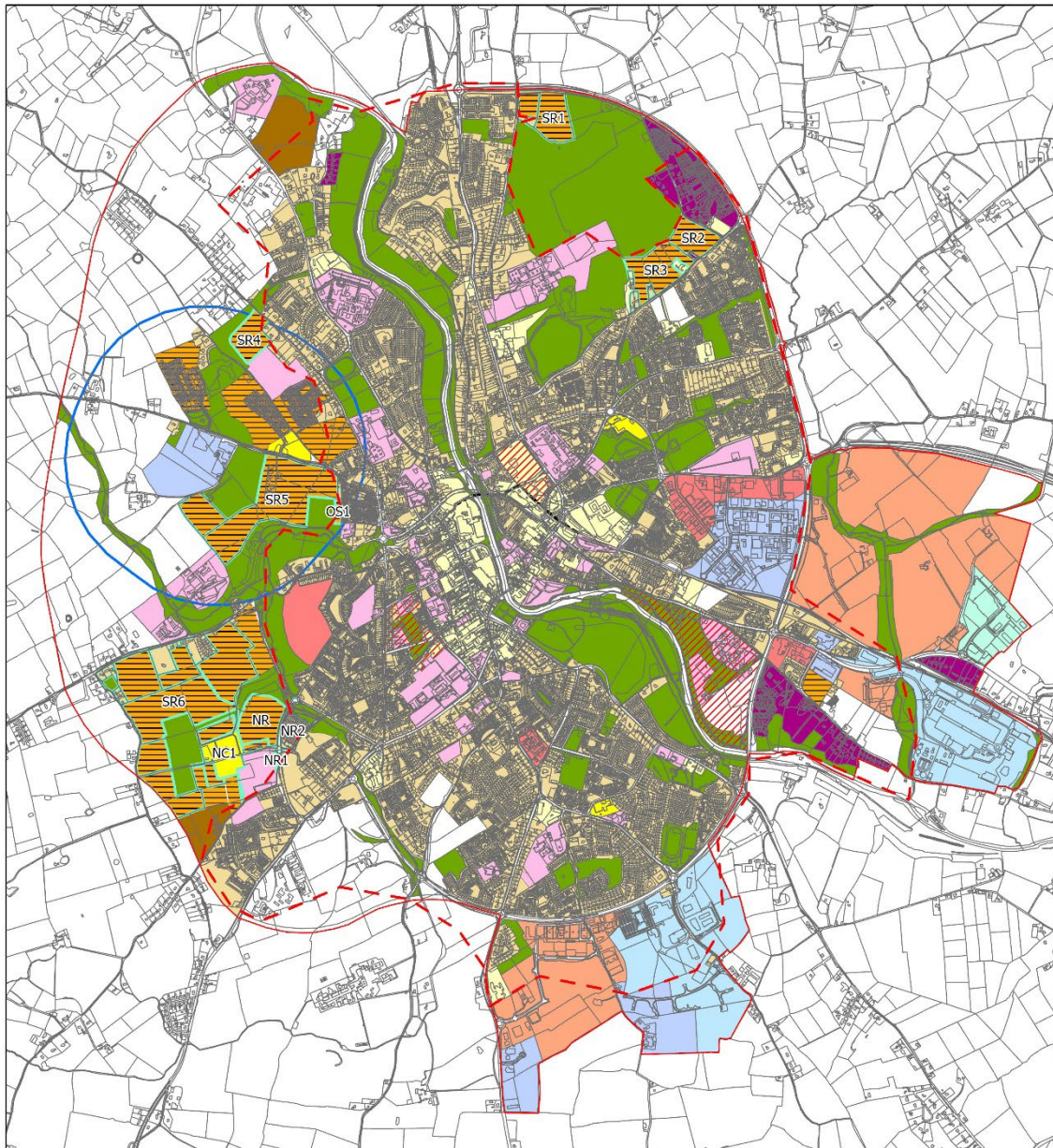
- |  |
|--|
| Amenity / Green links/Biodiversity conservation/ Open Space/Recreation |
| Existing Residential   |
| General Business   |

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 Date: March 2026

**Appendix 1: List and map of zoning changes on Figure CS4: Zoning Map**

<b>Ref.</b>	<b>Location</b>	<b>Current zoning</b>	<b>Proposed zoning</b>	<b>Site area (hectares)</b>
SR1	Ballyfoyle Road	Strategic Reserve	New Residential	6.2
SR1	Ballyfoyle Road	Strategic Reserve	Existing Residential	0.3
SR2	New Orchard Road /Bonnetsrath Road	Strategic Reserve	New Residential	3.7
SR3	New Orchard Road	Strategic Reserve	General Business	0.5
SR3	New Orchard Road	Strategic Reserve	Existing Residential	0.7
SR3	New Orchard Road	Strategic Reserve	New Residential	6.4
SR4	Loughmacask	Strategic Reserve	New Residential	3.7
SR5	Loughmacask	Strategic Reserve	New Residential	20.3
OS1	The Butts	Open Space	New Residential	0.5
SR6	Breaghagh Valley	Strategic Reserve	New Residential	34.5
NC1	Breaghagh Valley	Neighbourhood Centre	New Residential	3.2
NR1	Breaghagh Valley	New Residential	Community Facilities	0.16
NR2	Breaghagh Valley	New Residential	Existing Residential	2.1
Total proposed 'New Residential'				79

Map of Site references



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



- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li> Kilkenny City Development Plan Boundary</li> <li> 2016 CSO Boundary</li> <li> Cycle Lane/Pedestrian Improvement</li> <li> 700m Consultation buffer of Seveso site</li> <li> Masterplan Areas</li> <li> Agriculture</li> <li> Agricultural Trade</li> <li> Amenity / Green links/Biodiversity conservation/ Open Space/Recreation</li> <li> Business Park</li> <li> Community Facilities</li> <li> Existing low density residential</li> <li> Existing Residential</li> <li> General Business</li> <li> Industrial/Technology Park</li> <li> Industrial/Warehousing</li> <li> Mixed Use Zoning</li> <li> Neighbourhood Centre</li> <li> New Residential</li> <li> Strategic Reserve</li> </ul> | <ul style="list-style-type: none"> <li> Existing Residential</li> <li> General Business</li> <li> Neighbourhood Centre</li> <li> New Residential</li> <li> Strategic Reserve</li> <li> Community Facilities</li> <li> &lt;all other volacs&gt;</li> </ul> |
|---|---|

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Date: March 2026