



Comhairle Chontae Chill Chainnigh  
Kilkenny County Council

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

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

April 2026

## 1 Introduction

This proposed Variation is intended to reflect the requirements of the Government's *National Planning Framework Implementation Guidelines*. Variations have been made for Castlecomer (Variation 5), Ferrybank (Variation 6), Kilkenny City (Variation 8A) providing for an uplift to population figures in these settlements.

Variation 8B will comprise an uplift to the population figures for Callan, Thomastown and Graiguenamanagh, to accommodate growth to 2034. This requires the rezoning of land (currently zoned as either Low Density, Agriculture, Mixed Use or outside the development boundary), to allow for residential development within the plan period.

The variation will consist of:

- a) Changes to Volume 1, Chapter 4, Core Strategy to reflect the changes to Settlement figures
- b) Incorporation of a zoning map for each of the settlements listed in the variation into section 4.4 of City & County Development Plan 2021 - 2027.

Local Area Plans are currently in place for Callan, Thomastown and Graiguenamanagh. The Variation will provide appropriate text to ensure that provisions of each LAP are part of the KCCDP. Where a conflict arises between the provisions of the LAP and the Development Plan then the provisions of the Development Plan will take precedence<sup>1</sup>.

## 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.

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<sup>1</sup> For example, following this variation the zoning map in the variation will take precedence over the zoning map in the extant Local Area Plan for each town

<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

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 to:

- Include Settlement Plans (zoning frameworks) for District Towns (Callan, Thomastown, Graiguenamanagh)

This Variation proposes to implement that recommendation.

### 3 Proposed Variation

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

The proposed changes will appear as follows:

Deletions in ~~striketrough~~

Insertions in *red italics*

#### 3.1 Volume 1 County

Chapter 4: Core Strategy

Section 4.4 District Towns

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

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

*These LAPs shall be read in tandem with this Plan. The specific policies and objectives contained in the Local Area Plans, including strategic flood risk consideration, will remain applicable pending the making of the next County Development Plan. Where a conflict arises between the provisions of the LAP and the Development Plan then the provisions of the Development Plan will take precedence<sup>5</sup>.*

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

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

<sup>5</sup> For example, following this variation the zoning map in the variation will take precedence over the zoning map in the extant Local Area Plan for each town

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

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

	LAP population allocation	Core Strategy Allocation
<b>Callan</b>	291	441
<b>Castlecomer</b>	207	264
<b>Graiguenamanagh</b>	277	277
<b>Thomastown</b>	265	437

**Table 4.5 District Towns Core Strategy 2025 to 2034**

	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
	<i>Household Demand (units)</i>	<i>Capacity available to 2034 (Units)<sup>6</sup></i>	<i>Balance required (1 – 2)</i>	<i>Extra Housing land requirement to 2034 (hectares)<sup>7</sup></i>	<i>New Residential Zoning (Hectares)</i>
<i>Callan</i>	341	105	237	9.9	12 <sup>8</sup>
<i>Graiguenamanagh</i>	256	125	131	5.5	6.09 <sup>9</sup>
<i>Thomastown</i>	341	234	108	4.5	10.92 <sup>10</sup>
<i>Castlecomer*</i>					

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

<sup>6</sup> As zoned in the CCDP 2021, and as calculated at November 2025

<sup>7</sup> This is on the basis of applying a density of 30 dph, in accordance with the *Compact Settlement Guidelines*

<sup>8</sup> 9.2ha additional zoning from Agriculture plus 2.8 from low density to New Residential total 12ha

<sup>9</sup> 4.0ha additional zoning from Agriculture plus 2.09ha from low density to New Residential total 6.09ha

<sup>10</sup> 7.4 ha additional zoning from Agriculture/outside dev. boundary plus 3.52 ha from low density/ mixed use to new Residential total 10.92ha

(1)	Core Strategy population allocation 2016 – 2027 (2) <sup>11</sup>	Household Demand NPF 50/50 (3)	Housing land requirement to 2027 (hectares) (4)	NPO 3C (5)	Zoning (Ha) (6)
<b>County Kilkenny</b>	11,842	4,649			
<b>Kilkenny City</b> See Volume 2 Table 2.2	4,144 <i>40%</i>	1,627 (35%)	46.48 <sup>12</sup>	<del>(30%) 13.9ha<sup>13</sup> inside CSO boundary and (70%) 32.5ha outside CSO boundary</del>	18.6ha Abbey Quarter 4.4Ha (30-35%) plus 25Ha mixed 42.84Ha <sup>14</sup> zoned outside CSO
<b>Ferrybank/ Belview (Part of MASP)</b> See Volume 3	<del>2,320<sup>15</sup></del> <i>25%</i>	<del>910 (19.5%)</del>	26	<del>(50%) 14ha inside CSO boundary and (50%) 14ha outside CSO boundary</del>	28Ha
<b>District Towns</b> (a) Callan <sup>16</sup> (b) Castlecomer <sup>17*</sup> (c) Graiguenamanagh <sup>16</sup> (d) Thomastown <sup>16</sup>	441 <sup>18</sup> <i>4%</i> 264 <i>3%</i> 278 <i>3%</i> 437 <sup>19</sup> <i>4%</i>	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) <sup>20</sup>
<b>Smaller Settlements</b>	1,284 <sup>21</sup> <i>16%</i>	467 (10%)	128		
<b>Remainder area**</b> <b>Rural Housing</b>	3,542	1,133 (24.37%)	58 <sup>22</sup>		
<b>Rosbercon (New Ross Environs)</b>	<i>4.5%</i>				
<b>Total</b>	<b>11,842</b>	<b>4,649</b>	<b>284.13</b>		<b>119.69</b>

<sup>11</sup> *Percentage allocation*

<sup>12</sup> 1,627 households divided by 35 units/ha = 46.48 ha.

<sup>13</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>14</sup> See Housing Strategy and Core Strategy Volume 2

<sup>15</sup> Estimated based historical population distribution model in PLUTS 2004 2016- 2026. (subtract no. of units built in Ferrybank to 2021)

<sup>16</sup> *See Variation 8B*

<sup>17</sup> See Volume 3 – Castlecomer Settlement Plan

<sup>18</sup> The figure for Callan is an increase of 150 persons to 2027 over and above the 2019 LAP following review under this Core strategy.

<sup>19</sup> The figure for Thomastown includes an additional 150 persons to 2027 over and above the 2019 LAP.

<sup>20</sup> 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.

<sup>21</sup> See housing strategy

<sup>22</sup> 700 Households divided by 12 units/ha = 58 ha

Figure no. 4.26 Callan

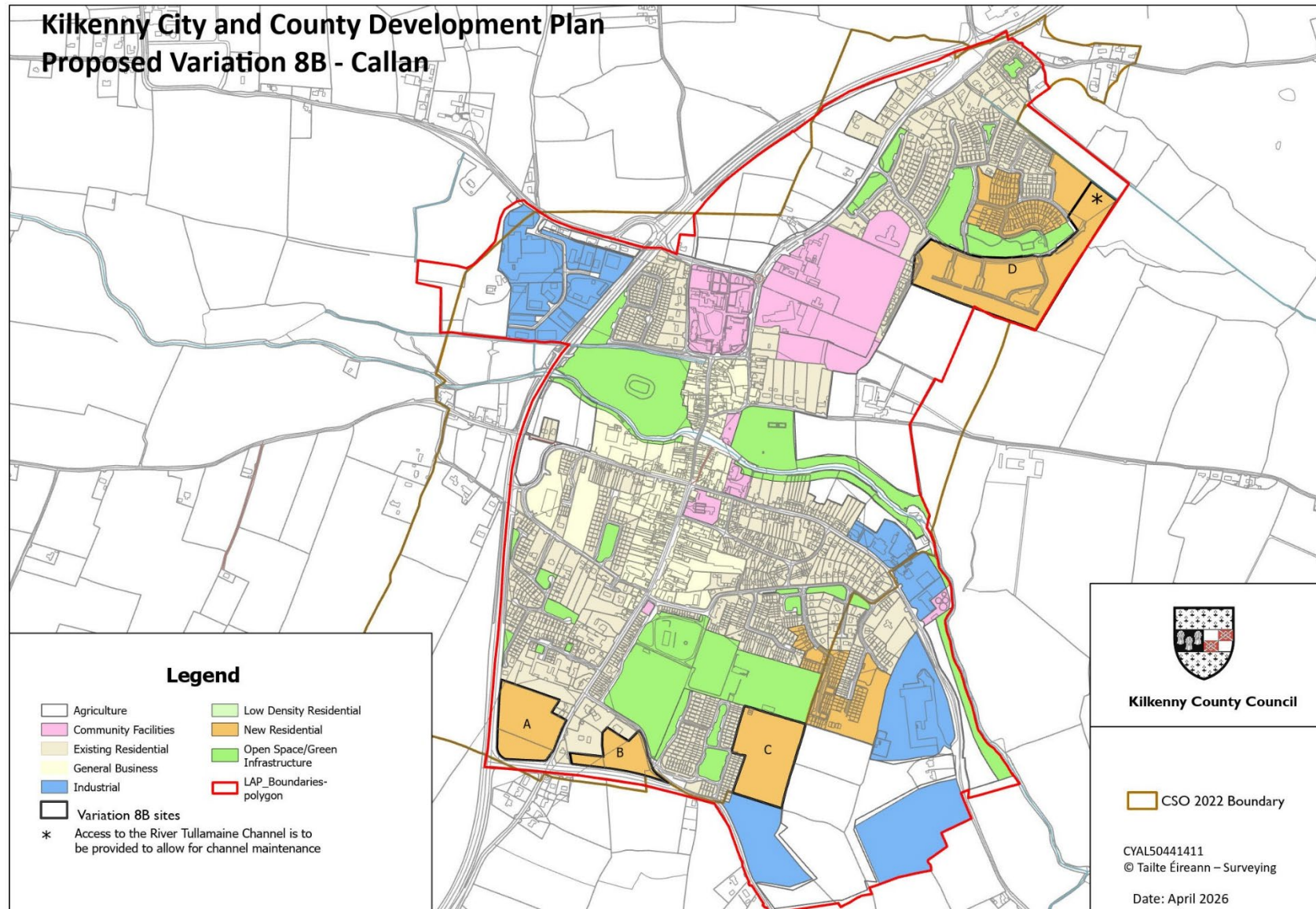


Figure no. 4.27 Graiguenamanagh

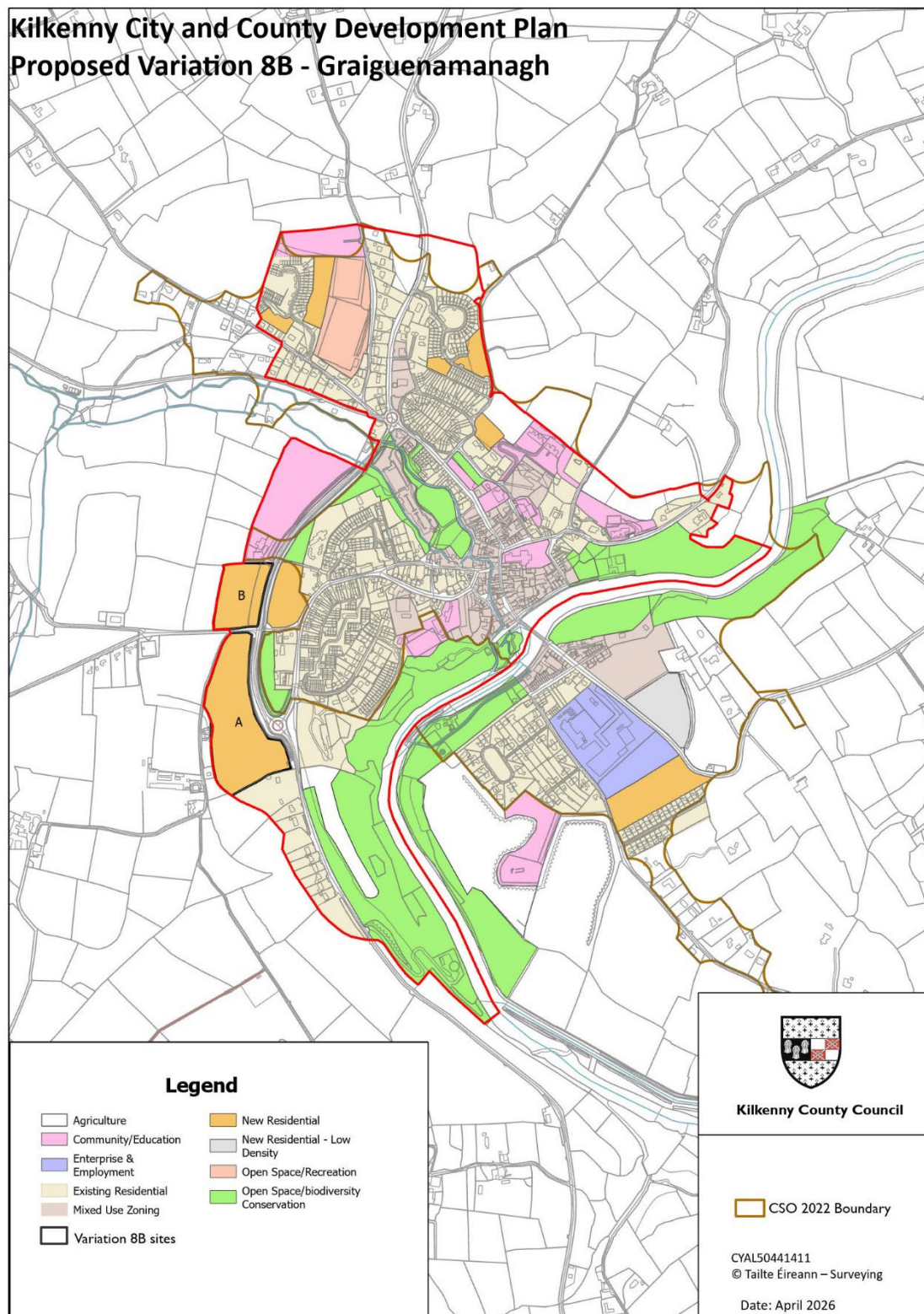


Figure no. 4.28 Thomastown

