

Chief Executive's Report

Submissions to Proposed Variation 3

Kilkenny City and Environs Development Plan 2014-2020



July 2017



**Kilkenny County Council
July 2017**

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1. Introduction

This report forms part of the statutory procedure for the making of a variation to the Kilkenny City and Environs Development Plan 2014 – 2020 (KCEDP). It addresses the submissions received during the 4 week public consultation period, from the 2nd to the 30th June 2017, in relation to Proposed Variation No. 3.

The purpose of the report is to:

- (a) report on the written submissions/observations received in relation to the proposed variation during the public consultation period.
- (b) set out the Chief Executive's response to the issues raised in the submissions/observations and;
- (a) make recommendations to the Elected Members on the issues arising from the consultation process.

This report is being furnished to the Elected Members of Kilkenny County Council in accordance with Section 13(4) of the Planning and Development Act 2000, as amended, for their consideration.

1.1 Proposed Variation

To alter the zoning in the Western Environs to maximise the potential housing supply in line with the Government's policy outlined in *Rebuilding Ireland*, and to ensure alignment of supply with current investment proposals. This Variation will comprise an update to parts of Chapter 3: Core Strategy and Zoning (Sections 3.3.1 Land Requirement, 3.3.2 Distribution of Housing Land requirement, 3.4 Development Strategy, and 3.4.6 Zoning Map Objectives, and changes to Figure 3.3 Zoning Objectives) to update the current status of development land since the Development Plan was made and also to include a revised location for schools' development.

1.2 Documents on Public Display

The documents put on public display for the Proposed Variation were:

- Public Notice
- Proposed Variation 3
- Appropriate Assessment Screening report
- Strategic Environmental Assessment Screening report

1.2.1 Public Display

The documents were placed on the Consult.kilkenny.ie consultation website and on the Council's own website. Hard copies of the documents were on public display in the following locations:

- Planning Office, Kilkenny County Council, County Hall, John Street, Kilkenny.
- Carnegie Library, Johns Quay, Kilkenny

People could make submissions from the 2nd to the 30th June 2017 by:

- Email to ourplan@kilkennycoco.ie
- Online at consult.kilkenny.ie
- Written submissions to Director of Services, Planning, Kilkenny County Council, County Hall, John Street, Kilkenny.

2. Submissions Received

In total, eleven (11) submissions were received to the proposed variation. Eight submissions were received by email, one through the Consult.ie website and two in hard copy.

2.2 Submissions to Proposed Variation 3 to KECDP

Below is a list of the submissions received.¹

Reference	Name
VM1	Department of Housing Planning Community and Local Government
V1	Kilkenny Carlow Education and Training Board
V2	National Transport Authority
V3	St. Kieran's College
V4	Mr and Mrs Michael Foley
V5	Cairn Homes, c/o Emma Flanagan
V6	Aine Hickey
V7	Director, Southern Regional Assembly
V8	Christopher O'Keefe
V9	Jim Maher
V10	Department of Education and Skills

¹ The full text of the submissions received are available to view at the following link:
<https://consult.kilkenny.ie/ga/consultation/proposed-variation-3-kilkenny-city-environs-development-plan>

3. Summary of Issues Raised, Chief Executive's Response and Recommendations

3.1 Submissions to Variation No. 3

Ref	Name	Summary
VM1	Department of Housing Planning Community and Local Government	<ul style="list-style-type: none"> a) Department welcomes considered approach using active land management of zoned land. b) Welcomes evidential basis of bringing land forward. c) Department supports the variation.
Response		
Comments of the Department welcomed and noted.		
Recommendation: No change to the proposed variation		

Ref	Name	Summary
V1	Kilkenny Carlow Education & Training Board	<ul style="list-style-type: none"> a) Supports the proposed variation. b) Considers that two second level colleges as essential education infrastructure for Kilkenny city. c) Requests that the Council make provision for smarter travel in its plans for the area in line with Government policy.
Response:		
Support for variation acknowledged. Smarter travel principles will be applied to the infrastructure and the overall development of the area.		
Recommendation: No change to the proposed variation		

Ref	Name	Summary
V2	National Transport Authority	<ul style="list-style-type: none"> a) NTA supports the development of housing occurring in tandem with necessary associated infrastructure and maximising the number of people living within walking and cycling distance to their local services. b) NTA developing a bus network for early 2018 comprising 2 routes one serving College rd/Old Callan Road. New layout should facilitate bus routes. c) Provision should be made for access by bus to the schools and the neighbourhood centre. The potential for extension of the bus service to be extended to the Western Environs neighbourhood centre into the future should be considered in the design of the schools' site and the area. d) NTA supports the approach taken in the Council's Mobility management plan and the Council should consider reviewing and updating the mobility management plan to reflect the planned initiative.

Response
<ul style="list-style-type: none"> a) Support noted. The philosophy of the plan is that necessary infrastructure would be delivered in tandem with housing. b) The road infrastructure for the area is designed to facilitate bus routes. c) Provision will be made for access by bus to the proposed schools and the neighbourhood centre into the future. d) The mobility management plan review will commence in 2017.
Recommendation: No change to the proposed variation

Ref	Name	Summary
V3	St Kieran's College	St Kieran's College expresses support for the development of lands in the Western Environs area. The infrastructure spend will open up the area for much needed housing.
Response:		
Support noted.		
Recommendation: No change to the proposed variation		

Ref	Name	Summary
V4	Mr. & Mrs Michael Foley	<ul style="list-style-type: none"> a) Variation provides for school campus in front of their houses on land currently zoned phase 2 instead of to the rear as before. b) High density houses may now be permitted to the rear of their existing homes. c) Public consultation was insufficient to allow them an effective opportunity to express their views d) The original LAP contained 3D perspectives which indicated the nature and scale of development proposed around them. e) The proposed variation should be subject to a full SEA as in the absence of the detail as provided in the original LAP, significant impacts cannot be ruled out. f) Variation does not give detail on the proximity, layout or scale or impact of housing to their rear of their properties. g) Seeks a minimum of 30m development buffer from rear boundary of their properties to the nearest housing, the first 15m being planted with screening. h) The text of the Variation should prohibit vehicular or pedestrian entrance opposite their properties.

		<ul style="list-style-type: none"> i) Existing Poulgour Rd and Castleinch Rd should be kept open for local residents and no construction traffic along these roads.  <ul style="list-style-type: none"> j) Access to the housing north of their houses should only be provided in conjunction with neighbourhood centre development and run to the centre of the neighbourhood zoning. k) Houses are serviced by private waste water treatment systems at present and would expect a connection to the new public mains. l) If variation agreed a supplementary design guide including plans and 3D perspectives reflecting changes should be prepared by the Council in consultation with Mr & Mrs Foley.
Response		<ul style="list-style-type: none"> a) Agreed; variation provides for school campus in front of their houses on currently phase 2 land instead of to the rear as before. b) The density requirements are set out in the table 3.5 as part of the proposed variation (36- 40 units/ha equivalent to 14- 16 units/acre). These density requirements were set out in the original LAP as being in the range appropriate for suburban development with the potential to support future bus services. c) The public consultation carried was as required under the statutory requirements. Mr & Mrs Foley were met on site during the course of the public display period. The public display period was not extended due to the ongoing work on the detailed design of the LIHAF infrastructure and to give certainty to the delivery of the two schools and housing under the LIHAF programme. d) The Urban Design guidance document that accompanied the original LAP did contain 3D images and set out to illustrate how the area might develop through the implementation of the principles set out. e) In accordance with the requirements of Article 13K of the Planning and Development Regulations (Strategic Environmental Assessment) 2004, a 'screening' of the proposed Variation was undertaken in respect of SEA. A Draft Screening report, setting out the Council's considerations with regard to the relevant criteria for determining whether the Variation was likely to have significant impacts on the environment as set out in Schedule 2A of S.I. No. 436/2004, was submitted to the relevant environmental authorities. None of the authorities advised that a Strategic Environmental Assessment should be carried out; the information contained in a response received from the EPA was taken into account. <p>The SEA screening, which had regard to the criteria set out in schedule 2A of S.I. No. 436/2004, did not indicate that the proposed Variation was likely to have significant impacts on the environment.</p>

- f) The proposed variation deals with phasing and zoning of land only. These changes must comply with the objectives of the County Development Plan, one of which (3B) is "to implement the vision, policy and objectives of the Western Environs LAP 2004 for the development of the area". As part of the LAP there is a recognition of the potential impact of new development on existing residential development in the area. A setback of 15m of new development from existing residential (back to back) is required along with appropriate screen planting and similarly scaled buildings to ensure that existing residences are minimally impacted by new development. The planning authority will seek to protect the amenities of existing developments while at the same time balancing that protection with the creation of new urban form.
- g) The proposals and rationale for dealing with buffering of existing houses is dealt with under (f) above.
- h) It is likely that there will be access to the school lands along the public roads which service Mr. & Mrs. Foley's house. The exact location and detailed design will be subject to proposals from the ETB in discussion with the roads design and planning sections of the Council and will be subject to a planning application in due course.
- i) The Poulgour Rd and Castleinch Rd will be bisected by the LIHAF infrastructure. The type of intersection proposed is be a signalized junction. Abandoned sections of the local roads are likely to be removed as the area is developed. The exact tie-in to the existing Poulgour and Castleinch roads will be subject to the contract but there will be access from the signalised junction to the Circular road. Access to the Circular rd will be maintained through the Castleinch Rd from the new junction.
- j) As part of the original LAP a road is planned to the west of Mr & Mrs Foley's house from the village centre (See point 20 on map 4 of the LAP) leading to the Kilmanagh Rd. The proposed road is located west of Mr Foley's boundary.
- k) Water services are now the responsibility of Irish Water. Connections to the water service network is the responsibility of Irish Water.
- l) The proposed variation will result in localized changes to the existing guidance document but the principles to the approach in design will not change as set out in the LAP and carried through into the current development plan. It is not proposed to make a new revised guidance document at this stage. A decision on whether to make a revised guidance document will be made for the 2020 City Development Plan, preparation of which begins next year.

Recommendation:

No change to the proposed variation.

Ref	Name	Summary
V5	CAIRN Homes	<ul style="list-style-type: none"> a) Supports the proposed variation 3 as owners of blocks K, L & P b) Supports the delivery of new residential development in the western environs to meet Kilkenny's identified housing and educational needs.
Response		Support for variation noted.
Recommendation:		No change to the proposed variation

Ref	Name	Summary
V6	Aine Hickey	<ul style="list-style-type: none"> a) Supports delivery of new homes in Kilkenny b) There is an over dependence on the car. Having new houses relying on cars is bad for the environment, health, traffic congestion and safety. c) The infrastructure for walking and cycling should be in place before houses. d) How will children be encouraged to walk /cycle to the proposed new schools? There should be a connection from the new park. e) Does the school need 4 hectares f) The area will not be developed in isolation. How will the area be connected with existing developments in the city? Mobility around the city generally and how people get to work, shopping, schools etc. Three examples are given , St Patrick's De La Salle, Kilkenny School Project, and CBS primary school.
Response		<p>(a) Support for the delivery of houses is noted.</p> <p>(b) The infrastructure that is to be constructed under the LIHAF will have cycle lanes and will be capable of accommodating bus services. A new mobility management plan dealing with the city and its environs will commence in 2017 which will address these issues.</p> <p>(c) The philosophy behind the development of the Western Environs is that the appropriate physical infrastructure, social and community facilities evolve in tandem with residential development. This is provided for by Table 3.5 of the variation.</p> <p>(d) Cycling facilities will form part of the new infrastructure being provided under LIHAF. Connections to the park area will form part of the detailed design of the park which has yet to be finalised.</p> <p>(e) The 4 hectares is a school campus for two schools and associated playing facilities. The size of the area has been agreed with the Department of Education and Skills.</p> <p>(f) Connections to the existing built up city will be dealt with through the new mobility management plan which will commence in 2017.(see V2 (d))</p>
Recommendation: No change to the proposed variation		

Ref	Name	Summary
V7	Southern Regional Assembly	<ul style="list-style-type: none"> a) The proposed variation and associated documents have been reviewed in conjunction with the South-East Regional Planning Guidelines 2010 – 2022 and relevant regional and national policy. b) It is considered that the proposed variation would represent a good example of active land management by the Local Authority which can support the delivery of new housing development at a location where it is capable of being developed in the short term. c) Given the limitations outlined of the existing zoned lands and the ready availability of pre-funded infrastructure to support development of the subject lands, the proposed variation would, therefore, support sustainable residential development together

		<p>with the development of new community and recreational facilities in a co-ordinated fashion for this urban extension of the city.</p> <p>d) It is considered that the proposed variation would advance important RPG Strategic Goals B4 and B6 for development of the main urban settlements and the availability of housing, would be consistent with implementation measures contained within the RPG Settlement Strategy and would satisfy the Planning Policy Objectives (PPO) 7.3 and 8.21 regarding provision of schools, sustainable residential development and urban design.</p>
	Response	Compliance with the Regional Planning Guidelines noted.
	Recommendation:	No change to the proposed variation

Ref	Name	Summary
V8	Christopher O'Keefe	<p>The document contains 51 bullet points with multiple bullet points dealing with the same issue. They are summarised below</p> <ul style="list-style-type: none"> (a) Points 1,2,3 4 The variation is premature pending the northern Ring Road Extension the IRR/CAS (b) Point 5 Second level college more appropriate on other side of River possibly Mart site. (c) Points 6, 36: No permission for adequate roads infrastructure for access to such a large development. (d) Point 7 Huge potential to impact on existing residential amenities. (e) Points 8,10,11,12,13,14,15,16,18,19,20,22,27,28,30,31,32,33,34,35,37, 38,41,42,43,44,45,47,48,- All these points relate to the requirement to carry out Strategic Environmental Assessment (SEA) and appropriate assessment (AA). (f) Point 9 The proposed development would add to overcapacity on existing transport links. (g) Point 17 Alternative solutions as stated in variation would require a variation to the development plan. The variation cannot give permission for plans or roads not outlined in the variation. (h) Point 21 The Western Environs LAP expired in 2010. Such a large change should have a new LAP (i) Point 23 No detail of the regulations regarding such high density (j) Point 24 no detail of transport changes to accommodate a large number of people. (k) Point 25 The plan does not outline how the houses will be kept affordable. (l) Point 26 Services such as schools park etc should be developed prior to housing (m) Point 39 Developer cannot grant permission

		<ul style="list-style-type: none"> (n) Points 40,46: Developer should pay costs of environmental surveys and public realm. (o) Points 48,49: all previous environmental/archaeological reports should be published. (p) Point 50 all contracts with third parties should be published (q) Point 51 Consult website should be accessible through mobile phones
Response		
<p>(a)The proposed variation sits within the overarching document of the Kilkenny City and Environs Development Plan 2014 – 2020, one objective of which is to implement the vision, policy and objectives of the Western Environs LAP 2004. The development of the area is based on existing and required infrastructure as the development parcels are rolled out. The required infrastructure is set out in Table 3.5. The quantum of development under the phasing proposed does not require the completion of the ring road.</p> <p>(b) The developed area will accommodate approximately 3,000 households which require second level education facilities. This was identified in the original 2004 LAP.</p> <p>(c) The infrastructure required to release the lands for housing and the proposed schools has the benefit of Part 8 and a confirmed CPO. It is CPO No.2 of 2006 confirmed by An Bord Pleanála on the 14th June 2007.</p> <p>(d) As part of the original LAP there is a recognition of the potential impact of new development on existing residential development in the area. A setback of 15m of new development from existing residential (back to back) is required along with appropriate screen planting and similarly scaled buildings to ensure that existing residences are minimally impacted by new development. The planning authority will seek to protect the amenities of existing developments while at the same time balancing that protection with the creation of new urban form.(cf V5 (f))</p> <p>(e)</p> <p>Strategic Environmental Assessment</p> <p>In line with the Planning and Development Acts, 2001-2016, the Proposed Variation was subject to a Screening for Strategic Environmental Assessment. I refer to the requirement under article 13K of the Planning and Development Regulations (Strategic Environmental Assessment) 2004 in relation to considering whether or not a proposed Variation to a Development Plan would be likely to have significant effects on the environment.</p> <p>In accordance with the requirements of Article 13K of the Planning and Development Regulations (Strategic Environmental Assessment) 2004, a 'screening' of the proposed Variation was undertaken in respect of SEA. A Draft Screening report, setting out the Council's considerations with regard to the relevant criteria for determining whether the Variation was likely to have significant impacts on the environment as set out in Schedule 2A of S.I. No. 436/2004, was submitted to the relevant environmental authorities.</p> <p>None of the authorities advised that a Strategic Environmental Assessment should be carried out; the information contained in a response received from the EPA was taken into account.</p> <p>The SEA screening, which had regard to the criteria set out in schedule 2A of S.I. No. 436/2004, did not indicate that that the proposed Variation was likely to have significant impacts on the environment.</p> <p>Appropriate Assessment</p> <p>Section 12 (7) of the Planning and Development Act 2000 (as amended), requires, inter alia, a determination to be made as to whether the Proposed Variation 3 warrants the undertaking of AA.</p>		

The AA screening process found that the proposed Variation 3 does not require any further assessment to demonstrate compliance with the directive in accordance with the methodological guidance on the provisions of Article 6(3) and (4) of the Habitats Directive 92/43/EEC.

Taking into account the findings of the AA process that are detailed in an AA Screening, the Council determined that the Proposed Variation 3 will not result in any effects on European Sites and consequently Stage 2 AA is not required.

Strategic Flood Risk Assessment

Section 2.2 of the SEA screening, includes the Strategic Flood Risk Assessment of the Proposed Variation. Following the advice of the *Guidelines for Planning Authorities, The Planning System and Flood Risk Management*², this Proposed Variation adopts a precautionary approach, and is proposing that the land located within the flood zones be rezoned to Recreation/Amenity/Open space. Since the adoption of the Kilkenny City and Environs Development Plan revised CFRAM maps were published by the OPW and these were taken into account in the SEA screening.

(f) *The transportation policy to manage traffic in a sustainable manner which allows the City and Environs to continue to grow and develop is clearly set-out in the Development Plan. The Western Environs Road as defined in this Plan is considered one of the key elements to achieve this objective. The Western Environs Plan has evolved with the strategic aim to co-ordinate transport and land-use planning, reducing the demand for travel and the reliance on the car in favour of alternative smarter modes of transport. The Western Environs Road is designed to encourage a modal shift to walking and cycling and public transport, and when complete will enhance the permeability for these category of users accessing the City Centre.*

(g) The alternative solutions statement refers to the necessary infrastructure for each development parcel in table 3.5. It will allow other technical solutions to come forward which in the detailed design were not foreseen in the original preliminary designs e.g in the provision of underground services. All of these services as part of the development parcels will require planning permission in any event. The variation does not give planning consent.

(h) The proposed variation deals with phasing and zoning of land only. The LAP was first adopted in 2004 and was incorporated into the Kilkenny city & Environs Development Plans in 2008 and 2014. The proposed variation deals with sequencing of development within the area and swapping of residential and community zonings. There is no increase in the overall development capacity. A completely new LAP is not required to achieve this.

(i) The density requirements are set out in the table 3.5 as part of the proposed variation (36-40 units/ha equivalent to 14- 16 units/acre). These density requirements were set out in the original LAP as being in the range appropriate for suburban development with the potential to support future bus services.(See V4 (d))

(j) Significant investment is being made into the road infrastructure to accommodate the transport needs of the proposed neighbourhood including cycling, walking and public transport provisions.

(k) The pricing of the housing is not a function of the proposed variation. The variation deals with planning issues.

(l) The development strategy of the LAP and the variation is to deliver infrastructure before or in tandem with housing.

(m) Agreed the Developer cannot grant planning permission. This is a statutory function of the Council.

² Department of Environment, *Guidelines for Planning Authorities, The Planning System and Flood Risk Management*, 2009

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(n) Within the development blocks the developers will be responsible for the costs of any studies that may be required as part of any planning application and will also be responsible for delivery of public realm within any proposed scheme. Cost incurred by the Council will be recouped through its development contribution scheme.

(o) All previous reports relating to the Western Environs LAP are published and are available.

(p) Works contracts will be advertised in accordance with procurement guidelines.

(q) The consult website is accessible through mobile phones. This has been confirmed by the IT section of the Council and by test.

Recommendation: No change to the proposed variation

Ref	Name	Summary
V9	Mr. Jim Maher	<ul style="list-style-type: none"> (a) Supports the development of proposed road from Circular Rd to the Callan Rd as it will relieve traffic off Circular Rd, Kenny's well Rd, Dominic St, Stephen St, and Old Callan Rd. (b) Would like to be reassured that the connection of Circular Rd to roundabout at Robertshill will not affect Mr. Maher's property on the Circular Rd.
Response		
(a) It is anticipated that the proposed road under the LIHAF funding will reduce traffic on the Circular road between Robertshill and Hotel Kilkenny. In the longer term maximum traffic benefits for Kenny's Well Rd, Dominic st, Stephen st and Old Callan Rd will require completion of the Central Access Scheme (phases 2 & 3).		
(b) The existing houses along the Circular road are not directly affected by the CPO.		
Recommendation: No change to the proposed variation		

Ref	Name	Summary
V10	Department of Education & Skills	<ul style="list-style-type: none"> a) It is the intention of the Department of Education and Skills to develop two post primary schools on the lands in question. Both projects are included in the Department's 6 year construction plan published in Nov 2015. The Department supports the proposed variation in the context of progressing the proposed educational development in question.
Response		
Support for the variation noted.		
Recommendation: No change to the proposed variation.		

3.4 Matters Arising

Following consideration of the issues raised through the written submissions and internal review, the following objective is recommended for inclusion as part of Variation 3 to the Kilkenny City and Environs Development Plan. On Map 4 of the LAP a connecting road is shown between point 25 in Block H to point 37 at the boundary to between Block H and E. This is not reflected in the text of the table 3.5 in the variation.

It is recommended therefore to insert in Table 3.5 in the 4th column under Block H the following:

2a Distributer road between point 25 and 37.

4. Summary of Recommendations of the Chief Executive

Of the eleven submissions received six supported the proposed variation without qualification.

Concerns were raised by two submissions in relation to Strategic Environmental Assessment (SEA) and Appropriate Assessment(AA). The requirements in relation to SEA and AA for preparing a variation have been followed and in both cases the requirement to carry such assessments have been screened out. The screening reports were published with the proposed variation and were circulated to the statutory authorities.

Other issues which arose in the submissions dealing with the protection of residential amenities of existing dwellings are sufficiently dealt with in the existing Development Plan and the 2004 LAP.

Both of these issues are dealt with in some detail in the body of the report through responses to the submissions.

The purpose of this Variation is to maximise and align the supply of housing land to the current investment opportunities being designated by the Government. The Western Environs area was the subject of an application under the Local Infrastructure Housing Activation Fund, with the Department of HPCLG (lodged in October 2016). That application was for funding for road infrastructure and the delivery of part of the River Breagagh Park. The CPO for the road infrastructure was confirmed in 2007. The application under LIHAF was successful with the Council securing €5.1m funding.

I recommend that the following change be made to the Proposed Variation 3 to the Kilkenny City & Environs Development Plan 2014 – 2020 to insert in Table 3.5 in the 4th column under Block H the following:

2a Distributer road between point 25 and 37.

Subject to the above change to the proposed variation, I recommend adoption of Variation 3 to the Kilkenny City and Environs Development Plan.

Colette Byrne,

Chief Executive