

KILKENNY CITY AND ENVIRONS DEVELOPMENT PLAN 2014-2020



Variation 3

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 comprises 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.

Introduction

In accordance with Section 13 of the Planning and Development Act 2000 (as amended), notice is hereby given that Kilkenny County Council varied the Kilkenny City and Environs Development Plan 2014-2020 on the 17th July 2017.

The purpose of Variation 3 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. Consultants have been appointed to update the detailed design and bring the project to tender and construction. The Western Environs area therefore will have the infrastructure to deliver significant housing in the short and medium term within the lifetime of the current Development Plan.

The Western Environs area has also been earmarked for the provision of two new secondary schools to serve the city; the Gael Coláiste and an ETB Co-Educational school, with investment being ring fenced by the Department of Education, and construction anticipated for 2018.

Variation 3

Variation 3 is incorporated into the Kilkenny City & Environs Development Plan in Section 3.3.1 Land Requirement and by inserting new sections 3.3.1.1 Action Plan for Housing and Homelessness, 3.3.1.2 Active Land Management and 3.3.1.3 Analysis. There are insertions and deletions in existing sections 3.3.1, 3.3.2 and 3.4 of the Kilkenny City &

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Environs Development Plan. There are also changes to Fig 3.2 Western Environs Development Parcels and Fig 3.3: Zoning Objectives.

The full text of the variation is outlined below and should be read in conjunction with the Kilkenny City and Environs Development Plan 2014-2020.

Chapter 3: Core Strategy and Zoning

3.3.1 Land Requirement

As set out in Chapter 2, the [RPGs](#) allocated Kilkenny City a population increase of 1,800 persons over the period 2010 – 2016. The results of the 2011 Census were factored into that growth rate which gave the following population estimate to be planned for the plan period 2014 – 2020. The population target for the city and county is set until 2020. Using the 2011 census data figures as a definitive figure, the assessment is broken down into two timeframes; from the 2011 census data to the expiration of the current plan; and for the period of the proposed plan from 2014 to 2020.

Table 3.1 Adjusted Regional Planning Guidelines figures						
	2011 Actual	2012	2014 ²⁷	2016	2020	2022
Kilkenny County	95,419	96,873	99,781	105,598	109,802	111,903
Kilkenny City	24,423	24,723	25,323	25,800	27,400	28,200

Applying an average household size of 2.57²⁸ to the population increase of 2,077 persons and an average density of 30 units per hectare (12/acre), this results in a land requirement of 27 hectares. Allowing for 50% over-zoning²⁹, a total of 40.4 hectares of land is required.

Between 2011 and 2014, provision has to be made to accommodate 900 persons. Applying the same rationale as above (using same household size and average density), 11.7 hectares of land is required. Allowing for 50% over-zoning, a total of 17.5 hectares are required.

In total then, 57.9 hectares of land are required between 2011 and 2020 (i.e. 40.4 + 17.5).

The analysis of housing activity since 2008 showed that there is an underlying demand for housing on large sites in the city which is at present satisfied by people building in the countryside close to the city.

In order to reflect that demand for housing on larger sites at lower than normal densities it is proposed to continue with the low density zonings at selected locations in the environs of the City. An additional area for low density zoning is identified at the Sion Road (1.95ha) and an additional area along the old Dublin road (0.69 ha).

²⁷The 2014 figures are obtained by disaggregating the [RPG](#) figures and applying the same growth rates to the 2011 Census figure.

²⁸Derived from CSO Census 2011

²⁹Department of Environment, [Development Plan Guidelines for Planning Authorities](#), 2007, Section 4.14

For the purposes of this plan the residential zoning has been broken into the following sub-categories: Existing low density residential, Phase 1 low density, Residential, Phase 1 Residential and Phase 2 Residential.

Existing residential reflects the existing built up areas of the city where there is limited potential for additional residential development in the form of small scale infill development. Phase 1 lands are those where the major expansion of green field residential development will take place over the period of the plan. Phase 2 land will only be considered for development during the life of the plan if certain criteria are met as set out in Section 3.3.2.1 below.

3.3.1.2 Action Plan for Housing and Homelessness- Rebuilding Ireland

Under the Government's policy, "Action Plan for Housing and Homelessness, Rebuilding Ireland"¹, a range of key and pressing issues in the housing policy and supply area were identified.

From that Action Plan targeted investment in enabling infrastructure to activate large housing development areas is one of the ways the Government considers that additional supply of housing can be brought forward.

In August 2016, the Department of Housing, Planning, Community and Local Government issued a competitive call for proposals from local authorities for investment in infrastructure sufficient to enable early activation of suitably scaled housing sites under its Local Infrastructure Housing Activation Fund (LIHAF).

KCC submitted a proposal to LIHAF and was awarded funding of €5.1m on the 28th March 2017 towards the construction costs.

The submission by KCC identified the Western Environs area of the City for the following reasons:

- Existing design proposal and CPO confirmed from 2007/9 (advanced state of readiness)
- Capacity to deliver housing of scale for the city with infrastructure in place
- Complementary funding from the wider public sector (Dept. of Education)
- Support for network extensions through Irish Water
- High standard of innovation in urban design and place making
- Pre-planning enquiries

3.3.1.3 Active Land Management

Active land management is encouraged by the Department of Housing, Planning, Community and Local Government. Through measures such as the Core Strategy, Derelict sites, and the Vacant sites levy and through the provision of making and varying County and City

¹ Government of Ireland, *Action Plan for Housing and Homelessness, Rebuilding Ireland, 2016*

Development Plans, the local authority has the tools to align the availability of lands with investment priorities.

This is to ensure that the right development takes place in the right locations and at the right time and in providing the social, economic and physical infrastructure necessary. Active land management can:

- Reinforce a plan led and evidenced based approach to development.
- Proactively drive and support sustainable development.
- Support the transition to a low carbon future.
- Support the development and further development of new communities
- Assist in the creation of a sense of place.
- Support the preparation and enhancement of environmental quality.
- Further refine the alignment of funding, social, and physical infrastructure to available land.
- Ensure that the land zoned for development actually comes into use as anticipated over the life of the current Development Plan and in tandem with the supporting infrastructure.

3.3.1.4 Analysis

Under the 2014-2020 Kilkenny City Development Plan as adopted there is 14.9ha (36.8 acres) of Phase 1 housing land designated in three separate blocks within the Western Environs. While this has the potential to deliver 230² houses it is considered insufficient to have a significant impact on the medium terms needs of the City.

In order to achieve the following:

- A sufficient landbank of green field housing land in the city with capacity to deliver up to 747³ housing units
- Maximise the housing potential of the lands immediately adjacent to the proposed park and road infrastructure
- Create a symbiotic relationship between the simultaneous development of the school campus, the infrastructure and the housing and to
- Create the framework for effective working partnerships

It is proposed to:

1. Add an additional 10ha of Phase 1 housing land in an area adjacent to the proposed park and road
2. Relocate the school campus from the northern side of the local road (the L-6870-9) to the southern side of the local road and increase it in size from 3.7ha (9 acres) to 4 ha (10 acres).

² 230 houses can be delivered in accordance with previous permissions in the area (04/1757 + 06/1089)

³ 24.9 ha x 30 units/ha = 747 units (See Table 3.4)

Table 3.2: Core Strategy Table 2014 - 2020						
Location	Population allocation	Housing land requirement (Ha)	Existing zoning (Ha)	Proposed zoning ³⁰		Housing yield
				Phase 1	Phase 1 LD	
Kilkenny City & Environs	2077	40.4	62.23 ³¹	62.58	10.33	1,663 ³²

Table 3.3: Final land allocation Table 2011 - 2020						
Location	Population allocation	Housing land requirement (Ha)	Existing zoning (Ha)	Proposed zoning ³³		Housing yield
				Phase 1	Phase 1 LD	
Kilkenny City & Environs	2977	57.9	62.23	62.58	10.33	1,663 ³⁴

3.3.2.1 Housing Land and Phasing

Development will be permitted in principle on all Phase 1 lands during the period of the Plan (2014-2020). Phase 1 lands include all residential zoned lands with existing permissions. In order to ensure continuity of housing supply during the Plan period, Phase 2 lands may be considered for development providing that proposals satisfy a core strategy justification and where applicable, satisfactorily demonstrate that existing infrastructural deficiencies have been addressed to facilitate the development.

Phase 2 lands will be considered if 75% of land in phase 1 has been committed for development (permission granted) and that the remaining uncommitted land in phase 1 is unavailable for development or is unlikely to be adequately serviced within the lifetime of the plan.

³⁰ In the proposed zonings an allocation has been made for the population increase between 2011-2014 which is 900 people which gives a land requirement of 17.5ha. This is then added to the 2014-2020 figure of 40.4 ha to give the requirement from 2011 to 2020 of 57.9ha.

³¹ In the Draft Plan this figure was 52.48. Lands outside of the Western Environs and Loughmacask LAP areas (9.7ha) were not included in the existing zoning figure. This has now been rectified with the revised figure of 62.23ha

³² 62.58 Ha – 10.49 hectares in Loughmacask = 52.01 ha x30units/ha = 1560 housing units. 10.33ha x10 units/ha =103 units. Total yield = 1,663 (See Variation 3, Appendix 1 for further detail).

³³ In the proposed zonings an allocation has been made for the population increase between 2011-2014 which is 900 people which gives a land requirement of 17.5ha. This is then added to the 2014-2020 figure of 40.4 ha to give the requirement from 2011 to 2020 of 57.9ha.

³⁴ 64.58 Ha – 10.49 hectares in Loughmacask = 52.01 ha x30units/ha = 1,560 housing units. 10.33ha x10 units/ha =103 units. Total yield = 1,663

Proposals for phase 2 lands within the timeframe of the Development Plan will have to demonstrate:

- How the development is consistent with the Development Plan Core Strategy
- That demand exists for the proposed development based on an assessment of existing housing supply, vacancy, unfinished estates and volume of unit types in the area.
- There is adequate provision of water services infrastructure to serve the development.
- The provision of adequate transport infrastructure in the area to service the proposed development, and how it will contribute across all modes (vehicular, cycle and pedestrian linkages).
- The capacity of services in the area to cater for the proposed development, including childcare, schools, other community services, open space, retail and commercial services.
- The contribution of the proposed development to the achievement of specific Development Plan objectives.

Table 3.4: Areas of Phasing		
Area	Phase 1	Phase 2
Western Environs	24.9ha	61.7 ha
Loughmacask	23.5ha ⁴	25.8
Other Areas	24.51ha	34.07
Total	72.91 ha	121.57

3.3.2.2 Phasing within LAP areas

The Western Environs LAP was adopted in 2004 by both local authorities and was subsequently incorporated into the 2008 Kilkenny City Development Plan. This contained a total of seventeen land parcels. Development in each parcel in the Western Environs LAP is also contingent on the delivery of key infrastructure and services. Since 2004, permission has been granted on three parcels and construction commenced on two. Two of the permissions have expired. Having regard to the

- facilities and amenities delivered and proposed,
- the current level of permitted development (April 2017),
- the extent of infrastructure funding made available, and
- the anticipated delivery timeframe⁵,

⁴ Of the 23.5 ha of land in phase 1 in Loughmacask, permissions have expired on 10.49 ha of land and it is considered unlikely that units would be delivered on these lands before the end of the plan period

⁵ The design team has been reappointed and it is anticipated that tender documents will be issued Q4 2017 with construction to commence Q1 2018.

development parcels of J, L, P, Q and E and parts of H, and N, have been included in this Core Strategy as Phase 1; see Figure 3.2 Western Environs Development Parcels and Table 3.5⁶.

The Loughmacask LAP was adopted in 2008⁷. This LAP divided the area into ten parcels, from A through J, and set out a strict programme for the delivery of key infrastructure in conjunction with the development of each parcel. The development parcels are also phased in the LAP, with Parcels A, B, C, D and I in Phase 1. Parcels E, F, G and H are included in Phase 2. Parcel J is industrial and not included in the phasing. The phasing within the LAP has been taken into account in the proposals under this Core Strategy and phase 1 lands within the LAP of 23.5 hectares have been included in phase 1 lands within the Core Strategy and the requirements for infrastructure delivery with each parcel allows for the development of the lands on a phased basis. The infrastructural deficits on these lands are noted, and the Planning Authority is of the opinion that development here is unlikely during the remaining lifetime of the Plan⁸ on lands on which there are no extant permissions.

Outside of the areas covered by the local area plans there will be an additional 24.5 ha zoned for residential development with 5.6ha targeted at low density development within the development boundary. These are located at New Orchard and at Dublin road at Leggettsrath.

3.4 Development Strategy

The core strategy for the city has been outlined in Section 3.3. A total land requirement of 74.9 hectares of land will be zoned as Phase 1.

The spatial distribution of that land will be mainly between the two neighbourhoods of the Western Environs and Loughmacask which account for 48.4ha and the remainder (24.5ha) is spread across other locations. This distribution underpins a balanced, compact form for the City and Environs. This compact form, combined with efficient transport links between the various land uses, will facilitate easier circulation and mobility within Kilkenny City and Environs. It is designed to reinforce the City centre as a place for work, shopping, services and living. The City centre will be supported by the four neighbourhoods of Loughboy, Newpark, Western Environs and Loughmacask.

From the analysis carried out by the Planning Department of the entire Phase 1 lands it is considered that 10.49ha of Phase 1 land in Loughmacask can be discounted from the likelihood of development within the plan period (2014- 2020).

This approach is in complete harmony with the development role envisaged for Kilkenny city as a Hub in the National Spatial Strategy, the economic policy for the city and county and the protection and enhancement of environmental qualities.

⁶ As only 0.3 ha of Parcel N is being included, Parcel N is not included in Table 3.5. Parcel H will have 1.76 ha in phase 1, 32.2 % of its developable area.

⁷ Loughmacask LAP 2008 Kilkenny County Council and Kilkenny Borough Council

⁸ See Appendix 1 attached to Proposed Variation 3, for further analysis.

Objective

3A To promote the redevelopment and renewal of areas in need of regeneration

The Councils have recognised a need for high quality low density housing in order to stem population leakage from the City. In this regard two additional low density zoned areas totalling 5.6ha have been added to the land requirement to facilitate low density high quality housing. This is in addition to the areas previously identified in the 2008 – 2014 Development Plan.

3.4.1 Western Environs

In 2004 the Councils adopted a local area plan for the Western Environs of the city. The LAP set out a vision for the future of the area as it evolves as an integral part of the City while at the same time retaining its own identity. The plan provided for the area to be developed in an orderly fashion over an extended period. The area was divided into development parcels and the development of those parcels was linked to the provision of necessary infrastructure.

To date two parcels of land (P & Q) have been partially developed. Table 3.5 shows the development criteria for parcels H, J, L, P, Q and E included in phase 1 lands of the core strategy.

Objective

3B To implement the vision, policy and objectives of the Western Environs Local Area Plan 2004 for the development of the area.

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Table 3.5: Development Criteria for land in Western Environs⁹						
Parcel name	Area in hectares (gross)	Character of area	The following Infrastructure must be in place before this parcel can develop Alternative solutions to the necessary infrastructure can be proposed and accepted provided there is no reduction in the level of infrastructure required.	The following non-residential facilities must be in place within the plan area before housing can be developed in this parcel	This Parcel Must Contain	This Parcel May Contain
Block E	3.90	Higher Density Residential	<ol style="list-style-type: none"> 1. Upgrade of Kilmanagh Road between Point 29 and Point 39. 2. Inner Relief Road/Circular Rd. between Point 22 and Point 29. 3. Inner Relief Road/Circular Rd. between Point 22 and Point 3. 4. Distributor Road between Point 37 and Point 26. 5. Upgrade of the Callan Rd. from Point 3 to Point 5. 6. Water mains from Point 26 to Point 37. 7. Foul water sewers from point 37 to outfall at point 42. 8. Surface water sewers from point 37 to outfall at point 31. 9. Water mains foul and surface water drains, gas, electricity, TV and telecom services to serve the development. 		<p>Residential development at a mean density of 36-40 residential units/hectare (14.5-16/acre)</p> <p>A crèche or other pre-school facility</p> <p>Open Space LP12, laid out and landscaped (incorporating a play area) and with a management agreement in place to the satisfaction of the planning authority.</p>	<p>Bed and breakfast/guesthouse</p> <p>Clinic or surgery</p> <p>Community facilities</p> <p>Convenience store(s) of not more than 100 m sq. net floor area.</p> <p>Crèche and/or playgroup</p> <p>Halting site/group housing scheme, Hotel, public house, restaurant, café</p> <p>Live/work units and small workshops, Public service installation, Retirement and/or nursing home</p>

⁹ See Western Environs Local Area Plan 2004, Map 1:Development Parcels, Map 4: Road Layout and Map 5: Watermain Layout

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Block H	7.60	Higher Density Residential	<ol style="list-style-type: none"> 1. Distributor road between Point 21 and Point 20¹⁰. 2. Distributor Road between Point 25 and Point 20. 2a Distributor road between point 25 and Point 37. 3. Inner Relief Road between Point 21 and Point 3. 4. Upgrade of the Callan Rd. from Point 3 to Point 5. 5. Water mains from Point 26 to Point 25. 6. Water mains from Point 25 to Point 20. 7. Water mains from Point 20 to Point 43. 8. Foul water sewers from point 40 to outfall at point 29. 9. Surface water sewers from point 40 and 25 to outfall at point 30. 10. Water mains foul and surface water drains, gas, electricity, tv and telecom services to serve the development. 	<ul style="list-style-type: none"> • Open Space P1 or P2, with surface water attenuation swales 	<ul style="list-style-type: none"> • Residential development at a mean density of 36-40 residential units/hectare (14.5-16/acre) • Open Space P3 	<p>Convenience store(s) of not more than 100 m sq. net. Crèche Live/work units and small workshops Retirement home</p>
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¹⁰ In the 2004 LAP there was a requirement to deliver the IRR to the city centre as a piece of necessary infrastructure. On the basis of 1.7ha (32.2%) of block H and all of Block M being excluded from Phase 1 this requirement is not required at this stage.

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Block J	7.40	Higher Density Residential/Village Centre	<ol style="list-style-type: none"> 1. Inner Relief Road between Point 3 and Point 38. 2. Upgrade of the Callan Rd. from Point 3 to Point 5. 3. Distributor road between Point 21 and Point 40. 4. Water mains from Point 40 to Point 43. 5. Foul water sewers from point 40 to outfall at point 13. 6. Surface water sewers from point 40 to outfall at point 31. 7. Water mains, foul and surface water drains, gas, electricity, tv and telecom services to serve the development. 	<p>Open space area P3 and P2, with title transferred to the local authority, laid out and landscaped to the satisfaction of the planning authority.</p> <ul style="list-style-type: none"> • The school campus site 	<ul style="list-style-type: none"> • Residential development at a mean density of 36-40 residential units/hectare (14.5-16/acre) on lands zoned for residential development 	<p>Convenience store(s) of not more than 100 m sq. net. Crèche Live/work units and small workshops Retirement home Café Medical facility, clinic and/or surgery</p>
Block L	7.20	Higher Density Residential/Village	<ol style="list-style-type: none"> 1. Inner Relief Road from Point 3 to Point 21. 2. Upgrade the Callan Rd. from Point 3 to Point 5. 3. Distributor road from Point 15 to Point 19. 4. Distributor road from Point 19 to Point 21. 5. Water mains from Point 2 to Point 24. 6. Water mains from Point 19 to Point 43. 7. Water mains from Point 12 to Point 21. 8. Foul water sewers from points 	<p>Open space area P4, with title transferred to the local authority, laid out and landscaped to the satisfaction of the planning authority.</p>	<ul style="list-style-type: none"> • The school campus site • Not less than 50% residential use by area within the Village Centre zone 	<p>Bank(s) or financial institution(s) Bed and breakfast/guesthouse Café Community facilities Crèche and/or playgroup Cultural and/or educational use/library Halting site/group housing scheme Hotel, hostel, Live/work units</p>

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			<p>12 and 15 to outfall at point 29.</p> <p>9. Surface water sewers from points 40 and 15 outfall at point 30.</p> <p>10. Surface water sewers from point 12 to outfall at point 31.</p> <p>11. Water mains, foul and surface water drains, gas, electricity, tv and telecom services to serve the development.</p>			<p>Medical facility, clinic and/or surgery</p> <p>Offices</p> <p>Place of public assembly</p> <p>Place of public worship</p> <p>Public/civic buildings,</p> <p>Garda Station</p> <p>Public house,</p> <p>restaurant,</p> <p>Public service installation</p> <p>Residential institution</p> <p>Recreational facility/clubhouse</p> <p>Retail (convenience and comparison)</p> <p>Retirement and/or nursing home.</p> <p>Small workshops.</p>
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Block P	12.70	Medium/Higher Density Residential	<ol style="list-style-type: none"> 1. Upgrade of the Callan Rd. from Point 3 to Point 5. 2. Distributor road from point 7 to Point 10. 3. Distributor road from Point 8 to Point 11. 4. Inner Relief Road from Point 3 to point 12. 5. Water mains from Point 2 to Point 8. 6. Water mains from Point 3 to Point 12. 7. Water mains from Point 8 to point 11. 8. Foul water sewers from points 7, 10, 3 and 12 to outfall at point 13. 9. Surface water sewers from points 7, 10, 3 and 12 to outfall at point 32. 10. Water mains foul and surface water drains, gas, electricity, TV and telecom services to serve the development. 	<p>Either open space area P2, with title transferred to the local authority, laid out and landscaped to the satisfaction of the planning authorities.</p>	<p>Residential development at a mean density of 33-40 residential units/hectare (13-16/acre)</p> <p>A crèche or other pre-school facility</p> <p>Open Space LP7, laid out and landscaped (incorporating a play area) and with a management agreement in place to the satisfaction of the planning authority.</p>	<p>Bed and breakfast/guesthouse Clinic or surgery Community facilities Convenience store(s) of not more than 100 m sq. net floor area. Crèche and/or playgroup Halting site/group housing scheme, Hotel, public house, restaurant, café Live/work units and small workshops, Public service installation, Retirement and/or nursing home.</p>
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Block Q	8.25	Medium Density Residential	<ol style="list-style-type: none"> 1. Extension of the 30 mph speed limit to Point 1 on the Callan Road. 2. Upgrade of the Callan Rd. from Point 1 to Point 5. 3. Distributor road from Point 2 to Point 7. 4. Water mains from Point 2 to point 7. 5. Foul sewers from point 7 to outfall at point 5. 6. Surface water sewers from point 7 to outfall at point 4. 7. Water mains, foul and surface water drains, gas, electricity, TV and telecom services to serve the development. 		<p>Residential development at a mean density of 33-36 residential units/hectare (13-14.5/acre)</p> <p>A crèche or other pre-school facility</p> <p>Open Space LP6, laid out and landscaped (incorporating a play area) and with a management agreement in place to the satisfaction of the planning authority.</p>	<p>Bed and breakfast/guesthouse</p> <p>Clinic or surgery</p> <p>Community facilities</p> <p>Convenience store(s) of not more than 100 m sq. net floor area.</p> <p>Crèche and/or playgroup</p> <p>Halting site/group housing scheme</p> <p>Hotel, public house, restaurant, café</p> <p>Live/work units and small workshops</p> <p>Public service installation</p> <p>Retirement and/or nursing home.</p>
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3.4.6 Zoning Map Objectives – See Figure 3.3

Z14 Western Environs Community Facilities – to facilitate the provision of two secondary schools on the Community Facilities zone at this location.