



Comhairle Contae Thiobraid Árann
Tipperary County Council

Carrick-on-Suir & Environs Local Area Plan 2025 - 2031

Appendix 1 Serviced Land Assessment

June 2025



1.0 Introduction

This Serviced Land Assessment (SLA) (including Settlement Capacity Audit) has been developed having regard to the standardised methodology provided in Appendix 3 of the NPF; Sections 4.5.2 and 6.2.5 and Appendix A of the Development Plan Guidelines for Planning Authorities (DHLGH, 2022); and the OPR Practice Note PN04 Planning for Employment Growth - The Development Plan and Employment Lands (August 2024). An assessment of the capacity of existing lands zoned for development has been carried out under a number of pre-set criteria in order to establish suitability for future development. Both **Residential (Section 2)** and **Employment (Section 3)** lands have been assessed.

2.0 Residential Assessment

2.1 Population Growth

Landuse zoning provision must accord with the Core Strategy of the TCDP Volume 1, Table 2.4, where it is projected that the population of the Plan area will increase by 1,154 persons to 6,925 persons by 2031.

The LAP timeline is 2025 – 2031, therefore, the LAP landuse zoning requirement was adjusted by considering the TCDP 2028 Core Strategy framework, and applying 3 additional years (2029, 2030 and 2031) over and above the 2028 population targets. This results in a minimum requirement for approximately 28.5ha¹ of lands to be zoned for new residential use in order to accommodate projected population growth. Consideration has also been given to the Guidelines and their provision that zoned housing land, that is serviced, serviceable and can be developed for housing within the life of the new plan, should not be subject to de-zoning.

Consolidation and infill development underpin the development strategy in this LAP in line with achieving Strategic Objective No. 1 (Compact Growth) of the NPF. National Policy Objective (NPO 3c) of NPF requires that at least 30% of all new housing units must be delivered within the existing built-up footprint area of the town. This principle has been embedded in this SLA and the resultant land zoning map.

¹ (19ha /6 years) x 3 (years) = 9.5ha plus 19ha = **28.5ha** 2025 – 2031.

Density applied was 20/ha and 'additional capacity' was applied at 25%, this equates to a minimum requirement of **28.5ha** new residential lands.

2.2 Site Identification

The Carrick-on-Suir Town Development Plan 2013 identified land under eight land use zones. Residential use was generally permitted under the zoning of New Residential, Existing Residential and Town Centre zonings and was open for consideration under the Social and Public zoning. The current amount of zoned land available (that could accommodate new residential development) under the relevant headings is set out below in Table 1.

Table 1: Land use type that supports residential use as set out in the Carrick-on-Suir Town Development Plan 2013	
Existing Land Use Zoning Type	Ha
New Residential	17.68
New Residential Phase 2	18.09
Existing Residential	110.19
Town Centre	18.32

This provided for **35.77 ha** land zoned solely for 'New Residential' use, not including the mixed-use zoning types of 'Town Centre'.

This SLA has examined potential sites in consultation with infrastructure providers across all these zoning types as outlined in the Carrick-on-Suir Town Development Plan 2013, that are **undeveloped and available** for development. All available lands have been assessed by the SLA as part of the determination of what lands shall be zoned as suitable for residential development over the lifetime of the Carrick-on-Suir LAP 2025-2031.

This Draft LAP has set out revised land zoning across 10 headings with land-use zoning allocations also revised, the new zone types and allocations are set out in Table 2.

Table 2: Proposed Landuse Zone Type as set out in the Carrick-on-Suir LAP	
New Land zoning Type	Ha
Existing Residential	90.34
New Residential	30.63

Strategic Reserve	10.39
Urban Core	17.04
Regeneration	0.95
Employment	53.63
Community Services & Infrastructure	31.86
Open Space & Recreation	35.21
Amenity	14.90
Town Environs	551.69

This provides for 30.63ha of land dedicated for 'New Residential' use only (not including urban core or mixed-use zoning types and infill sites within existing residential areas).

In addition, 10.39ha of land has been identified as 'Strategic Reserve' and in time, subject to delivery of infrastructure. This 'Strategic Reserve' will become available for development, to ensure a pipeline of suitable lands beyond the lifetime of the Draft Plan.

2.3 Methodology

Sites for residential development were appraised based on 'Infrastructural Requirements' and 'Sustainable Planning Criteria'. This enabled each site to be allocated a category based on its suitability for residential development, the allocation system is set out below:

Score	SLA Assessment allocation requirements
Tier 1	Serviced Land - Existing infrastructure can support the development of the site, subject to on-site works, some minor works at access points or linking into available existing systems.
Tier 2	Serviceable Land - Some off-site works are required but could be delivered as part of a planning application to develop the site or capital investment is identified to facilitate development over the course of the plan.
SR	<p>The land could may not be serviceable within the lifetime of the Plan but is likely to be serviceable in future years, once other lands have been developed or other infrastructure delivered.</p> <p>The land is designated as 'Strategic Reserve'.</p>

Rezone	Where the site did not come under any of the above, it was rezoned to an alternative use
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The availability of the following infrastructure has been considered in relation to the site:

- Roads
- Footpath
- Water Supply
- Cycle lane
- Public Lighting
- Foul and Surface water Infrastructure (Uisce Éireann datasets)

In addition, the following ‘Sustainable Planning Criteria’ were considered in relation to each site.

Criteria (Y/N)	Sustainable Planning Criteria applicable to the site
Compact Growth	Is the site located within the Compact Growth area (Town Profile Plan)
Walking Analysis	Is the site located within 5-10-minute walking distance to the town centre
Walking Analysis	Is the site located within 10-15-minute walking distance to the town centre
Cycling Analysis	Is the site located within a 15-minute cycling distance to the town centre
Consolidation/ Sequential	That the development of the land will contribute to or complete the strategic development of the wider area by virtue of consolidating an existing built pattern

All lands identified by the SFRA identified to be at risk of flooding were discounted from the assessment and consideration was given to risk arising for localised ground water flooding. The sites subject to this residential SLA are mapped. Please refer to SLA Table A for the corresponding SLA table to accompany SLA Map A.

Sites for employment uses were subject to a very similar SLA approach. However, ‘Strategic Reserve’ was not applied, as it was considered that lands currently zoned are serviced and servicable and suitable for employment use in terms of the parameters against which they were assessed.

The lands analysed were in excess of the land needed for the lifetime of the Plan. However, the sites were examined in terms of their suitability for zoning to establish a baseline. There were 16 potential areas for residential development examined and 4 potential areas for employment development. The sites that were assessed are illustrated in Maps A&B in this document and listed in Table A and B below.

The results of the assessment will be used to determine the land use zoning decisions in accordance with the residential lands requirement and quantum of land needed for employment in Carrick-on-Suir.

2.4 Residential Development

In line with the Development Management Guidelines for Planning Authorities (DHLGH, 2022), and after a detailed assessment, residential and mixed-use land for Carrick-on-Suir has been allocated.

Table 3: Area of land in Carrick-on-Suir capable of accommodating new residential development		
Land zoning	Area (ha)	Description
Tier 1 New Residential	30.63	Serviced Land
Tier 2 New Residential		Lands that are serviceable ² within the lifetime of the LAP
Strategic Reserve	10.39	Long-Term Strategic and Sustainable Development Site. Sites that may deliver housing within the subsequent plan period (i.e. more than 6 years). (4.4.4 of the Guidelines)
Urban Core	17.04	Mixed Use, including Residential
Existing Residential	90.34	Can provide for residential development
Regeneration	0.95	Mixed Use, including Residential

Please refer to Chapter 5 of the Draft LAP for further details on proposed residential development in the Carrick-on-Suir LAP area. It should be noted that the Sustainable Transport Plan attached as Appendix 2 to this Plan, has been prepared in tandem with this SLA process and will ensure sustainable access and mainstreaming of active travel to link residential areas with the town centre, employment locations and other services and amenities in the town.

² Subject to the approval of Uisce Éireann on a case by case basis

3. Economic Development

An assessment of employment lands has been undertaken having regard to the guidance provided in the Development Plan Guidelines 2022 and the OPR Practice Note PN04 Planning for Employment Growth - The Development Plan and Employment Lands (August 2024). As per both these policy documents, the methodology used has been tailored to suit resources available and the local characteristics and economic circumstances of Carrick-on-Suir. This assessment is undertaken in three stages as follows:

- Stage 1 – Review of Existing Employment Lands and Serviced Land Assessment.
- Stage 2 – Forecast Workforce Supply.
- Stage 3 – Determine and Quantify Employment Land Requirements.

3.1 Review of Existing Employment Lands & Serviced Land Assessment

A review of existing employment land in Carrick-on-Suir has been undertaken to determine serviced employment land that is suitable for development. Below is a summary of the review and should be read in conjunction with Table B and Map B of the Employment Serviced Land Assessment (ESLA).

Site	Previous Zoning	ESLA Determination	Existing Conditions	Available Land
Mill River Business Park & Mart Site	Light Industrial	Existing Mill River Business Park to retain employment zoning. Former Mart Site to be re-zoned 'Regeneration'.	Existing Mill River Business Park is fully developed.	None
Land adjacent to train station	Light Industrial	Tier 1	Vacant land	2.9ha
Tinvane Retail Park	Light Industrial & Agriculture	Tier 1	Partially developed	3.9ha
Three Bridges Business Park & Ballylynch Business Park	General Industrial	Tier 1	Partially developed	24.5ha
Lidl, Topline and Circle K	Existing Residential	Re-zone 'Employment'	Fully Developed	None

Total Available Employment Land for Development	31.3ha
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The main tracts of available land are located to the east of the town on the N24, comprising c. 24.5ha of undeveloped land within the Three Bridges Business Park and the Ballylynch Business Park; 3.9ha within the Tinvane Retail Park; and 2.9ha adjacent to the train station. These lands have been determined to be 'Tier 1' lands in the Employment Serviced Land Assessment (see Table B and Map B).

3.2 Forecast Workforce Supply

In order to determine the future potential workforce by the end of the plan period, the demographic and labour supply approach set out in the Development Plan Guidelines (2022) and the OPR Practice Note PN04 Planning for Employment Growth - The Development Plan and Employment Lands (August 2024) has been used as set out below.

Population Target

The Target Population Growth of Carrick-on-Suir to 2031 = **1,154 persons** (as per TCDP 2022 Core Strategy).

Working Population

The working population is based on a calculation of those aged 15 years of age and over in the workforce. The proportion of population in this age category in Carrick-on-Suir is 82% (Census 2022), leaving a total of **947 persons**.

Labour Force Participation Rate

The Labour Force Participation for Carrick-on-Suir is 45% (Census 2022), which leaves a potential workforce of **426 persons**.

Jobs Ratio

The present jobs ratio in Carrick-on-Suir is 0.88. Given the significant opportunities for employment in Carrick-on-Suir, particular in tourism, indirect tourism, manufacturing, logistic and warehousing industries, it is considered that this is a modest jobs ratio. The town should target a job ratio of at least 1:1.2 over the lifetime of the Plan to provide a more self-sustaining town. Applying this ratio leaves a figure of potentially **511 additional jobs** located within Carrick-on-Suir.

3.3 Determine & Quantify Employment Land Requirements

The previous sections determined the quantum of land available for employment and estimated the number of new employees to be catered for in Carrick-on-Suir in line with projected population growth. The next step is to determine what sectors the additional employees will be employed in and the quantum of land required to cater for these specific employment sectors.

Policy Context

The Local Economic and Community Plan (LECP) for Tipperary sets out as a high-level goal for enterprise stating: *“that Tipperary would be characterised by a diverse, innovative and environmentally aware economy in which enriching employment opportunities are available for all its citizens and the necessary education and training opportunities are easily accessible by all.”*

The Southern RSES recognises Carrick-on-Suir within the hinterland area of the Waterford Metropolitan Area and advises that sustainable growth of the towns within the hinterland area provide long-term options for employment and residential locations, with sustainable transport links to the Metropolitan Area. Carrick-on-Suir is also recognised as being located on the Limerick-Waterford Transport and Economic network/axis. The NDP and the RSES have identified the upgrade of the Limerick-Waterford rail line, and the N24 linking Waterford-Limerick as key infrastructural requirements. The Southern RSES sets out priorities for the town which are continued urban renewal, improved public transport links to the Metropolitan Area and a focus on local job creation.

The TCDP 2022-2028 was developed having regard to the Southern RSES and the Mid-West Regional Enterprise Plan 2022, which consider the emerging economic sectors and job opportunities for the region. The TCDP has designated Carrick-on-Suir as ‘District Town’ with potential for expansion in the areas of large employment/industry, having consideration to its location, and environmental and infrastructural capacity.

As outlined in the Written Statement, Carrick-on-Suir also has exceptional potential as a regionally important heritage, cultural and recreational tourism destination and the growth of the tourism industry in the town is supported in the LAP.

Planning History Review

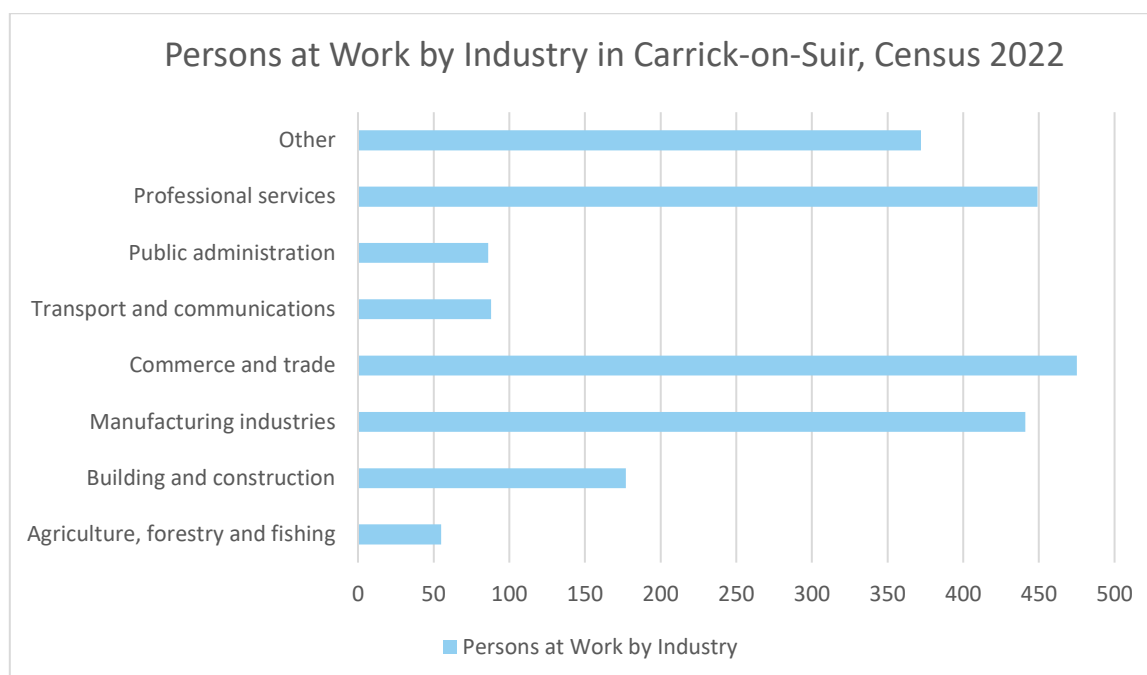
A review of planning permissions for commercial development in Carrick-on-Suir has been undertaken for a 5-year period (since 2018) to determine the type of employment demand/growth in the town, with the results detailed in the table below.

Planning Ref	General Description	Total Floor Area (m ²)	Employment Sector
2360162	Extensions to existing mixed dry recycling building	1,558	Industry
22620	Extension to Lidl	98	Retail
2260214	Civic Amenity Facility	7,100	Industry
211028	Car Wash	124	Industry
21791	Vehicle & Plant Maintenance Facility	372	Industry
201586	Bar and Restaurant	1,426	Hospitality
201185	Waste Transfer Facility	8,000	Industry
201223	Pharmacy	376	Retail
24201	Bar Lounge and Toilets	70 (new application)	Hospitality
2460698	Kitchen Manufacturing Facility & 6no. light industrial units.	3,093(new application)	Industry
Total Permitted Floor Area		22,217	
Industry		20,247 (91.1%)	
Retail		474 (2.2%)	
Hospitality		1,496 (6.7%)	

It is evident from the above that 'industry' accounts for the majority (over 90%) of the commercial planning permissions in Carrick-on-Suir.

Trends

According to Census 2022, the key employment sectors for Carrick-on-Suir are as follows:



These industries can be generally grouped as follows:

- General office type employment **25%** (professional services 21%, public administration 4%);
- Larger workspace sectors **72%** (transport and communications 4%, commerce and trade 22%, manufacturing industries 21%, building and construction 8% and 'other' 17%).
- Rural-related sectors **3%** (agriculture, forestry and fishing).

As agriculture, forestry and fishing sector are rural-related sectors, these sectors would not normally be associated with employment zoned land and shall be discounted. Therefore, a 75%:25% split (large workspace sectors : office) shall be applied to the estimated 511 additional jobs (see Section 2 for calculation) as follows:

- General office type employment 25% = 128 jobs
- Industrial and manufacturing 30% = 153 jobs
- Storage & Distribution 45% = 230 jobs

This breakdown is generally in line with planning policy context, noting that the TCDP 2022 advises that Carrick-on-Suir has potential for expansion in the areas of large employment/industry, having consideration to its location, and environmental and infrastructural capacity. This breakdown is also in line with the planning history review above. The primary employment landbank is strategically located on the N24 to the east of the town at the periphery of the built-up area and lends itself towards industry, logistics and manufacturing, with regional

and national connectivity. These types of uses are typically associated with large format low employment intensity use operators.

Quantifying Employment Land Area

Use	No. of Proposed Jobs	Density (m ²) ³	Total
Office	128	13	1,664m ²
Industry & Manufacturing	153	36	5,508m ²
Storage & Distribution	230	70-77	16,905m ²
Total	511		24,077m ²

Regard has been given to the OPR Practice Note PN04 in relation to determining plot ratio. A plot ratio of **0.3** is considered reasonable to apply in the case of Carrick-on-Suir having regard to the size and nature of the settlement; the location of the available employment zoned land; the type of employment uses to be accommodated (office and industry); the existing pattern of employment development; and development management requirements including car parking and SUDS.

Applying an average plot ratio of 0.3, results in **8.25ha** of employment land being required in Carrick-on-Suir.

Additional Provision (Headroom)

The OPR Practice Note PN04 advises that while the Development Plan Guidelines do not recommend a parameter in respect of surplus enterprise and employment lands, but apply a general limit of 20-25% for 'additional provision' in the case of residential lands, which can be taken as a reasonable appropriate guide.

Applying a 25% headroom, would result in **10.3ha** of employment land being required in Carrick-on-Suir.

Zoning

In line with the Development Management Guidelines for Planning Authorities (DHLGH, 2022), a general '**employment**' zoning has been allocated to the employment land in Carrick-on-Suir with the following objective:

³ UK's Homes & Communities Agency's Employment Density Guide 3rd Ed. (2015)

Zoning	Objective	Description
E	Employment: To provide, improve and encourage general enterprise, business development and employment activity, including start up enterprises and tourism. Provide for distribution, warehouse, storage and logistics facilities where appropriate access to a major road network is available.	<p>Facilitate opportunities for compatible industry and general employment uses. General employment areas should be highly accessible, well designed, permeable and legible with a modest density of employees. Inappropriate intensive office uses at locations poorly served by public transport, and the proliferation of retail or commercial uses requiring public access that are best located in mixed-use or town core areas will not be acceptable.</p> <p>Facilitate logistics and warehouse type activity including storage, distribution and associated re-packaging of goods and products with a low density of employees. These uses have specific transportation requirements as they can generate considerable traffic volumes and should be located within a purpose built, well designated environment connected to the strategic road network. Proposals for the sale of bulky goods/goods in bulk within high quality settings and highly accessible locations shall be subject to the requirements of the Retail Planning Guidelines.</p>

It is considered that the employment zoned lands in the LAP would adequately cater for the future employees and employment sectors anticipated for Carrick-on-Suir. The Mill River Business Park; the Three Bridges Business Park & Ballylynch Business Park; and the Tinvane Retail Park have been designated as Strategic Employment Areas in this LAP and the location of the employment zoned land correlate and support the development of these employment areas.

The Sustainable Transport Plan as set out in Appendix 2 has been prepared in tandem with this SLA and will support the employment zoning outside of the urban core by delivering access for logistics and goods, and also for the workforce (with a focus on active travel and public transport options).

It is noted that while the quantum of employment land at the Three Bridges Business Park & Ballylynch Business Park exceeds the anticipated employment projections for Carrick-on-Suir;

this is considered a longer-term strategic development site that will be phased and built out over periods outside of the LAP 6-year period. However, in order to preserve this strategic employment landbank, it is considered appropriate to zone this land for employment and qualifying statements are included in Section 4.2.2 of the Written Statement.

This approach is considered to accord with the intent of the Development Plan Guidelines (2022) and the OPR Practice Note PN04 Planning for Employment Growth - The Development Plan and Employment Lands (August 2024).

4.0 Maps and SLA Tables

Table A: SLA for Lands available for new residential development

Site reference		Availability of Infrastructure at the site						Sustainable Planning Criteria applicable to the site				Determination
Site reference	Area Ha	Roads	Footpath	Water	Cycle Lane	Public Lighting	Foul Sewer	Compact Growth	Walking analysis 5 - 10 mins	Walking Analysis 10 - 15 mins	Sequential	T1/T1/T3 Excess Rezone
1	6.71	✓	✓	✓	×	✓	✓	✓	×	✓	✓	T1
2	0.95	✓	✓	✓	×	✓	✓	✓	✓	✓	✓	T1 – Zone ‘Regeneration’
3	2.35	✓	✓	✓	×	✓	✓	✓	×	✓	✓	T1 – flood risk on part of this site so part of site is flood risk zoned Amenity
4	2.01	×	×	×	×	×	×	×	×	✓	×	Flood Risk - Zone amenity
5	2.71	✓	✓	✓	×	✓	✓	✓	×	×	✓	Partial T1 (1.5HA). Reminder of site within N24 corridor so zoned SR
6	1.03	✓	✓	✓	×	×	✓	×	×	×	✓	SR – site within N24 corridor
7	7.46	✓	✓	✓	×	✓	✓	✓	×	✓	×	Partial T1 (2.75HA). Reminder of site within N24 corridor so zoned SR
8	3.61	✓	✓	✓	×	✓	✓	✓	✓	✓	✓	T1
9	3.70	✓	×	✓	×	×	×	×	×	✓	×	SR – site within N24 corridor. No access to part of the site not within corridor
10	8.65	✓	✓	✓	×	✓	✓	✓	×	✓	✓	T1
11	2.37	✓	✓	✓	×	✓	✓	✓	×	✓	✓	T1
12	2.99	×	✓	✓	×	✓	✓	✓	×	✓	×	Zone Employment given proximity of Rail station and existing zoning
13	0.42	✓	✓	✓	×	✓	✓	✓	×	×	✓	T1 – Infill site with Planning permission
14	4.27	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	T1
15*		✓	✓	✓	✓	✓	✓	✓	×	✓	✓	T1
16	0.85	✓	✓	✓	×	✓	✓	✓	×	×	✓	T1 – Distance from Core and need for amenity space in this estate precludes development of this site.

*Note site 15 is fully developed, discontinued from study.

Map A: SLA for Lands available for new residential development

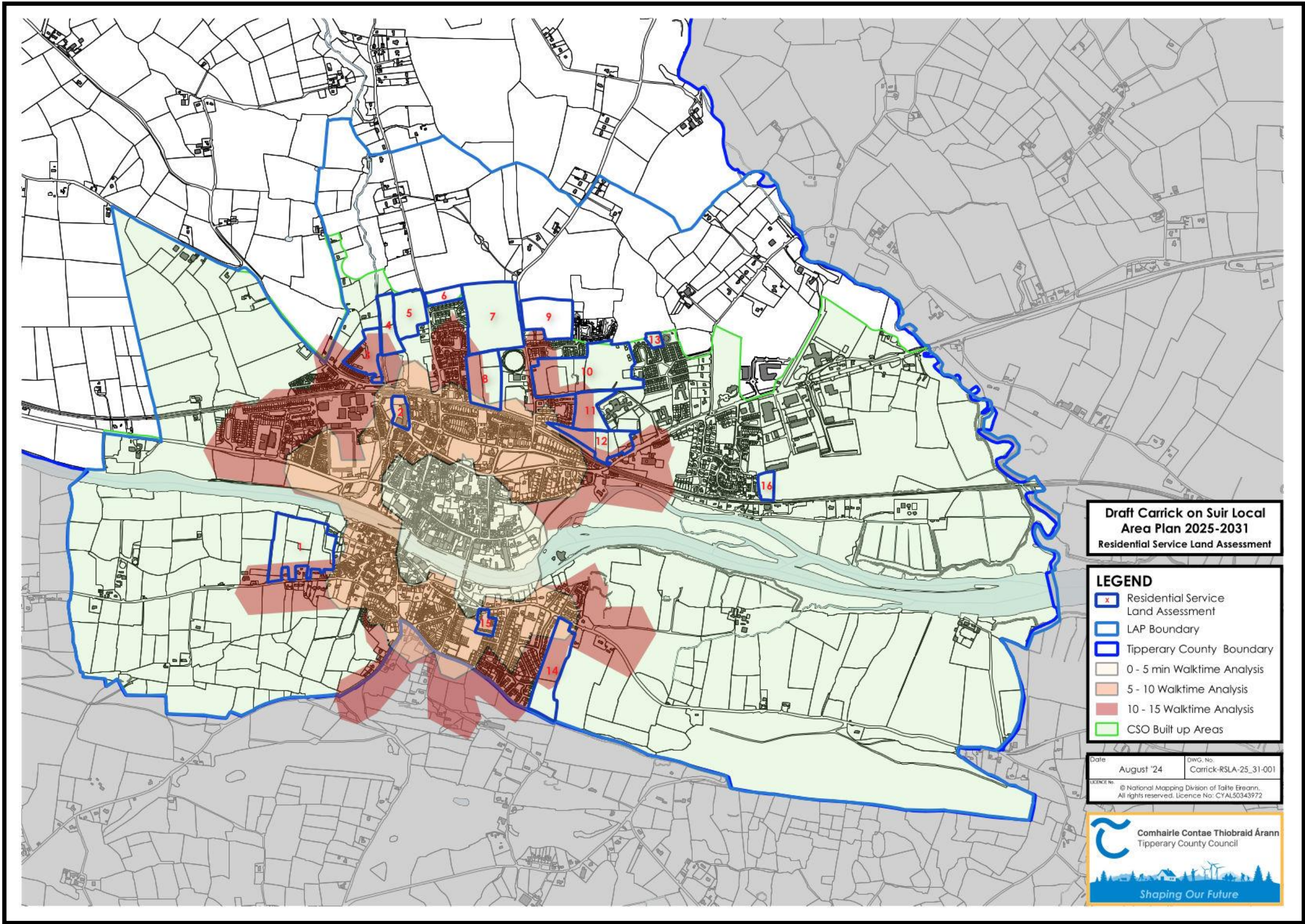


Table B: SLA for lands available for employment use

Site reference		Availability of Infrastructure at the site						Assessment including Consideration of Sustainable Planning Criteria	Recommendation
Site reference	Area Ha	Roads	Footpath	Water	Cycle Lane	Public Lighting	Foul Sewer	Comment	Tier 1 or Tier 2
1	0.9	✓	✓	✓	×	✓	✓	Located in existing mixed-use area, adjacent to the Mill River Business Park. Good services available. Section of site prone to flood risk. Consideration to the close proximity of the primary school and residential development indicating sensitive receptors. Some flood risk issues on this site.	Rezone - Regeneration Site
2	2.9	✓	✓	✓	×	✓	✓	Located adjacent to the rail station. Consideration required with regard to access to the site.	T1
3	3.9	✓	✓	✓	✓	✓	✓	Located adjacent to the Tinvane Retail Park, this site is well serviced, with access to the N24. Designated 'strategic employment' area	T1
4	24.5	✓	✓	✓	✓	✓	✓	Fully serviced park with direct access to N24. Designated 'strategic employment' area. Require strategic and phased development. Western portion of site not zoned due to flood risk	T1

Map B: SLA for Lands available for employment use

