



**Proposed Children's Hospital of Ireland  
at the  
Mater Hospital, Eccles Street, Dublin**

**Submission to An Bord Pleanála  
September 2011**

## Introduction

The Heritage Council, a prescribed authority under the provisions of the *Planning and Development Acts 2000-2010* and the *Planning and Development Regulations 2001-2010*, welcomes the opportunity to formally comment on the planning application submitted to An Bord Pleanála under the Strategic Infrastructure provisions for the Children's Hospital of Ireland (CHoI) at the Mater Hospital site in Dublin.

There are four major intertwined issues in relation to this development proposal:

- (1) the appropriateness of the scale of the development brief to the site,
- (2) the quality of the architectural articulation of the building mass, and
- (3) the impact on (a) the historic urban landscape of Dublin, considered as a candidate World Heritage Site, and (b) designated heritage assets.
- (4) An indirect but consequential impact on the economic functioning of the district must also be considered.

This submission will focus on the third of these: the effect of a monumental building on the character of the city.

### **1. The planning arguments for form, extent and massing.**

The first point of consideration requires the greatest interrogation – Is too much accommodation being squeezed onto the site? Is there a better location for a building of this size? Can it be disaggregated in a reasonable way and accommodated in several sites? Is a building of this scale acceptable as an environment in which to work or recuperate, or is it potentially alienating? Can it be accessed sustainably? These questions are the overt planning issues for this proposed development, and Council expects that others will be able to provide ample evidence, opinion and arguments on this subject. Council supports the view that the spatial planning critique of the location and scale of the hospital has as much relevance to the decision to be made as the medical case.

### **2. Justification as a significant architectural statement at the city scale**

The second is an aesthetic issue. A particular institution is proposing an architectural statement that will be visible city-wide. It has the scale to impact on the city to the same extent as the Pigeon House chimneys, and to become an unintended symbolic monument of the city, not just the sponsoring institution. An Bord Pleanála will decide, using their discretion under the planning acts, whether the institution, the building-brief (which generates this scale of accommodation), and the architecture of the design proposed are sufficient to fulfil such a role. Is this the most beautiful and acceptable object that it can be? Is it worthy to become a dominant image of Dublin and its urban skyline?

Architecture (and our built environment) has a clear impact on the quality of life of individual human beings<sup>1</sup>: aesthetics matter and are an issue validly to be considered in public discourse. The quality of an architectural proposition must be evaluated in the planning process against the fundamental touchstone of sustainable development. This includes socially sustainable development, that is, development that is culturally and sociologically acceptable.

### 3.1 The impacts on city views – Tentative World Heritage Site list and Historic Urban Landscapes

The third issue is a question of public value – how to balance the social desirability of the function proposed to be housed in this large scale and highly visible building against the economic benefit (realised to date and potentially to be realised in the future) of Dublin as a historic city, with a distinct character (which include aesthetic qualities of historic streetscapes and vistas) but also a certain scale and type of economic diversity and heterogeneity.

As Dublin is a candidate UNESCO World Heritage Site, and is seeking to secure the benefits that derive world wide from such designations, there is a degree of responsibility to plan not to dramatically change the unique character of the city and to demonstrate that development decisions are taken in the full knowledge of the impact on the existing character.

As set out on the Government website [worldheritageireland.ie](http://worldheritageireland.ie), in October 2008, the Minister for the Environment, Heritage and Local Government set up an Expert Advisory Group to review Ireland's Tentative List of properties for future nomination to the World Heritage List. The review was undertaken during 2008 and 2009, when the Group considered which properties best met the criteria required for inscription on the World Heritage List. Following public consultation, assessment of proposals and consideration of submissions, the new Tentative List was approved by the Minister and submitted to UNESCO in March 2010. This role of managing Irish World Heritage Policy has now passed to the Department of Arts, Heritage and the Gaeltacht. Appendices to this document set out the relevant description of Dublin as a potential WHS.

According to the nomination papers submitted as part of the Tentative List (See Appendix II) *'The Georgian city plan within the area bounded to the north and south by the canals, to the west by the Phoenix Park and the east by the sea still survives largely intact'*.

*'A Tentative List is an inventory of those properties situated on its territory which each State Party considers suitable for inscription on the World Heritage List. States Parties should therefore include, in their Tentative Lists, the names of those properties which they consider to be cultural and/or natural heritage of outstanding universal value and which they intend to nominate during the following years.'*

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<sup>1</sup> Aian de Botton, 2006, *"The Architecture of Happiness"*, Hamish Hamilton, London

(Operational Guidelines for the Implementation of the World Heritage Convention, UNESCO- Intergovernmental Committee for The Protection of the World Cultural and Natural Heritage, January 2008, para. 62. p.16)

*Properties nominated under criteria (i) to (vi) must meet the conditions of authenticity.*  
(Operational Guidelines, January 2008, para. 79. p.21)

Accordingly, the Dublin City Development Plan 2011-2017 commits to '*Investigating the potential for Dublin to be designated as a World Heritage Site*' (Development Plan, para. 7.2.4, p. 111). and '*To support the designation of Dublin as a World Heritage Site*' (Development Plan, Policy FC57, p.117).

In the relevant excerpts from the texts in the appendices, the implications of the proposed CHol at the Mater Hospital, in terms of direct visual impact or indirect urbanistic or functional impact, on the qualities of the city are highlighted. References to buildings, places or the works of architects are highlighted where the proposed CHol building has a potential impact on their setting or appreciation.

Direct references to buildings and places that will be impacted by the proposed CHol include;

- a) Mountjoy Square (as highlighted in the impact of the proposed development on View 33),
- b) St. George's Church, (View 24), and,
- c) by reference to James Joyce's *Ulysses*, Eccles Street (Views 25 to28). The impact of the project on this street would transform its historic character and function and remove its evocative potential.

Potential impacts have not been documented in the EIS in relation to the following buildings mentioned in the nomination papers:

- d) Parnell Square
- e) James Gandon's iconic buildings - the Four Courts, the King's Inns and the Customs House
- f) Marsh's Library
- g) Trinity College (in particular, the view across College Park from Nassau Street, and its potential impact on the TCD Museum Building)
- h) The Phoenix Park (View 1, from St. John's Road West, indicates the probable dramatic disruption to the skyline that the building poses)
- i) Henrietta Street, and the Kings Inns, and in particular the park setting and curtilage of the latter

The number and scale of the intrusions on the silhouettes of historic buildings indicate that the proposed building would become a constant background presence in the city, an unintentional landmark and signifier. The Heritage Council considers that the integrity

and authenticity of Dublin as candidate World Heritage Site is a material consideration in the planning decision, and that the above impacts should be evaluated, individually and collectively. The EIS fails to address this issue.

The proposed UNESCO Recommendation on Historic Urban Landscape, intended to be adopted in October 2011, provides State parties with non-binding 'good practice' advice on a new approach to the appreciation and management of cities by recognising the holistic, landscape-type appreciation of their character. Relevant extracts are set out in appendix 3. It justifies the approach on the basis of recent experience in the disruptive influence of large-scale buildings on World Heritage Cities, and the importance attached to the conservation approach in achieving sustainable social and environmental, as well as economic, development. It states that '*... the unmanaged intensification of urban density and growth can undermine the sense of place, the identity of communities, and the integrity of the urban fabric. Such threats include gentrification, the increase in permissible building height and lot size to allow for over-sized constructions, the unchecked rise in real estate cost.*' (UNESCO Recommendations on Historic Urban Landscape, Draft May 2011, p.11. para.17).

*'Respect for historic values should be the guiding principle for architectural interventions. Continuity of composition, which does not disrupt existing architecture, deserves priority'* (ibid., p.13, para. 22).

These recommendations are likely to become part of the criteria by which potential sites for inclusion in the world heritage list will be judged. If Dublin is to be judged by these criteria, the transformation of the image of the city by a single new building will affect the application negatively.

### **3.2 Designated Heritage Assets (The Curtilage and Setting of Protected Structures and Architectural Conservation Areas)**

The conventional division of the EIS into a section which deals with Landscape and Visual Impact, and one section which deals Architectural Heritage, leads to the omission from consideration of wider impacts of the proposed development on the historic urban landscape. The 'Landscape and Visual Impact' chapter does not set out to document, assess or evaluate the impact of the development on any or all heritage assets, and, whilst the Architectural Heritage chapter does provide evaluative commentary, its asset-set is geographically and conceptually limited. The potential of the proposed development to modify the architectural heritage character of the wider district must be evaluated. The impact on any Architectural Conservation Areas, or proposed ACAs should be considered. Deleterious impacts may be in the form of inappropriate uses in historic buildings, inappropriate new building, modification of the economic or functional character of buildings in the area (from residential to commercial, from commercial to institutional or from institutional to commercial, etc.) and impacts on the character of the city and specifically, the symbolic reading of protected buildings, vistas and the public realm.

For a full assessment of the impact of the development on ACAs, the EIS should have also provided an analytical description of the components of the receiving historic environment that give the area its character, for example, the narrow or wide streets, the elongated building plots and gardens, the glimpses provided by narrow streets and lanes of the landmark churches and other institutional buildings, the relatively low level of two- and four-storied buildings, the roofscape of the area when seen from prominent accessible points, for example the Chimney Viewing Tower at Smithfield, the buildings which contribute to the streetscape of the area. See Table A below for an example of how these impacts might be described, and assessed. An analysis such as this, utilising one of several good practice methodologies specifically tailored for the evaluation of the impact of development on the historic environment and the character of areas, should have been provided as part of the EIS, and it remains substantially incomplete without it. The key concept of the 'setting' of these heritage assets is highlighted in the following analysis.

### Setting

It is noteworthy that Chapter 11 of the EIS 'Landscape' (or 'Landscape and Visual Impact Assessment'), does not make reference to the extensive literature on the impact of development on the setting of Heritage Assets<sup>2</sup>. The Development Plan States that *'It is the policy of Dublin City Council: ... to protect Protected Structures, their curtilage and the setting from any works that would cause loss or damage to their special character.* (DCC 2011, Policy FC30, p.112)

It also commits to *'Developing a research agenda for architectural heritage in the city, which will guide the assessment of aspects of the city's' built heritage focusing on ... the interface between contemporary design and the historic setting'* (DCC 2011, para. 7.2.4, p.111).

Whilst Irish Statute confers no explicit protection to the 'setting' of a protected structure, the reference to the setting of protected structures in the Development Plan policy in any case confirms the relevance of this consideration in the evaluation of the current development proposal. The *Architectural Heritage Protection Guidelines for Planning Authorities* (Department of the Environment, Heritage and Local Government, 2004) makes several references to the concept in chapters on Architectural Conservation Areas and on Curtilage. An Bord Pleanála inspectors refer to the concept in formulating the planning balance relating to protected structures (for example repeatedly in relation to Riversdale House, Rathfarnham, Dublin (An Bord Pleanála references : 06S.122428 June 2001<sup>3</sup>, 06S.124384 Sept 2001 and 06S.200474 Feb 2003) and 'Research and Technology' park at Carton Demesne, Co. Kildare<sup>4</sup>).

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<sup>2</sup> include English Heritage's draft guidance *'Seeing History in the View'* (April 2008), *'The Setting of Heritage Assets: English Heritage Guidance'* (2010), S.N. Collicutt's *'The Setting of Cultural Heritage Features'*, JPEL, June 1999, the Institute of Field Archaeologists *'Setting Standards: A Review'* (2008), or the indicators given in UNESCO's *'Vienna Memorandum'* (2005).

<sup>3</sup> *'Having regard to the protected status of Riversdale House, which includes the land lying within the curtilage of the house, it is considered that the proposed development, would be unacceptable*

Setting can be defined as relating to the view (a) from heritage assets, (b) of a heritage assets, or group of assets seen collectively, and (c) the inter-visibility between heritage assets.

The EIS mapping does not indicate all the protected structures and Architectural Conservation Areas in the vicinity of the proposed development the setting of which would be affected. The methodology outlined for the selection of views in the Landscape and Visual impact chapter appears to rely only on photography from an existing on-site crane, the height of which has not been given. It is unclear if this matches or is lower than the proposed building's height.

### Protected Structures

It is accepted that the impact of the proposed development on protected structures in the immediate vicinity has been dealt with reasonably in the Architectural Heritage Chapter of the EIS.

### Impact on Architectural Conservation Areas

The Dublin City Council website contains reference to 10 Architectural Conservation Areas. The proposed CHol development has the potential to have an impact on 6 of these:

- O'Connell Street
- Prospect Square / De Courcey Square and environs
- Grafton Street and environs
- South City Retail Quarter
- Thomas Street and environs
- Capel Street and environs

In addition, The development plan refers to a further four potential Architectural Conservation Areas in the vicinity of this development:

- Phibsborough Centre (Development Plan, Vol. 1, p. 342-3)
- Great Western Square & Environs (Development Plan, Vol. 1, p. 342-3)
- Blessington Basin & Environs (Development Plan, Vol. 1, p. 342-3)
- Mountjoy Square (Development Plan, Vol. 1, p.115, objective FCO34)

Architectural Conservation Areas are statutorily designated cultural heritage assets in themselves, and yet they are only cursorily discussed in the 'Landscape and Visual Impact Assessment' chapter of the EIS. It is the purpose of designation to protect their character. In the case of documents relating to both Prospect Square / De Courcey Square and Environs, and Thomas Street and Environs ACAs, it is stated that '*It is the overall policy of Dublin City Council to protect and conserve the character **and setting** of the Architectural Conservation Area,*' (Policy 6.1, p.11, and Policy 6.2.1, p.18, of the Architectural

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*in terms of its effect on the setting of the house and the integrity of its curtilage and would therefore, be contrary to the proper planning and development of the area.'*

<sup>4</sup> <http://www.dieanaia.ie/casenum/233330.htm>

Conservation Area documents respectively). Both of these policy documents contain policies to prevent against 'Skyline clutter' such as aerials and satellite dishes, but which can, by extension, be read to relate to any development, however distant, that might mar the outline and roof scape of the historic urban landscape.

## **Curtilage**

The Development Plan states '*In considering applications for development within the curtilage of a protected structure, the Planning Authority shall have regard to the following:*

...

- *Proximity of any new development to the main protected structure and any other buildings of heritage value.*
- *The design of the new development, which should relate to and complement the special character of the protected structure.'* (DCC 2011, Policy 17.10.2, p. 252)

The proposed development impinges on the curtilage of The Mater Hospital, a protected structure. The detail of this has been dealt with reasonably in the EIS. The proximity of the new building to the existing protected structure impinges on the amenity (light, ventilation, adjacent open space, aural environment) and therefore the functionality of the protected structure. The Development Plan has a significant policy on development within the curtilage<sup>5</sup>. The new development could not be said to relate to or complement the special character of the protected structure. This impact on the curtilage must be

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### <sup>5</sup> **17.10.2 Development within the Curtilage of a Protected Structure**

*In considering applications for development within the curtilage of a protected structure, the Planning Authority shall have regard to the following:*

- *The protected status of the structure and the need to protect its special character.*
- *The various elements of the structure which give the protected structure its special character and how these would be impacted on by the proposed development.*
- *Proximity of any new development to the main protected structure and any other buildings of heritage value.*
- *The design of the new development, which should relate to and complement the special character of the protected structure.*

*An insistence on quality will be a foremost consideration when assessing proposals for development within the curtilage of protected structures, with particular emphasis on siting, building lines, proportions, scale, massing, height, roof treatment and materials. This does not preclude innovative contemporary buildings which can contribute to the richness of the historical context. Materials shall be appropriate to the locality and sympathetic to the existing buildings. Development proposals should include an appraisal of the wider context of the site or structure. This appraisal should examine the visual impact and design of the proposal and should address issues including the grain of historic settings, sensitivity to scale and context, views and the design of innovative quality architecture which would complement the setting of the protected structure. The Planning Authority will seek to retain the traditional proportionate relationship in scale between buildings, their returns, gardens and mews structures, and shall also seek to retain gardens and mature trees (those in good condition) which contribute to the character of a protected structure, as soft landscape. (Development Plan, Vol. 1, p.256)*



weighed in the planning balance when a decision is being made on the acceptability or otherwise of the proposal.

#### 4. The economic impacts on the local area.

The Heritage Council will hold a conference on 27th October 2011 with the theme 'Place as Resource', which will highlight the economic value of places as heritage resources. A number of the speakers will directly address urban heritage opportunities.

A building of this scale (floor area 108,467 sq. m) must have an impact on the economic functionality of the district or wider urban area of the city in which it is situated. The changes of use that will inevitably occur to land and buildings in the surrounding area must be judged to be a foreseeable result of the proposal, and are, are likely to be long-term, and significant. Whilst the EIS discusses the economic impact briefly in Volume 1 ('*Economic Impact Assessment*', 18 pp.), this is not adequate for a proposed development of this scale. This highlights the absence of a National Strategic Spatial Planning framework for projects such as the CHol. It is noted from the minutes of the pre-planning meetings with the promoters that An Bord Pleanála requested that the issue of the site selection criteria and the statutory requirement of Environmental Impact Assessment that alternatives for the proposed development be considered. The question remains as to whether an adequate Strategic Environmental Assessment has been carried out of the plan or programme which produced this proposal.

The study area outlined in Volume 1 Chapter F of the EIS is coterminous with the Broadstone / Phibsborough Local Area Plan (LAP) boundaries, even though the site is located in the south-east corner of this area. The north-east quadrant of the Georgian city is excluded from consideration in the EIS. The zone of influence of the CHol might more correctly be considered to include the north-east Georgian core of the city. This restricted geographical area is a significant shortcoming in the EIS. A strategic economic and social planning framework, and Strategic Environmental Assessment are merited for a project of this scale. Granting permission for this development will alter the spatial planning context of the city, and the north inner city in particular, for the foreseeable future.

Reference is made in the EIS to '*positive impact on property prices locally*' (CHol EIS, Vol. 1, Chapter F, p.17). The concept of 'gentrification' – displacement of existing inhabitants and activities due to property value increases - is not evaluated as a potential negative economic impact of the development. Responsible city management, as outlined in the UNESCO recommendations cited above, should include consideration of this possibility.

It is notable that the scale of the development proposed far exceeds that anticipated in the LAP for the area. It must thus be open to question whether the economic impacts of the proposed development (in addition to the visual ones) have been properly planned for within the statutory planning framework for the area. Can the north inner city, with its extant planning policies, absorb this development, and cope with the consequential economic pressures it would release on the surrounding area? The Development Plan commits to '*Emphasising the regeneration of the north Georgian core to its former*

*cultural and historic importance so as to leverage economic and social benefits for the entire city'* (DCC 2011, para. 7.2.4, p. 111), however, it would be desirable if some foresight in terms of strategic physical planning were applied to this development process, to avoid compromising World Heritage Site status, gentrification, and other predictable and consequential changes to the usage and therefore the character of buildings and areas.

There is a substantial risk that this development will intensify property market pressures, demanding changes of use of the existing building stock, much of which is valued for its architectural heritage values in the development plan. It is likely to have an economic impact on the fabric of buildings and the aggregate character of the area if it is permitted. This has not been considered in the EIS. Indeed it is a matter that deserves strategic assessment, and the question arises as to whether the medical criteria for site selection have been properly balanced against those related to the physical planning of the area in which it is proposed. In addition, the proposed re-development of Mountjoy Prison must be considered in such analysis as a cumulative or synergistic potential impact.

### **Conclusion**

To sum up, the potential architectural heritage and related impacts are as follows:

- Impact on the curtilage of protected structures, including the Mater Hospital
- Direct visual impact on the Eccles St. historic streetscape and many others
- Impact on the setting of historic buildings whose legibility and historic role in the city will be undermined by the scale and architectural symbolism of this new building
- Impact on the character of the city by the dominance of this new element of the skyline
- Impact on the quality of Dublin's Historic Urban landscape, an asset to which cultural, environmental and economic values must be assigned
- Knock-on impacts on the character of the district in which it is situated due to the inevitable clustering of subservient economic functions that will, over time, accumulate around a building of this sheer scale.

The proposed development will have social, economic and environmental impacts. The Heritage Council observes that, in its view, not all of these impacts have been adequately addressed.

THE HERITAGE COUNCIL

13<sup>th</sup> September 2011

Table A

**Impact of proposed development on the setting of a sample of specific heritage assets**

**Methodology**

For the study area, part of the development plan map of Dublin was examined to find street and open space alignments that were pointed at the CHol site. Information regarding heritage assets (protected structures, ACAs, proposed ACAs (Phibsorough / Mountjoy LAP, and Development Plan 2011 – 2017) Residential Conservation Areas, Georgian Conservation Areas (Also called 'Architectural and Civic Design Character Areas' and 'Civic Design Character Areas')) was then added, and the resulting potential impacts tabulated below. This differs from the methodology used in the Landscape and Visual impact chapter of the EIS, which began by recording the view from the highest point available in the vicinity of

the site. This, however, did not purport to reach the height that the proposed CHol building as designed would achieve (111.5m OD).

Record of Protected Structures reference numbers refer to numbering in 'Dublin City Development Plan 2011 – 2017, Vol. 3 Record of Protected Structures'. These differ from the numbering used in the EIS.

This list of impacts on heritage assets does not purport to be complete, or to be ground tested in all cases

This table indicates that the data in Vol. 3 EIS Section 3 Appendix to Chapter 14 is incomplete in its listing of sites potentially affected by the development

Ref. No.	Heritage Asset	Statutory Protection	Setting Impact	Comment
1	Prospect Square & Prospect Avenue	Architectural Conservation Area	Potentially significant – view when leaving cemetery	Dev plan policy protects character and setting, (policy 6.1), and against 'skyline clutter' (policy 6.4) Note that Prospect Square is within the view frame of View 7 of the EIS. Refer to Development Standards 17.10.8.1 set out below
2	Lodge, St. Joseph's, Grace Park Road	RPS Ref.3235	Minor - View from frontage affected	EIS contains image from Lr Drumcondra Road (View 13)
3	45- 55 Drumcondra Road	RPS Ref.2344 - 2349	Intermediate – profile behind screen of trees disrupted	Views 14 &15 both partially illustrate
4	Drumcondra Hospital, Whitworth Road	RPS Ref.8561	Dominates view from frontage	The Conservation Area is several kilometres in length, and impact will vary with distance from site. View 15 partially illustrates. Refer to Development Standards 17.10.8.1 set out below
5	Royal Canal Conservation Area	Civic Design Character Areas, 78 zoning	Intermittent, pervasive presence in views, dominant effect in vicinity of site	

Ref. No.	Heritage Asset	Statutory Protection	Setting Impact	Comment
6	St. Peter's Church, Phibsborough	RPS Ref. 1729 Proposed ACA	Critical impact on view of spire from St. Peter's Road / Cabra Road junction	Viewing point for View 18 not sufficiently distant from proposed CHol to capture impact. Refer to Development Standards 17.10.8.1 set out below
7	Doyle's Corner, Phibsborough	Proposed ACA	Dominant background presence, likely land-use changes, e.g. gentrification	View 19 illustrates. Refer to Development Standards 17.10.8.1 set out below
8	Berkeley Road Conservation Area	Residential Conservation Area, Z2 zoning	Intrusive, pervasive, dominant	Dev plan policy sets out to 'protect them from unsuitable new developments or works that would have a negative impact on the amenity or architectural quality of the area'. View 29 illustrates. Refer to Development Standards 17.10.8.1 set out below
9	Mater Hospital	RPS Ref. 2437	CHol will be visually and functionally diminished by the scale of the adjoining building	Impact adequately documented in EIS
10	422 - 432 (even) North Circular Road	RPS Ref. 1734 - 1739	Silhouette disrupted, overshadowing, diminution of residential amenity	View 21 illustrates the type of impact
11	Synnott Place	RPS Ref. 7976 - 7987	Views from these buildings would be dominated by proposed CHol, diminution of residential amenity	
12	Avondale Avenue and vicinity	Proposed ACA	Dominant, intrusive, diminution of residential amenity	Refer to Development Standards 17.10.8.1 set out below
13	Eccles Street	RPS Ref. 2438 - 2478 Georgian CA - Z8 zoning	Dominant, transformative of the cultural meaning of the place	Dealt with adequately in the EIS, Chapter 14
14	St. Joseph's Church, Berkeley Road	RPS Ref. 736 & 737	Silhouette of church will be dominated by mass of new hospital building	Views 29 & 31 partially illustrate

Ref. No.	Heritage Asset	Statutory Protection	Setting Impact	Comment
15	9-12, 31-36 Nelson Street	RPS Ref. 5812 - 5821	Dominant, transformative of the cultural meaning of the place, diminution of residential amenity	View 30 'A profound change to the appearance of the area' (EIS)
16	1-68 Mountjoy Square	RPS Ref. 5412 - 5454 Candidate Architectural Conservation Area,	Prominent, likely land-use changes, e.g. gentrification	View 33. This integrity of this area is singled out for mention in the UNESCO World Heritage Site Tentative list description. Development Plan policy FC45 sets out 'To promote the regeneration and enhancement of the North City Georgian Squares and the North Georgian Mile with public enhancement schemes, cultural initiatives and specific development policies'. Also refer to Policy SC18 set out below.
17	Blessington Street Basin	Georgian Conservation Areas – 78 zoning	Dominant, transformative of the cultural meaning of the place	View 31 illustrates Impact is dominant, not 'prominent' as stated in EIS – silhouette of protected structure St. Joseph's Church, erased, a single building form occupies a significant angle of the view. Refer to Development Standards 17.10.8.1 set out below
18	St. George's Church, Hardwick Place	RPS Ref. 3572	Dominant, transformative of the cultural meaning of the place	View 24 commentary indicates that the building will be prominent and dominant when seen from this location ... on account of the alteration of the centre of visual dominance'
19	39 – 61 Mountjoy Street	RPS Ref. 5458, 5460 - 5473	Prominent impact on the setting of former convent and houses, diminution of residential amenity	
20	Fontenoy Street and vicinity	Proposed ACA	Dominant background presence, likely land-use changes, e.g. gentrification, diminution of residential amenity	Refer to Development Standards 17.10.8.1 set out below
21	The Black Church, Western Way	RPS Ref. 5459	Critical impact on view of spire from Mountjoy Street / Dominic Street Upper junction	

Ref. No.	Heritage Asset	Statutory Protection	Setting Impact	Comment
22	Belvidere College (4-9 Denmark Street ) & 1-51 North Great George's Street	RPS Ref. 2286- 2288, 3176 - 3213	Prominent in background to Belvidere College at end of street, silhouette disrupted	View 34 illustrates
23	Broadstone Station	RPS Ref. 2029	Likely prominent in background, silhouette disrupted	View of the station frontage from a westerly vantage point is specifically defined by proposed new urban forms in Grangegorman SDZ master plan and will be disrupted by proposed CHol
24	Abbey Presbyterian Church, Parnell Square	RPS Ref. 6384 Georgian CAs-- Z8 zoning	Silhouette of church likely to be affected by mass of new hospital building.	Note probable impact in views from Moore Lane. Refer to Development Standards 17.10.8.1 set out below
25	1-12, 16 Parnell Square East	RPS Ref. 6368 - 6383 Georgian Conservation Areas -- Z8 zoning	Potential impact of proposed CHol on view of this terrace from southern end	Refer to Development Standards 17.10.8.1 set out below
26	Kings Inns, Constitution Hill	RPS Ref. 2030 -2031 Georgian Conservation Areas -- Z8 zoning	Likely dominant and intrusive impact on park to west front of King's Inns, a Georgian Conservation Area. Impact on the setting of the Kings Inns building.	One of the James Gandon buildings referenced in the description of Dublin in the nomination to the World Heritage List. Refer to Development Standards 17.10.8.1 set out below
27	1-68 O'Connell Street	RPS Ref. 5993 - 6037 Architectural Conservation Area	Dominant and intrusive impact on the urban space of central significance to Irish life.	Impact documented in Views 9, 10, 11, & 12. Architectural Conservation Area report does not contain references to the setting of the area, but govt policy as set out in the <i>Architectural Heritage Protection Guidelines for Planning Authorities</i> (2004) does. Refer to Policy SC18 set out below. Refer to Development Standards 17.10.8.1 set out below
28	77- 81 King Street North, Smithfield	RPS Ref. 4265 - 4767 Georgian Conservation Areas -- Z8 zoning	Potential impact on view from ground level. Certain impact on views from upper floors, esp. Smithfield viewing tower.	Refer to Development Standards 17.10.8.1 set out below

Ref. No.	Heritage Asset	Statutory Protection	Setting Impact	Comment
29	Courthouse & former Debtors' Prison, Green Street /Halston Street	RPS Ref. 3506, 3326	Potential impact on view of these protected structures	
30	78 – 88 Capel Street	RPS Ref. 1186 - 1196 Architectural Conservation Area	Probable intrusive impact on the view from the end of this street at the junction with North Kings Street, Bolton Street.	<i>It is the overall policy of Dublin City Council to protect and conserve the character and setting of the ACA. Refer to Development Standards 17.10.8.1 set out below</i>
31	Custom House, Custom House Quay	RPS Ref. 2096 Georgian Conservation Areas -- Z8 zoning	Likely intrusive impact on long views of this building from the south quays, especially of the east frontage	One of the James Gandon buildings referenced in the description of Dublin in the nomination to the World Heritage List. Refer to Policy SC18 and Development Standards 17.10.8.1 set out below
32	'The Quill', 1 Arran Quay	RPS Ref. 256 Georgian Conservation Areas -- Z8 zoning	Likely prominent impact on setting of this building when seen from Bridge Street Lower	Refer to Policy SC18 and Development Standards 17.10.8.1 set out below
33	The Four Courts, Inns Quay	RPS Ref. 4000 Georgian CA – Z8 zoning	Likely dominant impact on silhouette when viewed from St. Audoen's Park, or vicinity of Cornmarket	One of the James Gandon buildings referenced in the description of Dublin in the nomination to the World Heritage List. Refer to Policy SC18 and Development Standards 17.10.8.1 set out below
34	1-2 Inns Quay	RPS Ref. 3997-3999 Georgian Conservation Areas -- Z8 zoning	Possible prominent impact on silhouette of these buildings when seen from Winetavern Street	Refer to Policy SC18 and Development Standards 17.10.8.1 set out below
35	Ha'penny Bridge (Liffey Bridge)	RPS Ref. 899 Georgian Conservation Areas -- Z8 zoning	Iconic location in Dublin -- likely prominent background impact on setting as seen down Liffey Street Lower	Refer to Policy SC18 and Development Standards 17.10.8.1 set out below

Ref. No.	Heritage Asset	Statutory Protection	Setting Impact	Comment
36	O'Connell Bridge	RPS Ref. 901 Georgian Conservation Areas – Z8 zoning	Iconic location in Dublin – likely prominent background impact on setting as seen from D'Olier Street	View 12 approximates the impact of the proposed CI101 on this view. Refer to Policy SC.18 and Development Standards 17.10.8.1 set out below
37	14-15 Cornmarket	RPS Ref. 2059 Architectural Conservation Area	Likely prominent impact on view of protected structure from junction with Francis Street.	<i>It is the overall policy of Dublin City Council to protect and conserve the character and setting of the ACA</i>
38	St. Audoen's Church, Cornmarket	RPS Ref. 3824	Likely prominent impact on view of St. Audoen's church and visitors' centre seen from Cornmarket	
39	St. Audoen's Church, Cornmarket & Schoolhouse Lane West	RPS Ref. 3825	Likely prominent impact on views of St. Audoen's church and of view of Adam and Eve's Church dome seen down Schoolhouse Lane West	Likely interference with iconic image of Dublin domes featured on front of Robert Ballagh's 1981 book <i>Dublin</i>
40	Christ Church Cathedral and Synod Hall, St. Michael's Hill	RPS Ref. 1514, 1515	Likely prominent impact on views of both buildings and the bridge that connects them, from Nicholas Street / Patrick Street	Refer to Policy SC.18 set out below
41	Christ Church Cathedral Chapter House, & 2-4 Lord Edward Street,	RPS Ref. 1514	Likely prominent impact on views of chapter house of cathedral when viewed from Christ Church Place down Fishamble Street	Refer to Policy SC.18 set out below
42	The Museum Building, Trinity College	RPS Ref. 2003	Likely prominent impact on views of building when seen from Nassau Street across College Park	Refer to Policy SC.18 set out below
43	St. Patrick's Cathedral, Patrick's Street	RPS Ref. 6448 - 6449	Possible impact on view of West front of St. Patrick's Cathedral from New Street South	Refer to Policy SC.18 set out below



Ref. No.	Heritage Asset	Statutory Protection	Setting Impact	Comment
44	Marsh's Library, St. Patrick's Close	RPS Ref. 6448, 7753	Possible impact on view of rear of Marsh's Library and Lady Chapel of St. Patrick's Cathedral from St. Patrick's Close	Refer to Policy SC18 set out below
45	80 Aungier Streer	RPS Ref. 317	Possible impact on view of façade from junction of Aungier Street and Lombard Street	
46	52-54 Grafton Street	RPS Ref. 3245 - 3247 Architectural Conservation Area	Probable impact on view of façade from St. Stephen's Green	Synergistic effect if Metro North building works alters the appearance of the North-West corner of the Green to include removal of trees. Refer to Development Standards 17.10.8.1 set out below
47	Botanic Gardens	RPS Ref. Georgian CA-Z8 zoning	Dominant, intrusive	Impact illustrated in View 7. Refer to Policy SC18 set out below
48	Phoenix Park	RPS Ref. Georgian CA-Z8 zoning	Probable impact from large areas of this parkland	Refer to Policy SC18 and Development Standards 17.10.8.1 set out below

Description of the various forms of 'Statutory Protection' referred to in the table above, from Dublin City Council Development Plan, Volume 1

#### 7.2.5.2 Protected Structures and the Built Heritage

The Planning and Development Act, 2000 (as amended) defines 'Protected Structures' as structures, or parts of structures, which form part of the architectural heritage and which are of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest.

The Planning and Development Act, 2000 (as amended) requires each planning authority to compile and maintain a Record of Protected Structures (RPS). This is a mechanism for the statutory protection of the architectural heritage and forms part of each planning authority's development plan. The National Inventory of Architectural Heritage (NIAH) survey may result in further revisions to the RPS.

The purpose of protection is to manage and control future changes to these structures so that they retain their significant historic character. Works which would materially affect the character of the protected structure require planning permission (see Chapter 17 & Appendix 10). (P.112)

#### 7.2.5.3 Conservation Areas

Conservation areas have been designated in the city in recognition of their unique architectural character and important contribution to the heritage of the city. Designated conservation areas include extensive groupings of buildings or streetscapes and associated open spaces. Designated areas include the Georgian Core area in recognition of Dublin's international importance as a Georgian city, the city quays, rivers, canals and specific streets and sites. All of these areas

require special care in terms of development proposals which affect structures in such areas, both protected and non-protected.

The special value of conservation areas lies in the architectural design and scale of these areas and is of sufficient importance to require special care in dealing with development proposals and works by the private and public sector alike. Dublin City Council will thus seek to ensure that development proposals within all conservation areas complement the character of the area, including the setting of protected structures, and comply with development standards.

The mechanisms used to designate areas of particular conservation value are:

- Land use zonings: Residential Conservation Areas (land use zoning Z2) and
- Architectural and Civic Design Character Areas (land use zoning Z8) and the red hatched area shown on the zoning objective maps Architectural Conservation Areas: which are intended to preserve the special character of streetscapes that are of architectural, historical, archaeological, artistic, cultural, scientific, technical or social interest (P.1.14)

And in Appendix 1.1, Proposed Architectural Conservation Areas Architectural Conservation Areas will play a key role in the protection and enhancement of these historic streetscapes. Each ACA assessment provides a detailed description of the essential character of the ACA. The principal purpose is to define the key elements, essential features and special quality in order to reinforce Dublin City Council's policy objectives of promoting, protecting and enhancing its environment. (P.336)

#### **15.10.2 Residential Neighbourhoods (Conservation Areas) – Zone Z2**

##### **Land Use Zoning Objective Z2:**

To protect and/or improve the amenities of residential conservation areas.

Residential conservation areas have extensive groupings of buildings and associated open spaces with an attractive quality of architectural design and scale. The overall quality of the area in design and layout terms is such that it requires special care in dealing with development proposals which affect structures in such areas, both protected and nonprotected.

The general objective for such areas is to protect them from unsuitable new developments or works that would have a negative impact on the amenity or architectural quality of the area. (P.183)

Policy FC44 of the Development Plan sets out 'To assess and, where appropriate, re-designate existing non-statutory Conservation Areas as Architectural Conservation Areas. All these areas can therefore be considered potential Architectural Conservation Areas. (P.115)

#### **15.10.8 Georgian Conservation Areas – Zone Z8**

##### **Land Use Zoning Objective Z8:**

To protect the existing architectural and civic design character, to allow only for limited expansion consistent with the conservation objective.

Lands zoned objective Z8 incorporate the main conservation areas in the city, primarily the Georgian square and streets. The aim is to protect the architectural character/ design and overall setting of such areas. (P.190)  
(Also called 'Architectural and Civic Design Character Areas', p. 114)

##### **Policy SC18**

To protect and enhance the skyline of the inner city, and to ensure that all proposals for mid rise and taller buildings make a positive contribution to the urban character of the city, having regard to the criteria and site principles set out in the Development Standards Section (see Chapter 17). In particular all new proposals must demonstrate sensitivity to the historic city centre, the river Liffey and Quays, Trinity College, The cathedrals, Dublin Castle, the historic squares and the city canals, and to established residential areas, open recreation areas and civic spaces of local and citywide importance. (P.44)

#### **Development Standards 17.10.8.1 Development in Conservation Areas**

All new buildings should complement and enhance the character and setting of conservation areas. In considering proposals for development in conservation areas, it is policy to have particular regard to:

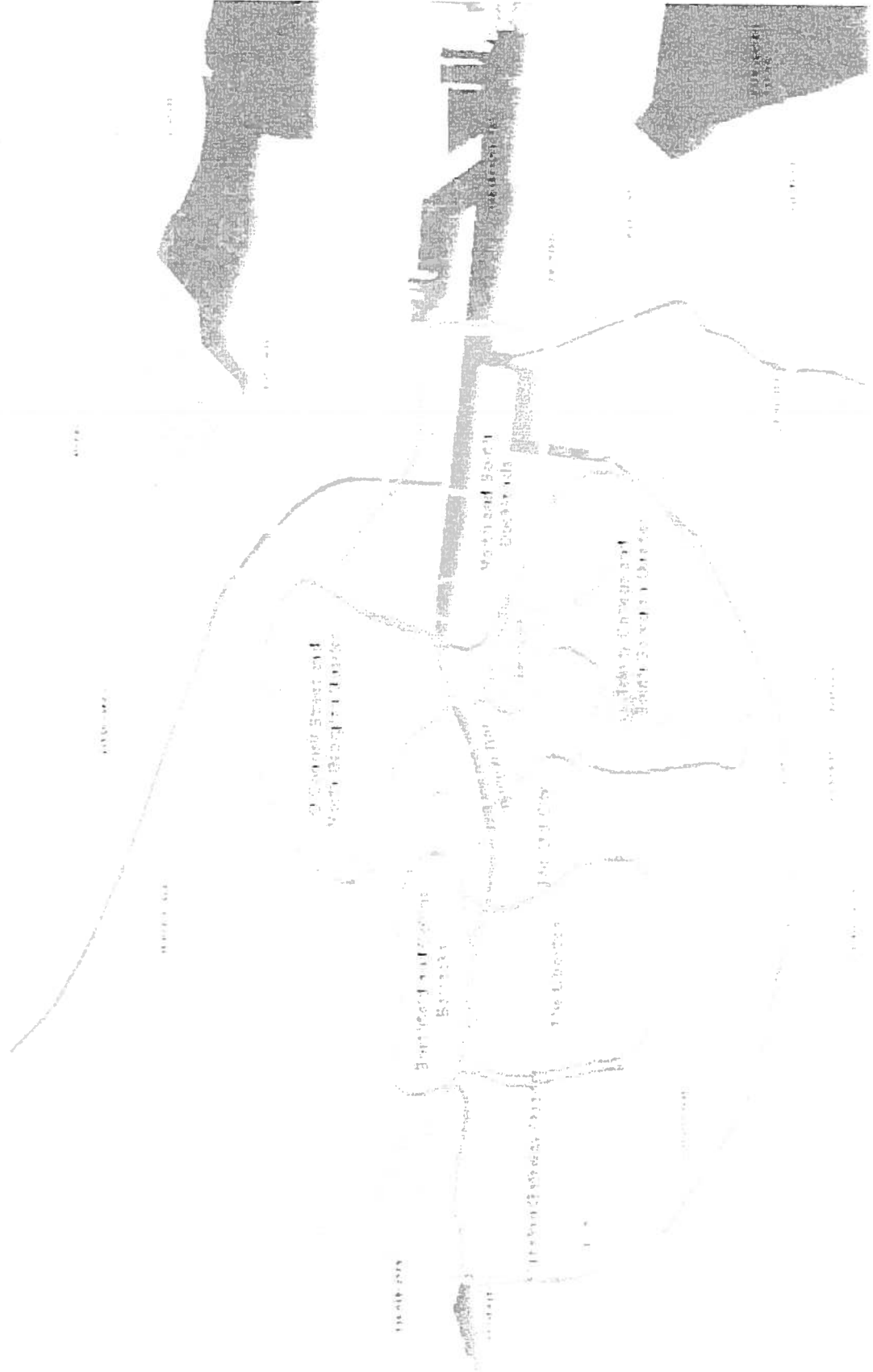
- The effect of the proposed development on buildings and the surrounding environment, both natural and man-made.
- The impact of development on the immediate streetscape in terms of compatibility of design, scale, height, plot width, roof treatment, materials, landscaping, mix and intensity of use proposed.

Development within conservation areas should be so designed so as not to constitute a visually obtrusive or dominant form of development. New alterations and extensions should complement existing buildings/structures in

terms of design, external finishes, colour, texture, windows /doors/ roof/ chimney/ design and other details. (P.259)

Refer to Development Standards 17.10.8.1 set out below

### MAIN CULTURAL QUARTERS MAP





## Appendices

Documents related to the implications of Dublin's inclusion in the Tentative List of World Heritage Sites

- Appendix 1    **UNESCO World Heritage Site Tentative List 2010**
- Appendix 2    **Department of the Environment, Heritage and Local Government submission 2009  
TENTATIVE LIST SUBMISSION: The Historic City of Dublin**
- Appendix 3    **A NEW INTERNATIONAL INSTRUMENT: THE PROPOSED UNESCO  
RECOMMENDATION ON THE HISTORIC URBAN LANDSCAPE (HUL) (May 2011 Draft)**



## UNESCO World Heritage Site Tentative List

From UNESCO website: <http://whc.unesco.org/en/tentativelists/5523/> Downloaded September 2011

### Justification of Outstanding Universal Value

The development of Georgian Dublin was a significant moment in the history of the Age of Enlightenment with the establishment of the Wide Streets Commissioners and the founding of many charitable and public institutions, in buildings of high architectural quality. The Wide Street Commissioners, Europe's first official town planning authority, was established to make 'wide and convenient streets' through the congested quarters of the city. Their remit, vision and interventions to improve the city, in a world where such functions were usually the preserve of royalty, by the rational application of scientific and aesthetic principles were exceptional - and were later copied in other cities. A building typology was developed of terraced, unadorned brick facades but often with high quality interiors.

### Statements of authenticity and/or integrity

Authenticity:

The Georgian city plan within the area bounded to the north and south by the canals, to the west by the Phoenix Park and the east by the sea still survives largely intact. Also surviving, many still in original use, are most of the significant public buildings and institutions built in the period.

However significant conservation works have been undertaken by private individuals and bodies, particularly in the north city; North Great George's [Street]

Integrity:

The architectural integrity of Mountjoy Square is intact but with about twenty-five per cent of the fabric new-build reproduction. ... Dublin City Council has been preparing a plan of works to re-establish the integrity of Parnell (former Rutland) Square. The first phase, opening the Garden of Remembrance to Charlemont House, has been completed.

Dublin is a city of grand civic buildings and public spaces; and residences with plain brick exteriors and private, almost secret, interiors of high quality, perhaps a reflection of the social tensions of the city. Much of the Dublin fabric, although laid out to a master pattern was the incremental work of artisan builders / developers.

## TENTATIVE LIST SUBMISSION: The Historic City of Dublin

Department of the Environment, Heritage and Local Government

from <http://www.worldheritageireland.ie/tentative-list/> Downloaded September 2011

### DESCRIPTION:

Following the Restoration (1660) Dublin became the second city, after London, of the British Empire, with major development and expansion in the Georgian period (1714-1830) - providing the institutional buildings and infrastructure, and setting out the city plan substantially as it survives today. Reflecting the political and social ambitions of their patrons, the institutions built are of high architectural quality. Critical to this was the city's importance as the location of Parliament which attracted wealthy aristocratic patrons, and in turn architects and craftsmen. Although most of the peers were content to buy ready built townhouses which they fitted to their taste, a number of important ducal, Palladian or Neoclassical style, town houses were also built.

Much of the Georgian fabric was the result of an explosion of speculative development by the aristocratic great estates. Master plans were prepared and plots leased to artisan builders / developers for usually two to four houses. The leases specified the parapet height and materials to be used which, when constructed, created the effect of a uniform terrace. Externally each house is quite simple; three or four storeys over basement, with three, four or five bay brick fronts, with the doorcase and its fanlight, of varying designs, being the most decorative feature. The surprise is in the interiors which often have stuccowork of particularly high quality, executed by both foreign and Irish craftsmen.

The Wide Streets Commissioners, Europe's first official town planning authority established in 1757, made the necessary urban interventions and improvements that linked the medieval core and the new Georgian developments on the north and south of the river Liffey which bisects the city. The architectural language developed in the Georgian period continued, on a diminished scale, to the early 20<sup>th</sup> century - from four storeys over basement townhouse to single storey cottage.

Following the Act of Union in 1800 much of the city was abandoned by its original aristocratic patrons. Although development continued to the 1830s, significant areas, particularly to the north of the Liffey, went into decline with some of it becoming, by the end of the century, the tenement slums which provided the inspiration and setting for the plays by the writer Sean O'Casey. The contested political atmosphere of the city, from aristocratic capital to the first city of the post-colonial world, was both a direct and indirect influence on a vibrant literary culture, producing works of international significance. The city has provided both a setting and an inspiration to writers, in expressing the moral and cultural challenges of their age.

### Justification of Outstanding Universal Value:

(Preliminary identification of the values of the property which merit inscription on the World Heritage List)

The development of Georgian Dublin was a significant moment in the history of the Age of Enlightenment with the establishment of the Wide Streets Commissioners and the founding of many charitable and public institutions, in buildings of high architectural quality. The Wide Street Commissioners, Europe's first official town planning authority, was established to make 'wide and convenient streets' through the congested quarters of the city. Their remit, vision and interventions to improve the city, in a world where such functions were usually the preserve of royalty, by the rational application of scientific and aesthetic principles were exceptional - and were later copied in



other cities. A building typology was developed of terraced, unadorned brick facades but often with high quality interiors.

The city has made an extraordinary contribution to world literature. Including Swift, Sheridan, Goldsmith, Burke and Moore in the 18<sup>th</sup> and early 19<sup>th</sup> centuries; Wilde, Stoker in the later 19<sup>th</sup> century; the Irish Literary Revival of the early 20<sup>th</sup> centuries with Yeats, Gregory and the Abbey Theatre, Synge, O'Casey and Joyce; continuing with Shaw, Beckett and Flann O'Brien to the present. Three of the four Irish Nobel laureates for Literature - Yeats (1923), Shaw (1925) and Beckett (1969), were from Dublin.

**Criteria met [see Paragraph 77 of the *Operational Guidelines*]:**

**Criterion (ii): *The Site should exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;***

**A model of Georgian city development**

The long eighteenth century (1700-1830) saw the development of a system of patronage, a pattern of building and an architectural language specific to Irish historical circumstances, which is at its most developed in Dublin city. The interiors include stuccowork of international quality by both foreign and native craftsmen. As part of the development of the city, an important collection of Classical and Neo-classical civic buildings of high quality was commissioned and built by noted architects including Sir Edward Lovett Pearce, Sir William Chambers, James Gandon and Francis Johnston.

**Criterion (iv): *The Site should be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;***

**The Georgian period / Age of Enlightenment**

Georgian Dublin represents a significant moment in the history of the Age of Enlightenment. The establishment of the Wide Streets Commissioners and the founding of many charitable and public institutions, in buildings of high architectural quality, were high points of that period in Europe. The Wide Street Commissioners, Europe's first official town planning authority, was established to make 'wide and convenient streets' through the congested quarters of the city. Their interventions moulded the city as it stands today.

Public and charitable institutions were founded and built by both public authorities and private patrons – including the Royal Hospital, Marsh's Library, Dr. Steevens's, Mosse's and St Patrick's Hospitals, and Kilmainham Gaol – some of which still continue in their original use. Trinity College, founded in 1592, also undertook a major building programme, making it the largest group of monumental 18<sup>th</sup> century buildings in the city. The Phoenix Park, one of the largest enclosed city parks in Europe, was opened to the public in 1747, a further example of the strength of Enlightenment ideas in the city.

**Criterion (vi): *The Site should be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance;*** (The committee considers that this criterion should preferably be used in conjunction with other criteria).

**Literary Dublin**

Walking around Dublin's historic core it is still possible to follow in the footsteps of the writers that were both inspired and repelled by it. No part of the city is untouched by the ghost of some writer.

The city was important both as formative influence and as a setting. The city plan and much of the fabric which provides the setting for texts of international significance, such as O'Casey's dramatic trilogy and Joyce's *Ulysses*, survive. It could be argued that in *Ulysses*, a high point of modernist literature, Dublin is in fact a participant, rather than just a setting.

**Statements of authenticity and/or integrity [see Paragraphs 78-95 of the *Operational Guidelines*]:**

### Authenticity:

The Georgian city plan within the area bounded to the north and south by the canals, to the west by the Phoenix Park and the east by the sea still survives largely intact. Also surviving, many still in original use, are most of the significant public buildings and institutions built in the period. A number, damaged during the Revolutionary period and Civil War, 1916-23 (Custom House, Four Courts and General Post Office), were restored after Independence.

Over the last twenty years, major conservation projects have been undertaken, by both the state and city authorities on important public buildings including the Royal Hospital (1684), Dublin Castle, Collins (Royal) Barracks (1709), Dr Steevens's Hospital (1719), Custom House (1791), Kilmainham Gaol (1792) and City Hall (Royal Exchange) (1769). An ongoing programme of works has been undertaken in the Phoenix Park including the reinstatement of the main entrance gates and the return of the Phoenix Monument (1747) to its original position on the main axis of the park. Works have also been undertaken and new uses found for the former Bluecoat School (1773) and the churches of St George (1802) and St Catherine (1760).

The level of survival and conservation of the Georgian domestic building fabric is more mixed, directly reflecting the changing social dynamics of the city, the conflicts of the early 20<sup>th</sup> century and modern redevelopment. Some surviving properties, particularly on the north side of the city, lost original fabric and detail when they were converted to tenement occupation. But, at this remove, this now is an important part of their history. However significant conservation works have been undertaken by private individuals and bodies, particularly in the north city; North Great George's Street being an important example, of conservation works and new interventions to replace missing historical fabric, which have revitalised and re-established the integrity of the street. Dublin City Council has published a conservation plan for Henrietta Street and recently started a programme of urgent conservation works on a number of properties in the street.

### Integrity:

The architectural integrity of Mountjoy Square is intact but with about twenty-five per cent of the fabric new-build reproduction. The south side of the city, centred on the two squares, Merrion and Fitzwilliam, survives the most intact and in a good repair, although with the 1960s ESB offices on Fitzwilliam Street. Dublin City Council has been preparing a plan of works to re-establish the integrity of Parnell (former Rutland) Square. The first phase, opening the Garden of Remembrance to Charlemont House, has been completed.

### **Comparison with other similar properties:**

(The comparison should outline similarities with other properties on the World Heritage List or not, and the reasons that make the property stand out)

The eighteenth century is a period of significant city building in Europe. World Heritage cities with which Dublin might be compared, include:- ***Edinburgh and St Petersburg, and on a smaller scale, Bath, Liverpool, Bordeaux and Nancy.***

### ***The principal differences with Dublin:***

Dublin is unique in that its status dramatically changes from its importance as a secondary imperial capital to its 19<sup>th</sup> century decline, directly reflecting its colonial relationship with London. The cities listed as comparisons all retain their original status; Edinburgh and St Petersburg as capitals, Liverpool and Bordeaux as mercantile cities and Bath as a spa town. Nancy is perhaps the exception, but it still retains its significance as a regional capital.

The patronage of the building works is significantly different - Dublin being built as a city of the Aristocracy / Ascendancy with each estate the work of competing aristocratic landowners, but with coordination and urban interventions by the Wide Streets Commissioners. St Petersburg and Nancy

were the result of a single royal patron and Edinburgh, Liverpool and Bordeaux the work of a new emerging merchant or professional middle class – a class for whom Bath was a fashionable spa. Dublin is a city of grand civic buildings and public spaces; and residences with plain brick exteriors and private, almost secret, interiors of high quality, perhaps a reflection of the social tensions of the city. Much of the Dublin fabric, although laid out to a master pattern was the incremental work of artisan builders / developers. Edinburgh in contrast was architect planned and designed, with unified classical facades over entire terraces but generally with relatively plain interiors.

# A NEW INTERNATIONAL INSTRUMENT: THE PROPOSED UNESCO RECOMMENDATION ON THE HISTORIC URBAN LANDSCAPE (HUL)

## Report to the Intergovernmental Committee of Experts (UNESCO HQ, 25–27 May 2011)

### Relevant excerpts

Downloaded September 2011 from <http://whc.unesco.org/uploads/activities/documents/activity-636-53.pdf>

### INTRODUCTION

3 Urban heritage, including its tangible and intangible components, constitutes a key resource in enhancing the liveability of urban areas and sustaining productivity and social cohesion, in a changing global environment. As the future of humanity hinges on an effective management of resources, conservation has become a strategy to achieve a balance between urban growth and quality of life.

4 In the course of the past half century, urban heritage conservation has emerged as an important sector of public policy worldwide. It is a response to the need to preserve shared values and to benefit from the legacy of history. However, the shift from an emphasis on architectural monuments primarily towards a broader recognition of the importance of the built environment as a whole and of the role of social, economic and cultural processes in the conservation of urban values, matched by a drive to adapt the existing policies and to create new tools to address this vision, has not yet reached its full potential.

...

5 [The Recommendations suggests] suggests a landscape approach for identifying, conserving, managing and valuing historic areas within their broader urban contexts, by considering the inter-relationships of their physical forms, their spatial organization and connection, their natural features and settings, and their social and cultural values. (p.9)

### DEFINITION

9. The historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values, extending beyond the notion of “historic centre” or “ensemble” to include the broader urban context and its geographical setting.

10. This wider context includes the site’s topography, geomorphology and natural features; its built environment, both historic and contemporary; its infrastructures above and below ground; its open spaces and gardens; its land use patterns and spatial organization; its visual relationships; and all other elements of the urban structure. It also includes social and cultural practices and values, economic processes, and the intangible dimensions of heritage as related to diversity and identity, all of which establish the basic role of the city as an agent for communal growth and development.

11. This definition provides the basis for a comprehensive approach for the identification, assessment, conservation and management of historic urban landscapes within an overall sustainability framework.

12. The historic urban landscape approach aims at preserving the quality of the human environment and enhancing the productive use of urban spaces and social and functional diversity. It integrates the goals of urban heritage conservation with those of social and economic development. It is rooted in a balanced and sustainable relationship between the built and natural environment and between the needs of present and future generations with the legacy from the past.

13. The historic urban landscape approach considers cultural creativity as a key asset for human, social and economic development and provides tools to manage physical and social transformations and to ensure that contemporary interventions respect and are harmonious with heritage in a historic setting. (p.10)

#### **OPPORTUNITIES AND CHALLENGES FOR THE HISTORIC URBAN LANDSCAPE**

##### Urbanization and growth

17 On the one hand, urbanization provides economic, social and cultural opportunities that can enhance the quality of life and traditional character of urban areas; on the other hand, the unmanaged intensification of urban density and growth can undermine the sense of place, the identity of communities, and the integrity of the urban fabric. Such threats include gentrification, the increase in permissible building height and lot size to allow for over-sized constructions, the unchecked rise in real estate costs and the increase of automobile traffic. (p.11)

#### **POLICIES**

22 Respect for historic values should be the guiding principle for architectural interventions. Continuity of composition, which does not disrupt existing architecture, deserves priority.

24 ... local authorities should prepare urban development plans that take the area's values, including heritage values, and the associated features, into consideration. (p.13)

