

13 LANDSCAPE AND VISUAL IMPACT ASSESSMENT

13.1 Introduction

This section describes the likely significant visual effects of the proposed development on the environment surrounding the application site in relation to a proposed development on former industrial lands at Parkgate Street, Dublin. These lands were formerly occupied by the Hickey Home Focus fabric company.

A detailed description of the proposed development is provided in **Chapter 3**, Description of the Proposed Development and **Chapter 4**, Construction Strategy.

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Please refer to **Chapter 1** for further details on his relevant qualifications and experience.

13.2 Assessment Methodology • Assessment of Visual Effects

The European Landscape Convention defines landscape as follows:

"Landscape" means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;

Landscape and Visual Impact Assessment discusses how the existence of a proposed development might change how a surrounding area might be '*perceived by people*' visually.

The preparation of this landscape and visual impact assessment has had regard to the *Guidelines on the Information to be Contained in Environmental Impact Assessment Reports (Draft of August 2017)* prepared by the Environmental Protection Agency. It is noted that the EPA Guidelines, in categorising the extent of environmental impact, uses the term 'effects' in place of 'impacts'. This LVIA follows the Guidelines and uses the term 'effects'. Though the terms are interchangeable, the word 'effect' has a less negative connotation than the word 'impact'

The EPA Guidelines are statutory guidelines prepared under the provisions of the EPA Act 1992 (as amended). The purpose of a visual impact assessment is, taken together with the full range of other documents lodged as part of a planning application, to assist in informing the decision making process.

Assessment of visual effects, has three main parts:

1. Analysis the likely extent of visibility of a proposed development.
2. Description of the visual sensitivity of the receiving environment and its consequent capacity to absorb development.
3. Assessment of the objective extent of change in the visual character of the receiving environment likely to arise from the existence of the proposed development, and of the likely response of observers to that change.

The EPA Guidelines require that visual impact assessment be carried out in a manner that is systematic, impartial, and objective and independent. It is not the purpose of assessment to promote or advocate for the development. It is an important principle of impact analysis that the analysis should be capable of being repeated independently, and that repeated analysis should lead to the same conclusion. To facilitate this, the steps taken in the analysis of impacts should be clearly set out in an assessment report.

13.2.1 Visibility

The first task of a landscape and visual impact assessment is to assess the likely extent and nature of visibility of the proposed development. This includes determining from what locations the proposed development is likely to be visible and from what locations it will not be. It includes determining, where visible, how major or minor an element the proposed development will be in any view. The primary determining factors when assessing extent of visual impact are:

- (i) whether a development will be visible or not;
- (ii) where visible, how much of any view a development will occupy; and
- (iii) whether or not a proposed development is the focus of a view.

Each of these factors affects the visual prominence of a proposed development.

The extent of visibility of a proposed development in any view tends to be directly related to the distance of the viewpoint from the development. However, intervening obstacles such as buildings or structures, trees and planting, and topography, can modify the extent of visibility of the proposed development. Where streets or urban spaces are aligned towards the site of a proposed development, and where the buildings or trees at the end of these alignments are relatively modest in height, there is a potential for taller developments to be visible above any lower intervening buildings or other obstacles. This potential increases with the length of the open foreground but reduces when the viewpoint is closer to any intervening obstacles. It follows, that for taller structures (e.g. taller than the prevailing height of the surrounding built environment or landscape elements) to be openly visible, they must be seen across an open foreground or at the end of a long vista or alignment. From viewpoints within dense urban, or even suburban, environments, very modest buildings in the foreground can conceal even very large or tall structures from view. The Spire in O'Connell Street, which is 120 metres high, is imposing when viewed from O'Connell Street or O'Connell Bridge, or from Talbot Street or Henry Street. Outside these axes, the visibility of the Spire is dramatically reduced, and, despite its great height it is not visible at all from the great majority of the city.

A survey of the potential visibility of the proposed development was carried out having regard to the contents of the *Dublin City Development Plan 2016-2022* (including in particular the location of key views and prospects, protected structures, conservation areas and Strategic Development and Regeneration Areas). A survey of the potential visibility of the proposed development was carried out by ARC on several dates in the summer and autumn of 2018. Before visiting the surrounding area, ARC carried out mapping analysis to identify locations surrounding the application site, which would be representative of the extent of visibility of the proposed development, including locations from which views of the proposed development were likely. ARC's initial selection of views was discussed in meetings with Dublin City Council, beginning with a meeting in early October 2018. Following this and other meetings with Dublin City Council, 19 view locations were finally selected, and photomontages were prepared from these view locations by Model Works. These photomontages are appended to this document. ARC had regard to these photomontages in the preparation of this assessment of the landscape and visual effects of the proposed development on the surrounding environment.

Wide-angle lenses were used to provide sufficient context in the view. Photographs with a narrow field of view may exclude relevant context. Wide-angle views, capable of providing sufficient context are particularly important when the viewpoint is close to proposed development. Photographs and photomontages based on wide angle photography are printed at A3 size, so that the angle of vision covered by the print, when held at reading distance, is approximately the same as would be covered by the same extent of the real scene, when viewed from the camera location. This is an accepted convention where photomontages are used to illustrate assessment of landscape and visual effects.

It should be noted that digital images are now commonly viewed on digital devices, and that these devices have a wide range of screen sizes. The size of screen on which an image is viewed and the extent to which the viewer zooms into or out of the image can affect how the content of the image is perceived. Photomontages used to illustrate assessment of landscape and visual effects are helpful in indicating the extent to which a proposed development may be visible from a particular location, and where visible the form and materials of the proposed development. It should be noted that in the

context of assessment of landscape and visual effects photomontages are intended to be representative of what might be seen from different directions and are not intended to be exhaustive.

13.2.2 Characteristics of the Receiving Environment • Sensitivity and Visual Capacity

As has been discussed above, the visibility of proposed development is mediated by the physical geometry of the receiving environment, including the pattern and form of the existing built environment. These are among the factors that determine the visual capacity of a receiving environment to absorb development. Among other characteristics are the visual character and uniformity of the receiving environment and its historical or cultural value.

An intact and uniform Georgian square, which is a coherent and integrated visual setting, would usually be regarded as visually sensitive with a consequent low capacity to absorb new development that might dilute the existing visual character. The same might be true of certain suburban environments. On the other hand, a centre city environment or dockland settings where there are structures of a diverse character and a wide range of scales are settings that are usually less sensitive and are likely to have a high visual capacity to absorb development. Locations that have a statutory designation as an architectural conservation area or locations where there are protected structures, usually have an increased visual sensitivity leading to a reduced visual capacity to absorb development. Other designations, such as special amenity area orders, designated views and prospects and designated high amenity zones, may also limit this absorption capacity. Capacity to absorb development, therefore, has a direct bearing on the extent of likely visual effects.

In areas that are very uniform in character the introduction of larger structures may change the visual character of the area. In established urban areas the introduction of new large structures as part of a process of densification has the potential to give rise to substantial visual effects. The extent of this change will depend on the extent of difference in visual character between the new development and the existing surrounding visual environment. The extent of change is likely to be the main factor in determining the extent of visual effects.

13.2.3 Extent and Nature of Visual Effects

The categorising of the extent potential of visual effects in this LVIA utilises the terminology set out in the *Table 3.3: Descriptions of Effects* contained in the *Guidelines on the Information to be Contained in Environmental Impact Assessment Reports* prepared by the Environmental Protection Agency.

The extent of visual effects will depend on the extent to which the existence of a proposed development changes the visual character of a receiving environment. The extent of change likely to result from the existence of a proposed development is usually a matter of objective fact, related to characteristics such as bulk, height, form, colour materials proportion, etc.

The extent of visual effects also depends on the interplay between the visual sensitivity and uniformity of the receiving environment and the extent to which the design of the proposed development responds to the form and pattern of the receiving environment. Responding well to the receiving environment should not imply deference or mimicry. Often a degree of contrast is a more visually appropriate response than adopting the style, form, materials or architectural detail of the receiving built environment, which can sometimes result in pastiche. These matters may be described in objective terms, but they are also susceptible to subjective judgement on the part of observers.

The perceived character of the visual effects: positive, negative or neutral, may depend on how well a development is received by the public, and on the perceived contribution of the development to the built environment. The character of visual effects, and even the duration of visual effects, is very dependent on the attitude of the viewer. If a viewer is opposed to a new building for reasons other than visual, that viewer is likely to see the building in a negative light, no matter how beautiful the building might be.

13.2.4 Definition of Effects on the Visual Environment

The assessment of visual effects on landscape and on the built environment had regard to the *Guidelines on the Information to be Contained in Environmental Impact Assessment Reports (Draft of August 2017)* prepared by the Environmental Protection Agency. The terminology for categorising the significance of visual effects referred to below is taken from *Table 3.3: Descriptions of Effects* contained in the *Draft Guidelines on the Information to be Contained in Environmental Impact Assessment Reports*. Some commentary is also given below on what these definitions might imply in the case of landscape and visual effects. The definitions from the EPA document are in italics.

Imperceptible: *An effect capable of measurement but without significant consequences.* The definition implies that the development would be visible, capable of detection by the eye, but not noticeable to the casual observer. If the development were not visible, there could be no impact.

Not Significant: *An effect which causes noticeable² changes in the character of the environment but without significant consequences* (the footnote '2' to the word 'noticeable' is: 'for the purposes of planning consent procedures'). The definition implies that the development would be visible, capable of detection and of being noticed by an observer who is actively looking for the development with the purpose of assessing the extent of its visibility and visual effects.

Slight: *An effect which causes noticeable changes in the character of the environment without affecting its sensitivities.* For this definition to apply, a development would be both visible and noticeable, and would also bring about a change in the visual character of the environment. However, apart from the development itself, the visual sensitivity of the surrounding environment would remain unchanged.

Moderate: *An effect that alters the character of the environment in a manner that is consistent with existing and emerging baseline trends.* In this case, a development must bring about a change in the visual character of the environment; and this change must be consistent with a pattern of change that is already occurring, is likely to occur, or is envisaged by policy.

Significant: *An effect which, by its character, magnitude, duration or intensity alters a sensitive aspect of the environment.* The definition implies that the existence of the development would change an important characteristic of the visual environment in a manner that is not 'consistent with existing and emerging baseline trends'. Whether an effect might or might not be significant can depend on the response of individual observers, since what one person might regard as a sensitive aspect of the visual environment, another might not.

Very Significant: *An effect which, by its character, magnitude, duration or intensity significantly alters most of a sensitive aspect of the environment.* The definition implies that the existence of the development would substantially change most of the visual characteristics of the environment in a manner that is not 'consistent with existing and emerging baseline trends'.

Profound: *An effect which obliterates sensitive characteristics.* In visual terms, profound effects are only likely to occur on a development site, in that it is only on the site that all previous visually sensitive characteristics could be obliterated. Outside the site, some visual characteristic of the original environment is likely to remain.

The definitions of effects listed above deal largely with the extent of effects; which is usually proportional to the extent to which that development is visible. The extent of effects will also, in part, depend on the sensitivity of the spaces from which the development is seen. This proportionality may be modified by the extent to which a development is regarded as culturally or socially acceptable. Though buildings are intended to be permanent, and will be permanently visible, the extent of visual effects associated with a building often diminishes with time as further development in the area takes place.

13.3 Statutory Provisions

Chapter 1 of the *City Development Plan 2016–2022* is titled '*Strategic Context for the City Development Plan*'. Within that chapter under Section 1.2 A: New Approach, and the heading: '*Achieving a more sustainable and resilient city*', are the following provisions:

The application of the following principles at all levels, from plan making to urban projects and development management, will help to deliver a better quality of life for all. The principles constitute inter-related and essential elements of a sustainable approach to future development of the city:

a) Economic – Developing Dublin as the national gateway at the heart of the Dublin region and the engine of the Irish economy, with a network of thriving spatial and sectoral clusters, as a focus for employment and creativity.

...

d) Urban Form – Creating a connected and legible city based on active streets and quality public spaces with a distinctive sense of place. Place making is particularly important in the strategic development and regeneration areas (SDRAs).

In Chapter 2: Vision and Core Strategy, Section 2.3.2 Shaping the City – Urban Form and Structure, includes the following:

The strategy of extending the inner city eastwards and westwards, towards the Docklands and Heuston respectively, is now complemented with a strategy for the quality consolidation of the inner city, protecting heritage while promoting diversity. The structure of the city will be augmented by the development of the SDRAs and the KDCs. There is an emphasis on the contribution that good streets and architecture can make to regeneration and a re-affirmation that Dublin will remain a predominantly low-rise city with defined height in limited locations

Section 2.3.12 *Guiding Principles for Strategic Development and Regeneration Areas*, adds the following:

The plan designates 18 strategic development and regeneration areas (SDRAs), see Table E, in addition to the inner city. These represent significant areas of the inner and outer city with substantial development capacity and the potential to deliver the residential, employment and recreational needs of the city. For each of these 18 SDRAs, guiding principles are provided, setting out how to optimise on the potential, the city role and the character of each area.

In Chapter 15: *Strategic Development and Regeneration Areas: Guiding Principles for Development*, Section 15.1.1.10: *SDRA 7 Heuston and Environs*, begins as follows:

An urban design land-use framework plan for the regeneration of the Heuston area was produced in 2003. This plan provided a regeneration framework for key development sites addressing issues of spatial layout, urban grain, massing, height and land-use and the need to interface such sites successfully with the Phoenix Park, the River Liffey and cultural institutions. The vision for the area as set out in this study is: ‘to create a coherent and vibrant quarter of the city that captures the public imagination with high quality services, development, design and public spaces that consolidate and improve the existing strengths of the area.’

The Section goes on to outline principles apply within SDRA 7. SDRA 7 is a relatively large area with varying characteristics, and not all the principles set out in Section 15.1.1.10 would apply to the development site discussed in this report. The most relevant principles in terms of potential visual impacts are:

- 1. To develop a new urban gateway character area focused on the transport node of Heuston Station with world class public transport interchange facilities, vibrant economic activities, a high-quality destination to live, work and socialise in, a public realm and architectural designs of exceptional high standard and a gateway to major historic, cultural and recreational attractions of Dublin City.*
- 2. To incorporate sustainable densities in a quality contemporary architecture and urban form which forges dynamic relationships with the national cultural institutions in the Heuston environs.*
- 3. To ensure the application of best practice urban design principles to achieve:*
 - A coherent and legible urban structure within major development sites
 - A prioritisation on the provision of public space
 - A successful interconnection between the development site and the adjacent urban structure

4. *To protect the fabric and setting of the numerous protected structures and national monuments, many of which are major national cultural institutions.*
7. *As a western counterpoint to the Docklands, the Heuston gateway potentially merits buildings above 50 m (16-storeys) in height in terms of civic hierarchy.*
9. *Other important visual connections to be respected include Chesterfield Avenue to Guinness Lands and from key parts of the City Quays to the Phoenix Park (Wellington Monument).*

Paragraph 8, not quoted above, refers to the ‘Cone of Vision’ between the Royal Hospital Kilmainham and the Phoenix Park. The site of the proposed development is well outside the ‘Cone of Vision’. The visual connections referred to in Paragraph 9 are referred to as ‘other’ because they are not those mentioned in Paragraph 8.

The ‘Cone of Vision’ and the ‘visual connections’ mentioned in Paragraph 9, above, are indicated on the map for SDRA 7, Figure 27 in the City Development Plan. In Chapter 4: ‘Shape and Structure of the City’, Figure 4 of the City Development Plan, titled ‘*Key Views and Prospects (indicative)*’ indicates views and prospects in a City wide context. The ‘Cone of Vision’ is one of the views and prospects shown in the Figure 4 map. The two ‘visual connections’ listed on Paragraph 9 of the SDRA 7 text are not included in Figure 4. These two ‘visual connections’ are stated by the Planning Authority as being of importance in relation to SDRA 7. However, their omission from Figure 4 of the Development Plan suggests that these two ‘visual connections’ are not of importance in a City wide context.

The map for SDRA 7, Figure 27, indicates the ‘Cone of Vision’ and the two ‘visual connections’ as bounded by dotted yellow lines, and in the key to the map these lines are labelled as ‘Important Views and Prospects’. The map is quite diagrammatic, and the yellow dotted lines do not accurately reflect the reality on the ground of the ‘Cone of Vision’ or, in particular, the ‘visual connections’ under Paragraph 9.

For instance, the map shows a visual corridor for what is referred to in Paragraph 9 as views ‘*from key parts of the City Quays to the Phoenix Park (Wellington Monument)*’. However, views of the Wellington Monument from City Quays are for the most part well outside the visual corridor shown on the map, an example being views from Victoria Quay, which are the most open views of the Monument from the Quays.

Chesterfield Avenue in the Phoenix Park has two distinct alignments. The short section of Chesterfield Avenue between the first roundabout and Parkgate Street aligns somewhat more towards the north and east than the main alignment of the Avenue, which runs dead straight from the Castleknock Gate the whole way to that first roundabout, the roundabout nearest the City. The view corridor of the first short alignment of the Avenue touches the south west corner of the site of the proposed development, but the visual corridor of the main alignment passes well west of the subject site. These different alignments are not reflected in Figure 27.

As is discussed further on in this chapter, there is no historic relationship between Chesterfield Avenue and Guinness Lands, nor is there any historic relationship between the Wellington Monument and the City Quays.

The site of the proposed development lies within a Conservation Area and there is extensive discussion of policies relating to Conservation Areas in Chapter 11: *Built Heritage and Culture of the Development Plan*. In Section 11.1.5.4 it is stated that:

Dublin City Council will thus seek to ensure that development proposals within all Architectural Conservation Areas and Conservation Areas complement the character of the area, including the setting of protected structures, and comply with development standards

At Section 11.1.5.6 *Conservation Area – Policy Application* it is stated that:

All new development must have regard to the local context and distinctiveness and the contribution to the local scene of buildings, landmarks, views, open spaces and other features of architectural, historic or topographical interest. The general design principles are set out in a separate policy but it is particularly important within Conservation Areas that design is appropriate to the context and based on an understanding of Dublin’s distinctive character areas.

New development should have a positive impact on local character. In seeking exemplary design standards, the planning authority will require development in Conservation Areas to take opportunities to enhance the area where they arise.

It is noted that, since the adoption of the Development Plan, the Department of Housing, Planning and Local Government published the *Urban Development and Building Height Guidelines for Planning Authorities* (December 2018). Those guidelines seek to address concerns that setting building height limits in local planning policy may hinder the implementation of national planning policy by setting out performance-based criteria for the assessment of taller buildings. However, the area of the application site has already been identified for increased building heights in statutory planning policy. Nonetheless, the criteria under the *Building Height Guidelines* must be considered as Section 3.2 provides:

3.2 In the event of making a planning application, the applicant shall demonstrate to the satisfaction of the Planning Authority/ An Bord Pleanála, that the proposed development satisfies the following criteria:"

13.3.1 The Height Guidelines

The *Building Height Guidelines* go on to list 17 criteria under 4 headings. Aspects of 6 of these 17 criteria are considered relevant to visual impact and are discussed in this chapter of the EIAR. These 6 criteria and the other 11 are addressed in the Planning Report that has been included in the Planning Application documentation. The 6 headings considered to be relevant to this chapter are:

At the scale of the relevant city/town

- *Development proposals incorporating increased building height, including proposals within architecturally sensitive areas, should successfully integrate into/enhance the character and public realm of the area, having regard to topography, its cultural context, setting of key landmarks, protection of key views. Such development proposals shall undertake a landscape and visual assessment, by a suitably qualified practitioner such as a chartered landscape architect.*
- *On larger urban redevelopment sites, proposed developments should make a positive contribution to place-making, incorporating new streets and public spaces, using massing and height to achieve the required densities but with sufficient variety in scale and form to respond to the scale of adjoining developments and create visual interest in the streetscape.*

At the scale of district/ neighbourhood/street

- *The proposal responds to its overall natural and built environment and makes a positive contribution to the urban neighbourhood and streetscape*
- *The proposal is not monolithic and avoids long, uninterrupted walls of building in the form of slab blocks with materials / building fabric well considered.*
- *The proposal enhances the urban design context for public spaces and key thoroughfares and inland waterway/ marine frontage, thereby enabling additional height in development form to be favourably considered in terms of enhancing a sense of scale and enclosure while being in line with the requirements of "The Planning System and Flood Risk Management – Guidelines for Planning Authorities" (2009).*
- *The proposal makes a positive contribution to the improvement of legibility through the site or wider urban area within which the development is situated and integrates in a cohesive manner.*

It is noted that these 6 criteria from the *Build Height Guidelines* use key words and phrases such as: 'enhance the character and public realm', 'make a positive contribution to place-making', 'makes a positive contribution to the urban neighbourhood', 'enhances the urban design context for public spaces', and 'the improvement of legibility'. These words and phrases, and the general thrust of the 6 criteria above, echo the stated objectives under SDRA 7. In terms of visual character and likely visual effects the 6 criteria above are broadly consistent with the objectives of SDRA 7 and with the Vision and Core Strategy for the City as set out in Chapter 2 of the *Dublin City Development Plan 2016-2022*.

13.3.2 The Architectural Heritage Protection Guidelines

Section 13.8: *Other Development Affecting the Setting of a Protected Structure or an Architectural Conservation Area* of the *Architectural Heritage Protection Guidelines for Planning Authorities* (2011) states the following:

13.8.1. When dealing with applications for works outside the curtilage and attendant grounds of a protected structure or outside an ACA which have the potential to impact upon their character, similar consideration should be given as for proposed development within the attendant grounds. A visit to the site should be considered an essential part of the assessment.

13.8.2. New development both adjacent to, and at a distance from, a protected structure can affect its character and special interest and impact on it in a variety of ways. The proposed development may directly abut the protected structure, as with buildings in a terrace. Alternatively, it may take the form of a new structure within the attendant grounds of the protected structure. A new development could also have an impact even when it is detached from the protected structure and outside the curtilage and attendant grounds but is visible in an important view of or from the protected structure.

13.8.3. The extent of the potential impact of proposals will depend on the location of the new works, the character and quality of the protected structure, its designed landscape and its setting, and the character and quality of the ACA. Large buildings, sometimes at a considerable distance, can alter views to or from the protected structure or ACA and thus affect their character. Proposals should not have an adverse effect on the special interest of the protected structure or the character of an ACA

The proposed development is in a Conservation Area, but not an Architectural Conservation Area. However, there are numerous Protected Structures in the general area, and, since the proposed development includes a tall structure, there is the potential for the existence of the proposed development to give rise to visual effects on the setting of some surrounding protected structures. This is discussed further in this chapter.

13.4 Receiving Environment

The site of the proposed development is located in an historic area of the City, and there are important locations in the surroundings that are both historic and play a role in shaping the present character of the area. These locations include; the River Liffey both east and west of the development site, the Phoenix Park and features within the Park, Collins Barracks, the Guinness Brewery, Heuston Station, Dr Steeven's Hospital (HSE), and the Royal Hospital Kilmainham. There is likely to be visual interaction between each of these historic locations and the proposed new development, and objectives of the *Dublin City Development Plan 2016-2022* call for development in the Heuston and Environs Strategic Development and Regeneration Area, SDRA 7, to play a role in reshaping the character of the area.

In order to understand the significance of likely visual interactions between the proposed development and each of the historic areas listed above, it is important first to understand the significance of these historic locations in themselves, and how they contribute to existing urban form and character. What these places are like now is not how they always were, and how they are now perceived is not how they might have been perceived in the past, or were intended to be perceived. Understanding the role these places played in the Dublin of the past enriches our understanding of their present contribution to the City, and how it might be appropriate for new development to interact with them.

The Phoenix Park and the Royal Hospital Kilmainham came into being in the 17th century. Collins Barracks, Dr Steeven's Hospital and the Guinness Brewery are all from the 18th century. Mapping evidence shows that the River Liffey had no crossings close to the development site until well into the 19th century, and until the 19th century the quay walls along the river did not extend as far west as they do now. Heuston Station, originally Kingsbridge, is mid 19th century. The development site itself was part of open ground on the north bank of the River, the Long Meadows, until the Phoenix Ironworks were founded on the site in 1808.

There are many written references to these historic locations, modern references and references from the past. Extracts from some of these references are reproduced below so as to provide insight into these historic places, their development and their significance. Several extracts from one particular

early 19th century book are quoted below. This is Warburton Whitelaw and Walsh's *History of the City of Dublin*, published in 1818. This large reference book is particularly useful because it was published just a few years after the first buildings of the Phoenix Ironworks were erected on the development site, and provides a contemporary account of Dublin at that time. This book is not merely a history but also, as detailed on the title page, contains descriptions of the City's '*Present Extent, Public Buildings, Schools, Institutions, Etc.*', in 1818. Other reference books and sources are also cited below.

13.4.1 The Phoenix Park

In the medieval period lands now associated with the Royal Hospital Kilmainham and part of the lands north across the River Liffey that are now within the Phoenix Park were in the possession of the Knights Hospitallers of St. John of Jerusalem. A footnote in Warburton Whitelaw and Walsh's *History of the City of Dublin* states:

A priory dedicated to John the Baptist was founded on or near the site of the ancient abbey of Kilmaignend, about the year 1174, for Knights Templars, by Richard Earl of Pembroke, the famous Strongbow. On the dissolution of that order in 1312, their possessions of every kind were conferred on the Knights of St. John of Jerusalem.

With the Suppression of the Monasteries in the 1530s, these lands became the property of the crown. According to Weston St John Joyce in his book, *The Neighbourhood of Dublin*, first published 1912, these lands together with additional lands north of the River were ceded to Sir Richard Sutton in 1611 in exchange for certain lands in Cornwall. Sutton later sold the lands to Sir Edward Fisher, who built a house he called 'The Phoenix' on an elevated site, later occupied by the Magazine Fort. In 1618, the Crown reacquired the lands from Sir Edward Fisher. The Crown then went on to purchase adjacent lands so as to assemble lands for a Viceregal demesne and deer park. In the 1660s, sufficient lands having been assembled, it was decided to build a wall around the main part of the lands north of the River to enclose the deer park, which became the Phoenix Park. The Crown still held lands outside the wall, lands on the north side of the Liffey between the Park and the River and extensive lands south of the River.

In 1745, Philip Dormer Stanhope, later Earl of Chesterfield was appointed Viceroy, a post he held for less than 2 years. However during his short time as Viceroy he, according to Weston St John Joyce:

ornamentally planted and laid out the Park, constructed the Main Road, and erected the Phoenix column; besides opening the greater portion of the Park to the public.

The Main Road through the Park as laid out by Lord Chesterfield is not the current Chesterfield Avenue. Its current alignment, which dates from the mid 19th century, was part of recommendations made by the great architect and urban designer, Decimus Burton, who played a major role in the design of some of London's great parks.

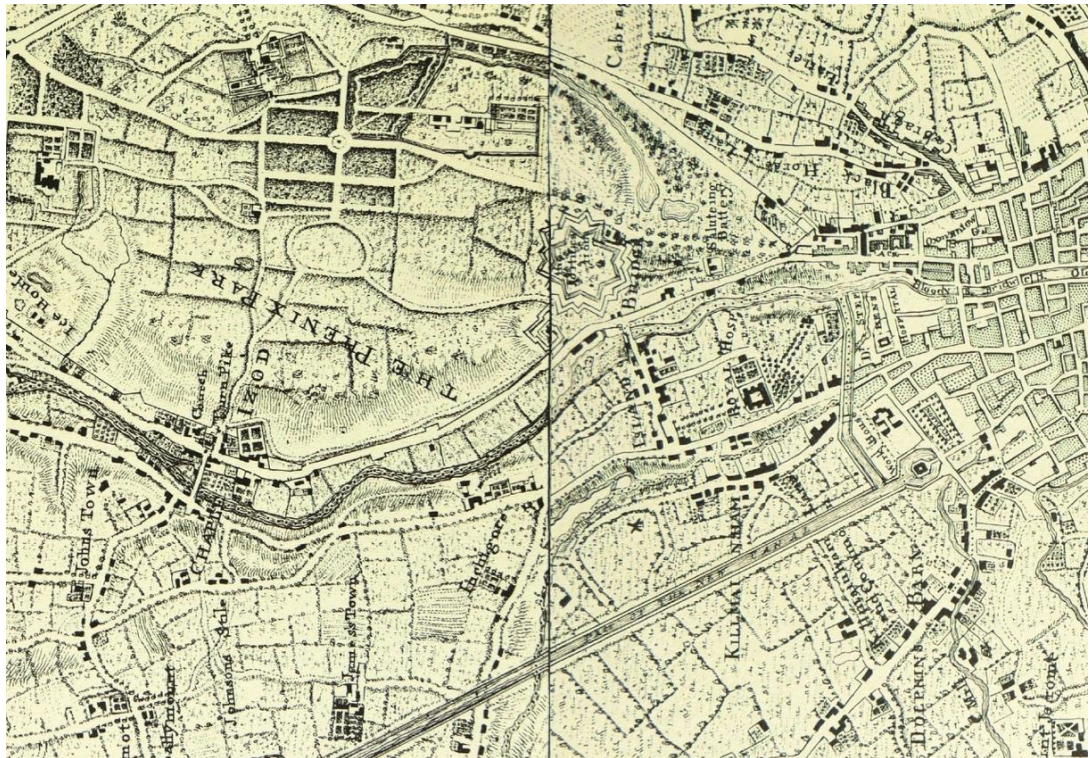


Figure 13.1: Extract from John Rocque’s map of the County of Dublin, 1760, showing the layout of the Phoenix Park following the improvements introduced by the Earl of Chesterfield in the late 1740s. The Star Fort proposed by the Earl of Wharton in 1710, never finished, is seen near the east end of the Park.

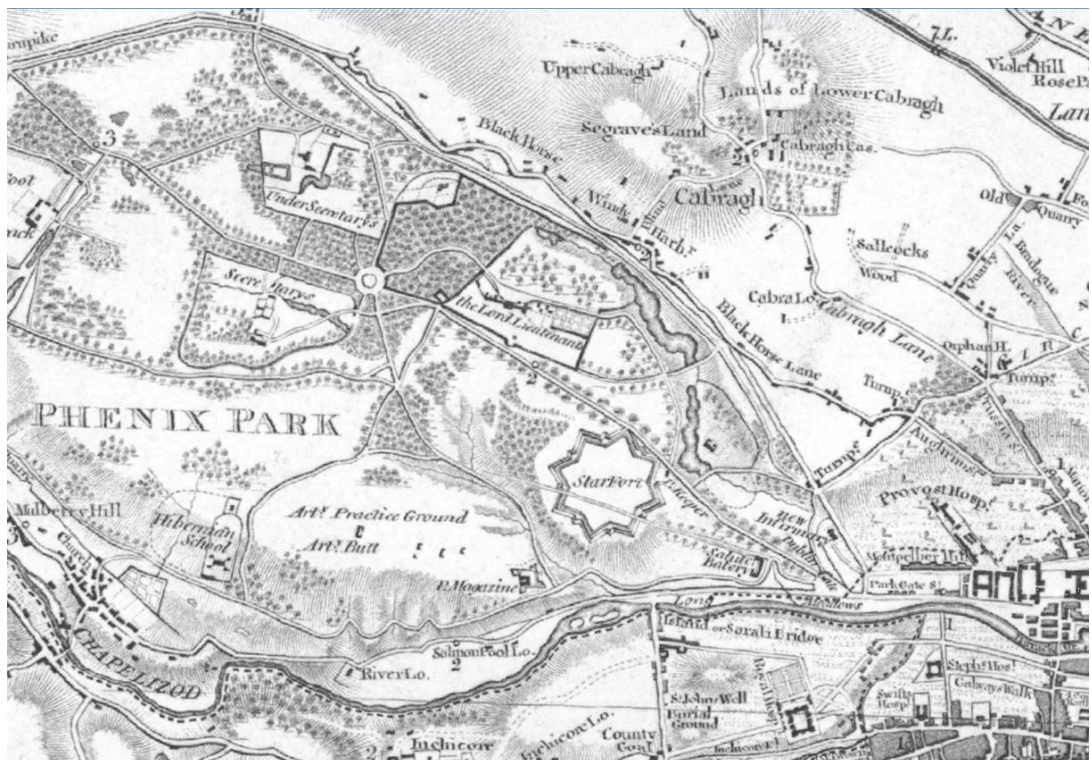


Figure 13.2: Extract from Taylor’s map of 1816, showing the state residences to the north of the Park and a line of military establishments along the south side including the Hibernian Military School, an Artillery Practice Ground, the Magazine Fort, the Salute Battery and the Infirmary. (SDCC)

It is important to point out that the Phoenix park was a deer park and demesne, outside the city of Dublin, and does not appear to have been designed to have a relationship with the urban form of Dublin. In 1660, when the Phoenix Park was enclosed, its surroundings were rural, not urban. This is clearly shown on the First Edition Ordnance map of 1837. In 1818 Warburton Whitelaw and Walsh describe the view from the Park as follows:

The exterior views from the Park are grand and beautiful. In the fore ground the river Liffey meanders through rich meadows, until it flows beneath the magnificent arch of Sarah's-bridge. The city itself terminates the horizon on the east. In front is a rich landscape highly embellished with country seats, through which the Grand Canal passes, marked in its course by fine rows of elms; and beyond all, the soft contour of the Wicklow mountains forms a suitable frame to the picture.

The city is seen on the horizon, not in the foreground. Even now, views from the Park towards the City are limited. There are pictorial views from the Magazine Fort towards Dublin from the late 18th and early 19th century, but these views are now obscured by mature tree planting within the Park. Chesterfield Avenue, which has two slightly different alignments, seems to point in a general way towards the City, but it is not oriented towards any significant monument or building in the City. From each of the Avenue's two alignments the view to the City is terminated by structures in the Guinness Brewery. But these structures were not there when the Avenue was laid out, and Guinness have made regular changes to what is seen from the Avenue in order to meet the Brewery's needs.

The Phoenix Park, the residence, demesne and deer park of the Viceroy, was set up as part of the apparatus of the British Crown in Ireland. It was a focus of state and military establishments and institutions, both within the park and in the surrounding area. In the park there were the Viceregal Lodge, the Chief Secretary's Lodge, the Under Secretary's Lodge, Mountjoy Barracks - Ordnance, the Magazine Fort, the Constabulary Barracks, the Royal Military Infirmary, the Hibernian Military School and the Wellington Monument, originally referred to as the Wellington Testimonial or Trophy. There was even a star fort in the middle of the Park, part constructed but never finished, a bastion as a place of refuge in the event of invasion or insurrection. Outside the Park were the Royal Barracks, the Royal Artillery Barracks, and the Royal Hospital - for old soldiers.

Warburton Whitelaw and Walsh describe Barrack Bridge, crossing the Liffey well east of the Phoenix Park, which was rebuilt in 1859 as Victoria & Albert Bridge and is now renamed as Rory O'More Bridge:

The bridge was first constructed of wood in 1671, and in consequence of an affray on it, in which four persons lost their lives, was called Bloody-bridge. Being afterwards built of stone, and situated not far from the barracks, it has been since named BARRACK-BRIDGE. It is a plain structure of four semi-circular arches, but at the south end, there has been lately erected a grand Gothic gateway leading to the Royal Hospital of Kilmainham

This gateway, named on the First Edition Ordnance map as the Richmond Guard Tower, is shown on that map leading to a road called Military Road that ran west from Barrack Bridge, crossing lands now occupied by part of the Guinness Brewery, on to the line of St John's Road West and then to a wide expanse of open land entirely surrounded by military establishments on the south side of the Liffey. This military arena extended north across the River to include the Royal Barracks, the Royal Military Infirmary and the Magazine Fort. On high ground at the centre of this military panorama there was gun battery, the Salute Battery, where salutes were fired at times of celebration. This was the location eventually chosen for the Wellington Testimonial, a focus at the centre of a military world. Warburton Whitelaw and Walsh speak of the Salute Battery as follows:

The Salute Battery, situated on the highest ground in the Park. It mounts twelve pieces of cannon, twelve pounders, which are fired on rejoicing days; but as such are not likely to occur as often as formerly, its site has been given by the Board of Ordnance to the Wellington Committee, for the erection of the Grand Trophy

The John Rocque's maps of 1756 and 1760, Taylor's map of 1816, Duncan's map of 1821 and the First Edition Ordnance map of 1837 all confirm the enormity of the military complex surrounding the site of the Wellington Monument at the time of its construction. Some of the military buildings have retained their names and purposes; others have changed. The Royal Military Infirmary is now the Department of Defence, the Royal Barracks is now Collins Barracks; the Artillery Barracks is now Clancy Quay; the Hibernian Military School is St Mary's Hospital.

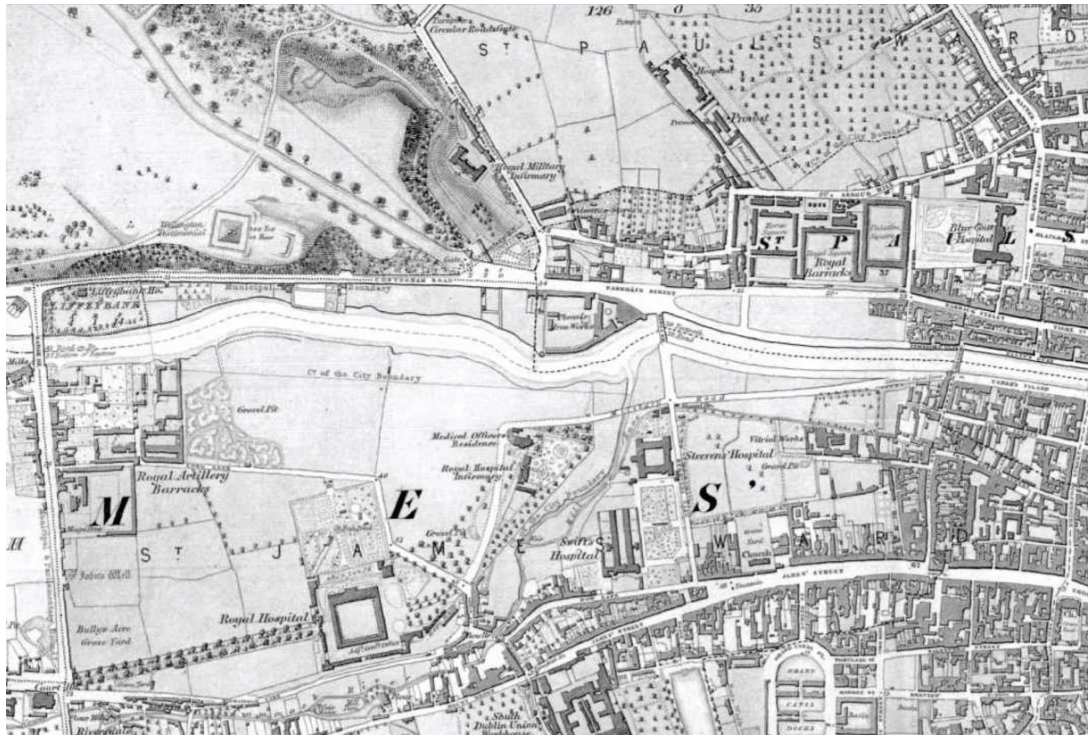


Figure 13.3: Extract from the First Edition Ordnance map of 1837, showing the expanse of open land north of the Royal Hospital Kilmainham between it and the River Liffey, stretching from Watling Street at the east to the Artillery Barracks at Island Bridge at the west. The confluence of the Camac with the Liffey is shown where Heuston Station now stands.

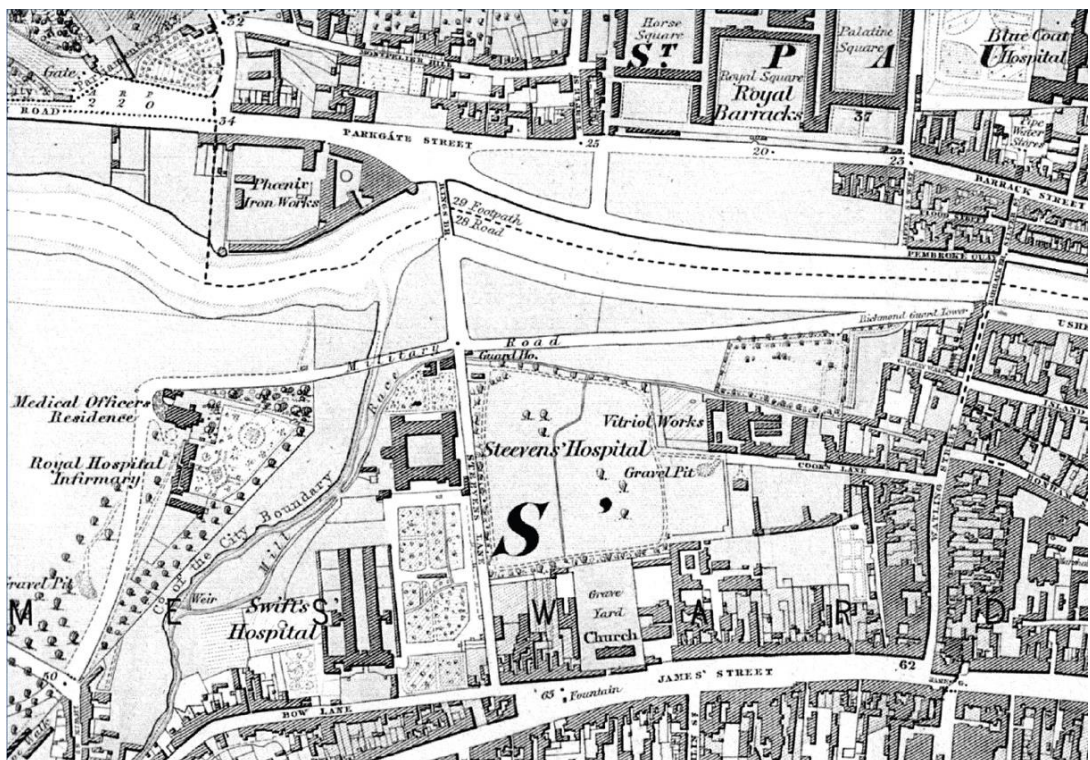


Figure 13.4: Detail from the First Edition Ordnance map of 1837 showing the Richmond Guard Tower, the gateway to the Royal Hospital at the river end of Watling Street. The map also shows no evidence of the Guinness Brewery between James's Street and the River.

13.4.2 The Wellington Monument

What is now referred to as the Wellington Monument was initially called the Wellington Testimonial or Trophy. There was a competition for the design of the monument. The Dictionary of Irish Architects lists 10 of the entrants including George Papworth. The winning design was by Sir Robert Smirke. The foundation stone was laid on the 18th of June 1817, the anniversary of the Battle of Waterloo. The Wellington Testimonial was not popular, and aspects of the design had to be abandoned. The original design included an equestrian statue of the Duke on a plinth standing to the side of the monument. The monument took many years to build and was not finally completed until the 1860s

Commentary on the design monument is found in Warburton Whitelaw and Walsh's *History of the City of Dublin*, published just a year after the foundation stone was laid. Parts of the commentary by Warburton Whitelaw and Walsh, quoted below, are in the present tense. The commentary is on the design not the actual monument, since construction had only just begun

THE WELLINGTON TROPHY, OR, "TESTIMONIAL."

Before offering a remark, let the reader judge from a just and exact description of the chosen model, (of which the annexed vignette is a correct figure), how far it is likely to produce the effect and promote the design intended.

On the summit platform of a flight of steps, of an ascent so steep and a construction so uncouth, that they seem made to prohibit instead of to invite the spectator to ascend them, a pedestal is erected of the simplest square form, in the die of which, on the four sides, are as many pannels, having figures in basso-relievo emblematic of the principal victories won by the Duke. Before the centre of what is intended for the principal front is a narrow pedestal insulated, and resting partly on the steps and partly on the platform. This pedestal supports an equestrian statue of the hero. From the platform, a massive obelisk rises, truncated and of thick and heavy proportions. On the four façades of the obelisk are inscribed the names of all the victories gained by the Duke of Wellington, from his first career in India to the battle of Waterloo. The whole structure is to be of plain mountain granite, without any other decoration whatever.

The figure, simple as it is, betrays a great poverty of invention. The model seems to have been borrowed from those little obelisks made of spar, the common ornaments of chimney pieces, which the monument in question resembles in everything but size and polish. But the obelisk form is not the only objection to the Wellington Testimonial. Its base, composed of an inclined plane of inconvenient steps, is abrupt and unsightly. The pedestal, with the basso-relievos, though the least exceptionable part, resembles a huge tomb-stone, to which a minor pedestal is attached, like an excrescence, on which is placed the Equestrian Statue, that contrives to conceal the figures sculptured on the front entablature, whilst the shaft of the obelisk is remarkably clumsy. Judging therefore from the model, the tout ensemble produces an effect singularly heavy, bald, and frigid.

This monument was proposed to be erected in the middle of Stephen's Green, or of Merion-square, but the inhabitants seeing that its inelegant form, and lumpish shape, making its huge unadorned base equal in magnitude to the highest house, refused to give it admission. Upon this rejection, the site of the Salute Battery in the Phoenix Park has been given for its erection, and this change of place is fortunate.

It is to be noted, therefore, that the Wellington Monument was located in the Phoenix Park as an afterthought, on a site behind the Salute Battery. There does not appear to be any evidence for the location of the Monument having been part of any intended or designed relationship with the City.

John D'Alton writing 20 years later in his book *the History of the County of Dublin*, published in 1838, doesn't differ greatly:

The Wellington testimonial next engages attention an ill-proportioned structure, of plain unornamented mountain granite. On the summit platform of a flight of steep steps, a simple square pedestal is erected, designed to present pannels at the sides, commemorating the Duke's achievements, but they have never been put up. In front of this pedestal is a much smaller pediment, resting partly on the steps, and partly on the main platform, and which was intended to support an equestrian statue of his Grace, also unaccomplished. From the main platform a massive obelisk rises truncated, and of thick and heavy proportions.

It would appear that the ‘pannels’ referred to by D’Alton were eventually put up in the 1860s.

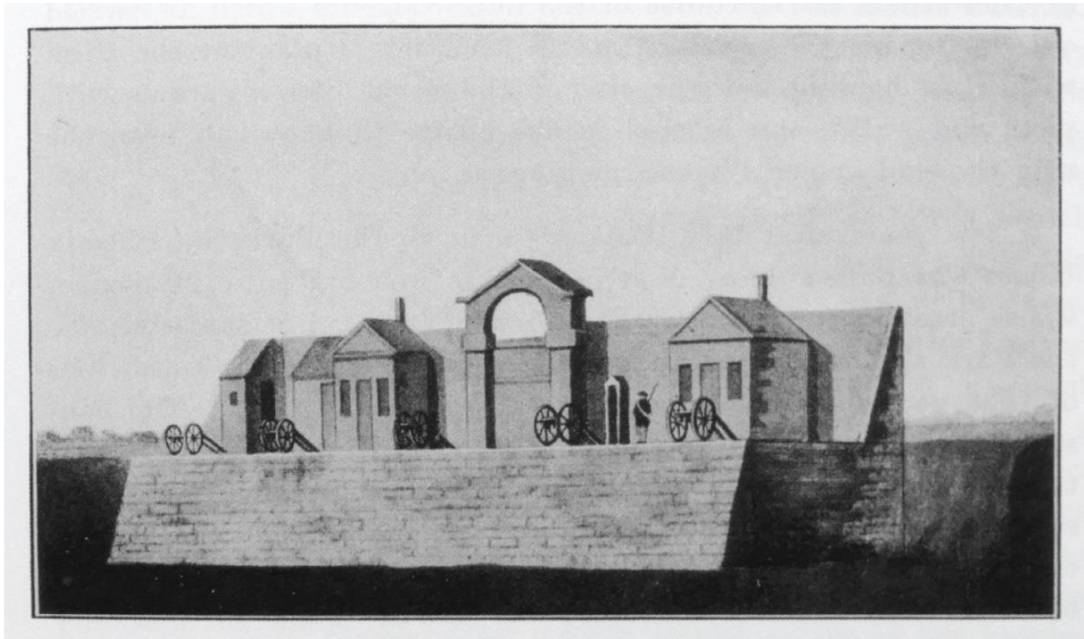


Figure 13.5: The Salute Battery in 1795 as illustrated in Francis Elrington Ball’s *History of the County of Dublin, Part 4*, 1906. After proposed sites in the City had been rejected by residents, the Board of Ordinance offered a site for the Wellington Testimonial behind the Salute Battery.



Figure 13.6: Extract from Duncan’s map of 1820 showing the location of the Wellington Testimonial beside the Salute Battery surrounded by military establishments: Three Barracks, The Magazine, the Royal hospital, the Royal Infirmary and the War Secretary’s house. (SDCC)

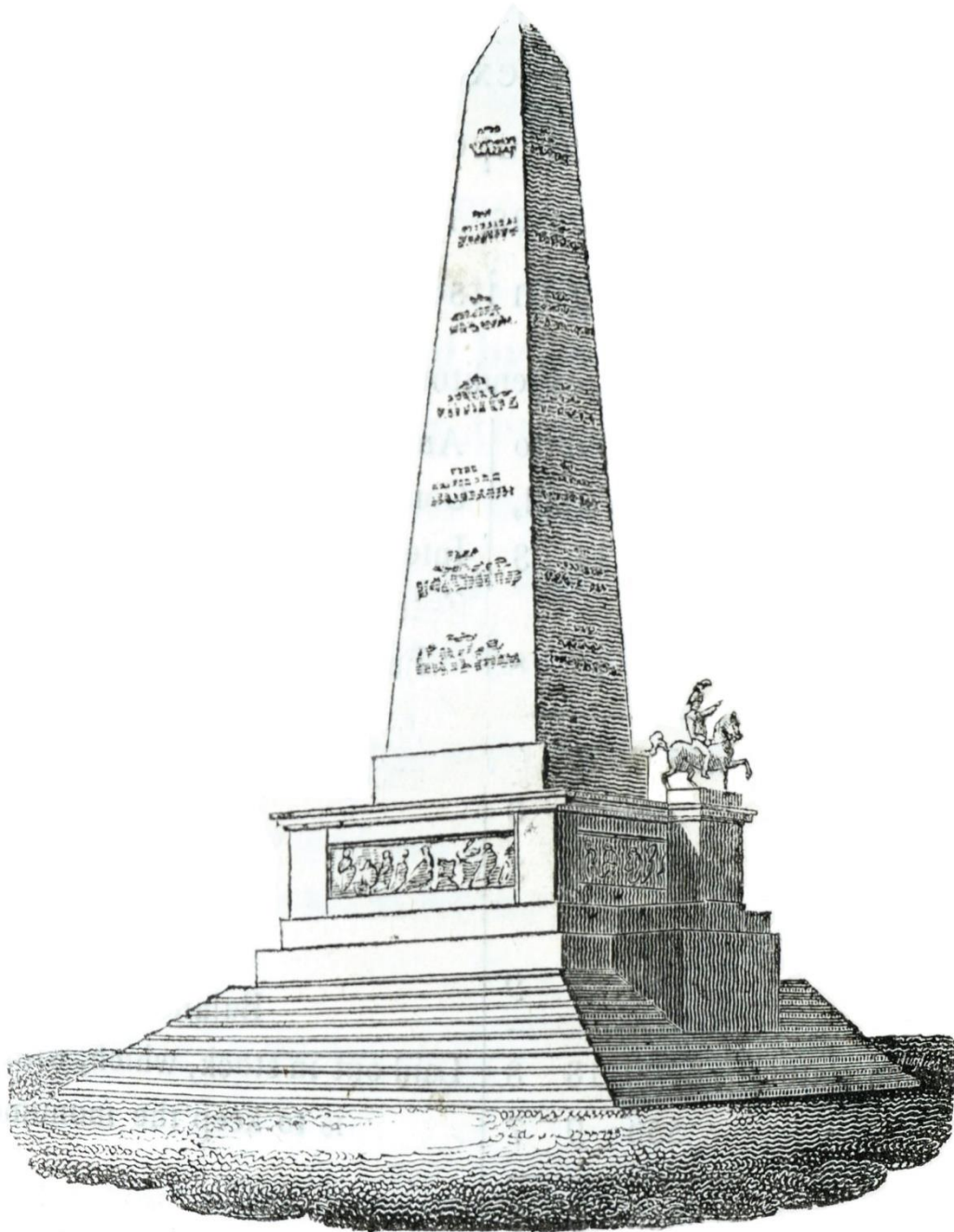


Figure 13.7: Illustration of the Wellington Testimonial from Warburton, Whitelaw & Walsh's *'History of the City of Dublin'*, published in 1818, a year after the foundation stone for the monument was laid. The monument was not completed until the 1860s.

13.4.3 The Royal Infirmary

The Royal Military Infirmary, now the Department of Defence is at the edge of the Phoenix Park on Infirmary Road, behind and just north of the Criminal Courts of Justice. The design of the building is credited to James Gandon, who designed the Custom House and the Four Courts. Warburton Whitelaw and Walsh's account of the building begins as follows:

ROYAL MILITARY INFIRMARY.

The Royal Military Infirmary is a well built fabric of Portland stone. Its front consists of a centre surmounted by an handsome cupola and clock, and two returning wings 90 feet in depth. The whole extends 170 feet, exhibiting a façade by no means inelegant in itself, and adding a striking feature to the surrounding beautiful scenery.

It is delightfully situated on a high ground in the south-east angle of the Phænix Park, commanding extensive and uninterrupted prospects over the Park, and a fine country; which lavishly displays a great variety of land richly embellished with wood and water, assisted with various works of art: thus deriving all the advantage that can be desired from a free and salubrious air. Over against this building to the south, on an equally elevated situation, stands the Old Soldier's Asylum at Kilmainham. Between the two buildings, at the bottom of a valley, runs the river Liffey, whose pleasing winding's for a considerable extent enriches the beauty of the scene; to which Sarah's Bridge, consisting of one elegant and light arch, some short distance up the river, contributes not a little.

Warburton Whitelaw and Walsh Credit William Gibson with the design of the Infirmary and do not mention Gandon. However, it would appear that both Gandon and Gibson played a part in its design.

13.4.4 The Magazine Fort

The building of the Magazine Fort was ordered by the Duke of Dorset in 1734 with the intention of it being a 'retreat from disturbance', Christine Casey in *The Buildings of Ireland: Dublin*, published in 2005, identifies John Corneille as the designer, and notes that additional buildings within the fort were constructed in 1801 to the design of Francis Johnston. Warburton Whitelaw and Walsh's description is as follows:

The Powder Magazine, erected in 1738. This is a regular square fort, with demi-bastions at the angles, a dry ditch, and drawbridge; in the centre are the magazines for ammunition, well secured against accidental fire, and bomb proof, in evidence of which no casualty has happened since their construction. The fort occupies two acres and thirty-three perches of ground, and is fortified by ten twenty-four pounders : as a further security, and to contain barracks for troops, which before were drawn from Chapel-izod, an additional triangular work was constructed in 1801.

Warburton Whitelaw and Walsh and several other authors note that when Johnathan Swift saw the Magazine Fort while visiting the Phoenix Park, he was moved to pen the following lines:

*Behold a proof of Irish sense,
Here Irish wit is seen,
When nothing's left that's worth defence,
We build a magazine*

13.4.5 The Royal Barracks

The Royal Barracks, now Collins Barracks, was built in the beginning of the 18th Century. Christine Casey begins here description of the buildings:

By virtue of their site and scale, the former Royal Barracks rank among the city's most conspicuous c18 buildings. Large-scale residential barracks were a thoroughly new building type, pioneered by the Irish establishment in the wake of the Williamite wars and funded by a tax on tobacco and beer. The Dublin barracks, the first and grandest of their kind in Europe, were instigated by the 2nd Duke of Ormonde who had acquired the site. The Surveyor General, Thomas Burgh, prepared plans; building was ongoing in 1706 and payments for completion were made in 1709–10. The original front comprised three three-

sided squares open to the river, together constituting a monumental composition some 1,000 ft (304.8 metres) wide. The smallest and most westerly of the three was Horse Square, which accommodated stabling for 150 horses below housing for cavalry officers and men. At the centre was the largest, Royal Square, and to the east, later Brunswick, Square, both of which housed infantry officers and men. Behind Brunswick Square was the larger Palatine Square, which remained open to the east until the construction of a fourth range in the 1760s.

It appears that the Royal Barracks was originally simply called the Barracks, probably because, as Christine Casey points out, barracks were a new concept. In 1818 Warburton Whitelaw and Walsh provide the following description:

BARRACKS.

The city of Dublin has to boast of the most noble erections of this kind perhaps in Europe, whether considered in reference to salubrity of situation extent of building, or excellence of architecture. These barracks were erected in 1706, at the expence of the crown ; they stand at the western extremity of the city, on an airy and elevated eminence which overhangs the Liffy, and commands an extensive view of the town and the country contiguous to the river. They consist of several squares, three of which are built only on three sides, leaving the fourth open to the fine view and wholesome breeze. In the rere of these is the Palatine square, which forms a very noble quadrangle; it is built of hewn granite, and ornamented with a cornice and pediments at the opposite sides; at the western extremity is the horse barrack. The whole is capable of containing four battalions of foot and one of horse, or about 5000 men.

Other 19th century commentators put the capacity of the Royal Barracks at closer to 2000 men. There appears to have been regular outbreaks of disease among the men billeted at the Royal Barracks, and as a result of this problem the central square, Royal Square, was demolished in the latter part of the 19th century, thereby removing the core of the original grand composition. Where the great central square once stood is now a car park.

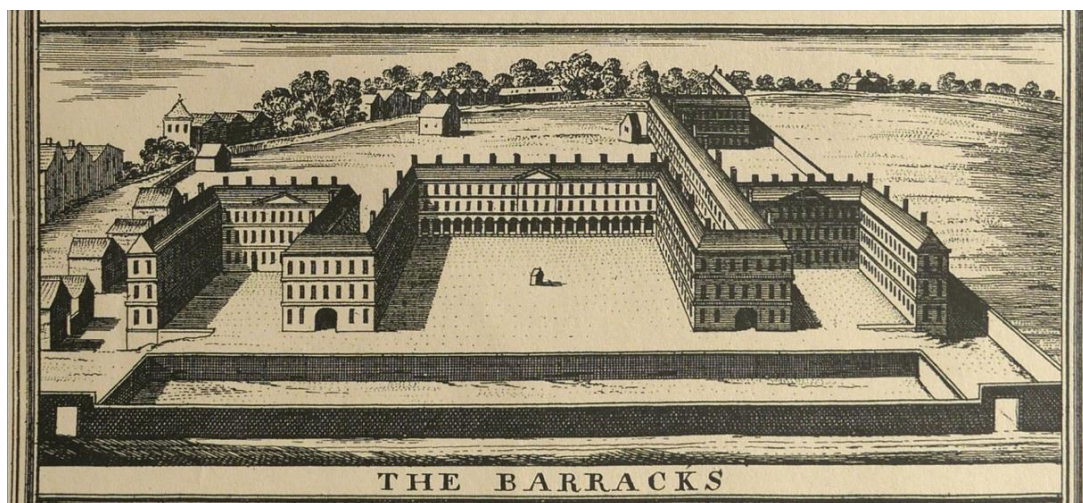


Figure 13.8: An Illustration of the Barracks, later the Royal Barracks, from Charles Brooking's Map of Dublin of 1728



Figure 13.9: Extract from John Rocque's map of the City of Dublin of 1756, showing the Barracks. Arbour Hill is seen running from the south west to the north east across the back of the Barracks. The Blue Coat School is seen at the edge of the map to the right. Bloody Bridge is shown at the present location of Rory O'More Bridge. and there are no quays along the River west of Liffey Street West.

13.4.6 Dr Steeven's Hospital

Dr Steeven's Hospital, which now houses the headquarters of the Health Service Executive, was also designed by Thomas Burgh, architect of the Royal Barracks, and was built only a few years later. Warburton Whitelaw and Walsh provide the following outline:

DR. STEEVENS'S HOSPITAL.

Dr. Richard Steevens, a physician of Dublin in 1710, bequeathed his real estate, situate in the county of Westmeath and King's County, and set for lives, renewable for ever, at the yearly rent of £604..4..0. to his sister, Grisilda Steevens, during her life, and after her decease vested it in trustees, for the purpose of erecting and endowing an hospital near Dublin, for the relief and maintenance of curable poor persons, and to be called Steevens's Hospital.

Mrs. Steevens becoming possessed of the estate, was extremely desirous to see her brother's intention executed, and with a disinterestedness truly Christian, soon after his death purchased ground for the purpose, situate near the southern bank of the Liffey, to the north-eastward of the Royal Hospital, on which she commenced the present spacious edifice in 1720.

13.4.7 The Royal Hospital Kilmainham

The building of the Royal Hospital Kilmainham was begun in 1680 on lands that were once belonging to the Knights Templar and later the Knights Hospitallers of St. John of Jerusalem. The founding of the The Royal Hospital Kilmainham is amply described by Warburton Whitelaw and Walsh:

ROYAL HOSPITAL KILMAINHAM

Ireland having enjoyed many years of peace during the reign of Charles II, the army, living without action, produced in about twenty years many old soldiers, who, unfit for service, ignorant from long disuse, of any arts or trades, and incapable of hard labour, must have perished, if dismissed without any provision: to make some competent provision was, therefore, an object of humanity, and the plan of founding an hospital for this purpose, seems to have originated with Arthur Earl of Granard, marshal-general of the army in Ireland, in or about the year 1675, who probably conceived the idea from that noble establishment, the Hospital of Invalids founded by Lewis XIV. at Paris. The Earl of Essex, then Lord Lieutenant, took some preparatory steps towards furthering the plan, but being removed from the government, nothing further was done till the arrival of the Duke of Ormond in the year 1677

The foundation stone of this edifice was laid by his grace the Duke of Ormond, on the 29th of April, 1680, and the second by Francis Earl of Longford, master-general of the ordnance. The foundation-stone is the lowermost in the north-west quoin of the north-west flanker, and bears his Grace's name, and day of the month, and year when laid. The foundations are on a dry, firm, ponderous clay, mixed with gravel ; and the work was carried on with such expedition, that on the 25th of March 1684, as many invalids as were objects for the institution, were received and accommodated with every necessary.

The chapel was completed in 1687 and the tower, to a design by Thomas Burgh, in 1705. Warburton Whitelaw and Walsh, writing in 1818 describe the facades of the south, east and west ranges as being of brick. It is unfortunate that the brick on these facades is no longer exposed.

As has been mentioned above, there was an entrance gateway to the Royal Hospital at the south bank of the River Liffey a considerable distance to the east at the foot of Watling Street, at Barrack Bridge, now Rory O'More Bridge. The road from the gateway, as shown on the 1837 First Edition Ordnance map, was called Military Road, and ran west from the gateway across lands now part of the Guinness Brewery, onto the line of St John's Road West, before turning south as the curving section of road that leads up to the present gate of the Royal Hospital, and which is still called Military Road. It appears from the 1837 Ordnance map that the Royal Hospital commanded lands down to the River Liffey all the way from Watling Street west as far as the Artillery Barracks at Island Bridge, now called Clancy Quay.

13.4.8 Kingsbridge Station

Kingsbridge Station was the Dublin terminus of the Great Southern & Western Railway, regarded as the premier railway company of Ireland. The first line built by the Great Southern & Western Railway was from Dublin to Carlow. The engineer was Sir John Macneill and the contractor was William Dargan. Both Dargan and Macneill were very experienced and had worked with the great British engineer Thomas Telford.

The line to Carlow involved 70 miles of railway, ten stations, including those at Sallins, Newbridge, Kildare, Athy and Carlow and dozens of bridges. Work began in January 1845 and the railway opened on the 4th of August 1846, just over 18 months later, an extraordinary feat. John Macneill designed the passenger sheds at Kingsbridge. A notable feature of Kingsbridge Station is that it sits on top of the confluence of the Camac River with the Liffey and that the Liffey was wider, with its southern bank further to the south, before the Camac was culverted and the station built over it. The location of the culverted river appears to be under the concourse behind the terminal building and east of the platforms.

The commission for the design of the terminal building at Kingsbridge was awarded to an English architect, Sancton Wood after a competition in 1845. Sancton Wood was the unanimous choice of the London committee of the Great Southern & Western Railway Company. The Dublin committee had favoured an entry by John Skipton Mulvany. Whereas the passenger sheds were in place by the opening

of the railway in August 1846, the main terminal building was not completed for some time, and is marked on the 1847 Ordnance map as 'Unfinished'.

Both Dargan and Macneill made fortunes through their work on the railway and through investment in railway shares. The Great Industrial Exhibition was held on Leinster Lawn in Dublin 1853. It lasted from the 12th of May to the 31st of October, Queen Victoria accompanied by the Prince Consort and the Prince of Wales, paid an official visit on the 29th of August. The Queen also visited Dargan at his home at Mount Anville. William Dargan personally paid for most of the cost of the Great Exhibition, and in thanks for his generosity the National Gallery was dedicated in his honour.

13.4.9 The Guinness Brewery

The Guinness Brewery was founded in 1759 at James's Gate at the west end of the city. There were already a number of breweries and distilleries in that part of the City. Arthur Guinness, Son & Co., Ltd., published a *History and Guide to St. James's Gate Brewery* in 1935. That guide describes the establishment of the Guinness Brewery as follows:

Documents preserved in the Public Registry of Deeds, Dublin, record that in the year 1693 Alderman Sir Mark Rainsford had a brewhouse at St. James's Gate where "beer and fine ales" were made. In November, 1715, Rainsford apparently went out of business, as he then granted a lease of the premises for 99 years to Paul Espinasse. The Espinasse family carried on the brewing business for some 45 years, when for some unknown reason the lease fell out, and on the 31st December, 1759, the premises were demised by Mark Rainsford, Esq., of Portarlington (Sir Mark Rainsford's son) to Arthur Guinness, of the City of Dublin, Merchant, for 9,000 years, to be held "in as ample and beneficial a manner as the same were formerly held by Paul Espinasse or John Espinasse" at a rent of £45 per annum.

The 1935 guide goes on to describe aspects of the Brewery at that time:

The area covered by the Brewery has very naturally increased with the course of years, and the four acres which were the extent of the estate in 1760 have now, by the absorption of adjoining properties, been increased to over sixty

The number of persons employed in the Brewery, including staff, tradesmen and labour, is nearly 3,500. The tradesmen alone number about 500, as all repairs to machinery and plant are executed by the Company's engineering staff, and a large proportion of the casks in which the stout is sent into trade is manufactured in the Brewery Cooperage.



Figure 13.10: View looking west along Victoria Quay in 1935, showing Guinness barges loading barrels of Guinness to be transported down River to the area outside the Custom House for loading onto Guinness ships for transport across the Irish Sea. (*History and Guide to St. James's Gate Brewery, 1935*)



Figure 13.11: View in 1935 of the Cooperage yard which was located near the River at the north west of the Guinness lands. This view looks north east towards the River across the yard and stacks of barrels. The Royal Barracks, now Collins Barracks, is seen in the distance to the right.

13.5 Potential Landscape and Visual Effects

13.5.1 Potential Effects • Historic and Statutory Context

As is outlined in Section 13.4, above, almost all of the lands west of what is now Rory O'More bridge as far as Chapelizod, both north and south of the River made up a vast official and military complex in which buildings and structures such as the Viceregal Lodge, the Magazine Fort, the Royal Military Infirmary (Department of Defence), the Royal Barracks (Collins), the Artillery Barracks (Clancy), the Royal Hospital Kilmanham, the Constabulary Barracks (Garda Headquarters), the Wellington Monument, and several others, were located. The setting was more rural than urban, buildings and monuments in demesne landscapes. All this changed dramatically in the 1840s with the coming of the railway, dividing the state lands, and with the new Kingsbridge Station (Heuston) becoming the focal point at the west end of the Quays. The area changed again dramatically in recent years with permission granted in 2005 on OPW lands at Military Road for a 32 storey residential tower as part of a development to be called Heuston Gate, and later with the construction of Heuston South Quarter and the Criminal Courts of Justice. The subject development at Parkgate Street will bring change, but it will be part of a process of change that is already well established.



Figure 13.12: View of the proposed 32 storey residential tower which was to form part of a development on OPW lands at St John's Road / Military Road and designed by Paul Keogh Architects for the Office of Public Works. Planning approval was granted in 2005. (image ARC Consultants)

As stated in Section 13.3 above, the *Dublin City Development Plan 2016-2022* includes a number of policies supporting strategic development in the City with a view to promoting coherent legible urban structure. Among these are policies to develop a new urban gateway character area focused on the transport node of Heuston Station, as a western counterpoint to the Docklands. Heuston and Environs is designated as one of 18 strategic development and regeneration areas (SDRAs) and an area where there is a potential for buildings over 50 metres to provide a new urban identity

The proposed development is a residential landmark building of the order of 98.4 metres in height, over street level. The scale of the proposed development will be such that it is likely to be openly visible from a wide area of the surrounding City, including from some medium and long-distance vantage points.

A tall building on the subject site, located at the western termination of the public Liffey Quays will, inevitably, have a strong visual connection with the River Liffey and with the Liffey Quays for some distance down river. There must also be a strong visual relationship with Heuston Station, the Guinness

Brewery, and, to a lesser degree with Collins Barracks. As is clearly stated in the City Development Plan 2016 -2022, the development of the Heuston area is an objective under the *Vision and Core Strategy for the City* as set out in Chapter 2 and is also an objective under SDRA 7. Meeting these objectives will result in new visual relationships in the Heuston area and beyond. Under the objectives of SDRA7, in addition to the subject site, there are several other sites identified for development, including Iarnród Éireann lands, OPW lands beside Dr Steeven's Hospital and the undeveloped parts of Heuston South Quarter. Development on any of these lands will be visible along the River, both to the east and the west, and from the general surrounding area.

The visual connections implied under the objectives of SDRA 7 offer a major potential for positive place making and increasing legibility in the City. The objectives of SDRA 7 offer opportunities to: *'enhance the character and public realm', 'make a positive contribution to place-making', 'make a positive contribution to the urban neighbourhood', 'enhance the urban design context for public spaces', and 'the improvement of legibility'* as is called for under the criteria set out in Section 3.2 of the *Building Height Guidelines*.

There is less potential for visual relationships between the proposed development and other surrounding historic buildings and sites. The former Royal Military Infirmary, now the Department of Defence, is north west of the very large modern building housing the Criminal Courts of Justice, which intervenes between the Infirmary and the subject site. While it may be possible, from within the grounds of the Infirmary, to see parts of the proposed development, the main elevation of the Infirmary faces south west into the Phoenix Park, and away from the proposed development. Due to very extensive existing tree planting within the Phoenix Park, it is unlikely that the proposed development will be visible from the Magazine Fort, though it is likely to be visible from Military Road approaching the Magazine Fort from the west. As a result of the intervening development at Heuston South Quarter, it is not likely the proposed development will be visible from the Royal Hospital Kilmainham, though there is a potential for the proposal to be visible in the middle distance from parts of the grounds of the Royal Hospital, well away from the Royal Hospital buildings.

As is discussed in Section 13.3 of this chapter (above), reference is made in the text of SDRA 7: Heuston and Environs, to the *'Cone of Vision'* between the Royal Hospital Kilmainham and the Phoenix Park and also to *'important visual connections to be respected include Chesterfield Avenue to Guinness Lands and from key parts of the City Quays to the Phoenix Park (Wellington Monument).'* No reference is made to other visual connections. In the text relating to SDRA 7 at Paragraph 7 it is stated that *'As a western counterpoint to the Docklands, the Heuston gateway potentially merits buildings above 50 m (16-storeys) in height in terms of civic hierarchy'*. It is inevitable that buildings of 50 metres or more in height on any of the development sites identified under SDRA 7 will have numerous visual connections with the surroundings, both local and at some distance; and buildings of this height within SDRA 7, buildings with a substantial visual presence, will have a significant role in place making. As is stated in Section 1.2 of the Development Plan: *'Place making is particularly important in the strategic development and regeneration areas'*. The objectives of the Development Plan and of SDRA 7 call for the respecting of visual connections, but arguably not to the extent that might impede extensive new development in the Heuston area and impede successful place making within the new Heuston city quarter, *'a western counterpoint to the Docklands.'*

It is obvious that, because of the location of the subject site, that visual connections between a tall structure on the site and the River, Guinness Brewery, Heuston Station and Collins Barracks will be of greater immediacy and significance than existing visual connections between Chesterfield Avenue and the Guinness lands or between the City Quays and the Wellington monument, which are visual connections that are more distant and tentative. The visual connection between Chesterfield Avenue and the Guinness lands changes as Guinness upgrades their production process from time to time, and present visual connections are very different than they were was in the past. Christine Casey points out that the reshaping of the Phoenix Park under the guidance of Decimus Burton began in the 1830s. When Chesterfield Avenue was laid out on its present alignment as part of this reshaping of the Park, it does not appear to have been oriented towards any significant civic or cultural monument or building in the City. Chesterfield Avenue was not aligned towards the Guinness Brewery, since at that time Ordnance mapping indicates that the Guinness Brewery was confined to the south side of James's Street and could not be seen from Chesterfield Avenue.

As is clear from the early 19th century contemporary sources quoted above, the Wellington Monument was located where it now is because a military site was made available, after proposed locations in the City were rejected by residents. The current location does not appear to have been chosen because of any potential or designed distant relationship with the City Quays. If a relationship with the City Quays had been a determining factor in where the Wellington Monument was to be located, surely a visual connection with one of the City's great civic buildings would have been sought, such as with the Four Courts; and given the vast extent of military lands west of the City on both sides of the River, it would have been possible to locate the Wellington Monument so as to create such a visual connection. But there does not appear to be any evidence for the location of the Monument having been part of any intended or designed relationship with the City. The Wellington Monument is not visible from the Four Courts. It is visible from a short length of each of the two bridges either side of the Four Courts, but it is hard to believe that this is an intended visual connection.

In preparing this report, a survey was made of the visibility of the Wellington Monument from the City Quays, and it was found that its visibility is very limited. It is visible, as a small element in the distance, from the bottom of the steps up to the front door of Dublin City Council Civic Offices, which might be regarded as an important visual connection between a civic building and the Monument, although it is unlikely that this was an intended connection. The proposal to build civic offices at Wood Quay came 150 years after the foundation stone for the Wellington Monument was laid.

13.5.2 Potential Effects • Construction Phase

The construction of the proposed development will give rise to the usual visual impacts to be expected from a large construction project, including the normal visual impacts associated with hoarding, tower cranes, construction traffic and emerging and unfinished structure. Having regard to the general nature of the construction works as described above and having regard to statutory planning policy for the densification of the urban area, it is considered that the potential impact of the proposed development during the construction phase will be "moderate" in extent under a worst case scenario. The character of visual impacts during the construction phase is likely to be wholly negative at first, becoming neutral to positive as work proceeds and the new structure becomes apparent.

13.5.3 Potential Effects • Operation Phase

The scale of the proposed development and its prominent location in the city will mean that its existence is likely to result in very substantial changes in the visual character of the immediate area surrounding the development and less substantial changes in the visual character of areas of the city even at some remove from the site of the proposed development. As has also been noted above, the word 'significance' in the context of the *Guidelines on the Information to be Contained in Environmental Impact Assessment Reports* prepared by the Environmental Protection Agency, is used to refer to the extent of an effect on the receiving environment; and within *Table 3.3: Descriptions of Effects* of that document the terms 'significant' and 'very significant' are used to indicate large effects on the environment. In the EPA Guidelines, the term 'moderate' is used where a development is consistent with existing and emerging baseline trends.

In line with the terminology of the EPA Guidelines, this report assesses potential visual effects as 'moderate' where the development is consistent with existing and emerging trends as expressed through planning policy, even where changes resulting from the existence of the development will be large and substantive.

This assessment of Landscape and Visual Effects assesses the effects that may arise from the existence of the proposed residential landmark building in the context of the existing surroundings, and in the context of an extensive approved development on the larger western portion of the 42A Parkgate Street site. The landscape and visual effects of this approved development together with a residential landmark building of an earlier design than that now proposed were assessed as in Chapter 13 of a previous Environmental Impact Assessment Report that formed part of the documents lodged under An Bord Pleanála reference ABP-306569-20. It is not proposed to revisit that assessment, and this

assessment of landscape and visual effects is confined to assessing effects likely to arise from the existence of the new proposed residential landmark building alone

The previous residential landmark building was refused on the grounds of architectural design. The design of the new residential landmark building, that is the subject of the current application, differs from that of the landmark building that was refused. These differences relate to plan form, height and elevational treatment. The building now proposed is a little taller and a little broader than the previous design.

As set out in Section 13.2 Assessment Methodology, above, the assessment of landscape and visual effects of has three main parts:

1. Analysis the likely extent of visibility of a proposed development.
2. Description of the visual sensitivity of the receiving environment and its consequent capacity to absorb development.
3. Assessment of the objective extent of change in the visual character of the receiving environment likely to arise from the existence of the proposed development, and of the likely response of observers to that change.

The extent of visibility of the landmark building now proposed will be very similar to that of the refused landmark building. The sensitivity of the receiving environment will also be largely unchanged, save that the existence of a large approved development rising to between 8 and 13 storeys on the western part of the Parkgate Street site will have changed the immediate context, particularly in some views from the west. This assessment of landscape and visual effects discusses the objective extent of change in the visual character likely to arise from the existence of the proposed landmark building alone, as compared to it not existing; ie: the changes brought about by the proposed landmark building being there, as opposed to its not being there. The extent of change in the visual character of the City, both locally and at a distance, arising from the new proposed landmark building is likely to be similar to that arising from the previous refused landmark building.

It is not the function of this assessment of landscape and visual effects to discuss the architectural merits or demerits of the proposed landmark building or the previous one.

13.5.3.1 An Bord Pleanála • Notice of Pre-Application Consultation Opinion

Following a tri-partite Pre-Application Consultation meeting that took place on the 15th of April 2021, An Bord Pleanála issued a Notice of Pre-Application Consultation Opinion which stated that: *'the following specific information should be submitted with any application for permission'*. The text of Item 2 of that information is:

'A Visual Impact Assessment that includes photomontages, cross sections, axiometric views and CGIs clearly showing the relationship between the proposed development and existing/permitted development within the wider area. The assessment should address the contribution of the block to the skyline and any impacts on key views, including local views along Parkgate Street and in the vicinity of Heuston Station and Sean Heuston Bridge, along the Quays, from Phoenix Park, Island Bridge and Kilmainham to the west and from the wider historic areas of the city'

This list of information calls for types of material that were not included in the 2020 LVIA Chapter for the previous application – ABP Reg Ref 306569-20, and calls for the new LVIA to address how the proposed development 'contributes' to the skyline in addition to its impacts on key views. The impact of the proposed development on key views was the primary concern of the 2020 LVIA Chapter arising out of protracted discussions with the Planning Authority, Dublin City Council.

An appendix to the 2020 LVIA included 19 verified photomontage views prepared by Model Works, the locations of these views having been agreed with Dublin City Council. Although the purpose of these photomontage views was to provide background illustrative information in the context of the discussion of potential impacts, there is no doubt that some of the views demonstrated the potential for a proposed residential landmark building on the site of the current application to contribute positively to the skyline.

It is noted in this regard that the objectives of SDRA 7 under the Dublin City Development Plan 2016-2022 call for:

'a public realm and architectural designs of exceptional high standard and a gateway to major historic, cultural and recreational attractions of Dublin City.'

and

'A successful interconnection between the development site and the adjacent urban structure'

And goes on to state that:

'As a western counterpoint to the Docklands, the Heuston gateway potentially merits buildings above 50 m (16-storeys) in height in terms of civic hierarchy.'

In order to discuss the question of contribution to the skyline alongside discussion of the impacts on key views, including local views, new view locations have been added to those chosen for assessment in the 2020 LVIA, bringing the total number of view locations to 22. New photomontages from these locations showing the proposed residential landmark building have been prepared by Model Works, and these photomontages are contained in an A3 photomontage appendix to this EIAR Chapter (Appendix 13.1). A second appendix, an A3 illustration appendix is also provided containing cross sections, 3 dimensional aerial views and CGIs (Computer Generated Images) as requested in the Bord's Opinion (Appendix 13.2). Some of the illustrations in this second A3 appendix are reproduced at a reduced size within the body of this Chapter.

The assessment of landscape and visual effects is discussed below under 4 headings:

- Potential Contribution to the Skyline
- Local Impacts
- Impacts on nearby Major Heritage Sites
- Impact on Key Views

There is some overlap between these headings in that, from some key view locations, observers may regard the existence of the proposed residential landmark building, while giving rise to landscape and visual effects, at the same time contributes positively to the skyline.

The detailed view-by-view assessment of the 22 view locations chosen for photomontages is also set out under these 4 headings and there is a separate table of views for each of the headings.

The photomontage views are contained in an A3 photomontage appendix to this Chapter of the EIAR (Appendix 13.1). The images in the photomontage appendix are verified and analytical views and follow an established convention wherein photomontages are based on photographs taken with a 24mm lens and the final images are printed at A3 size so that the A3 printed image when held at reading distance covers approximately the same angle of vision as would the real scene when viewed from the camera location. A second A3 appendix to this Chapter is also provided (Appendix 13.2), this second appendix containing cross sections, 3D aerial views and CGIs. CGIs do not necessarily follow the same strict rules in relation to the lens used or size of print as is the case for verified photomontages. The purpose of CGIs is to provide illustrations of the design and detail of a proposed building that show the intended character of a proposed development.

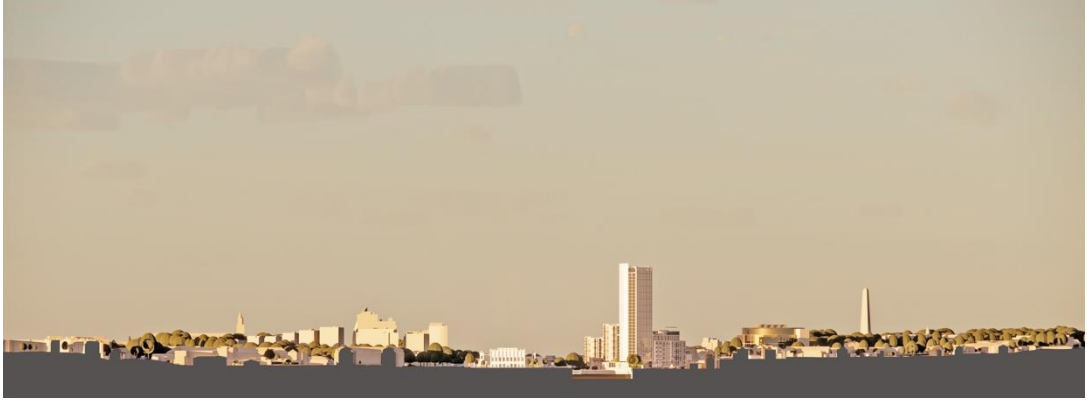


Figure 13.13: North south diagrammatic cross section looking west along the River Liffey. (image Reddy Architecture and Urbanism)



Figure 13.14: Computer generated image (CGI) showing the proposed residential landmark building with Sean Heuston Bridge (formerly King's Bridge) in the foreground. The bridge was completed in 1828 to a design by George Papworth. The decorative cast iron work for the bridge was cast in Richard Robinson's Royal Phoenix Ironworks which was established in 1808 and part of which occupied the site of the proposed development.



Figure 13.15: Computer generated image (CGI) showing the proposed residential landmark building with the James Joyce Bridge in the foreground.

13.5.3.2 Potential Contribution to the Skyline

The potential impact of the proposed development to contribute to the skyline is intimately connected to the how the existence of a tall building on the site of the proposed residential landmark building might contribute to how people read Dublin City. The policies of Dublin City Council as expressed through the Dublin City Development Plan 2016-2022 make it clear that the Heuston area should become a new focus at the west end of the public River and of the public Quays along it. The site of the proposed residential landmark building, because of its unique location, is key to achieving this objective. The proposed residential landmark building, because of its height and clearly defined form, offers the potential for it to become a beacon seen from a distance marking the location of Dublin's most important transport hub and a whole raft of historic publicly accessible destinations. Not only that, but the approved new public plaza at the foot of the building offers the public a place to enjoy, a place that is south facing, entirely safe from traffic and which looks directly out over the River and across to the bustling public concourse at Heuston Station. No other place in Dublin will be able to offer a similar facility.

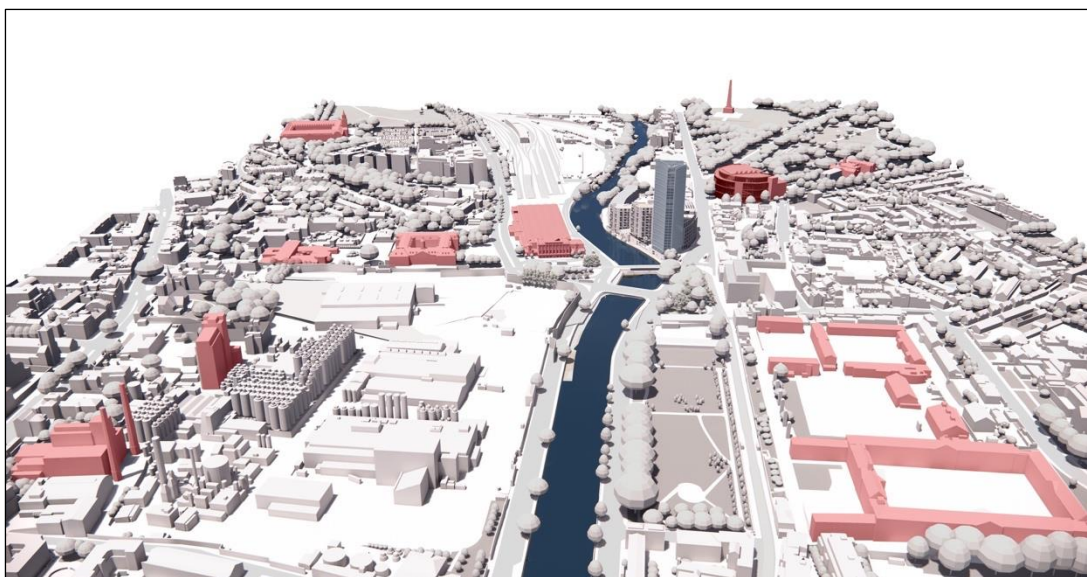


Figure 13.16: Aerial view of the proposed development looking west along the River Liffey. Important institutions are highlighted. (image Reddy Architecture and Urbanism)

The site of the proposed residential landmark building is on low ground at the fulcrum of a set nationally important institutions that include: Heuston Station, Dr Steeven's Hospital (HSE), St Patricks' Hospital, The Royal Hospital Kilmainham, The Phoenix Park, The Wellington Monument, The Royal Infirmary (Department of Defence), The Criminal Courts of Justice, Collins Barracks (National Museum), and back across the River, the Guinness Brewery. Views of the proposed residential landmark building, therefore, have the potential to mark in peoples' minds, that part of Dublin where all these wonderful places are located.

There are numerous locations from which the proposed residential landmark building has the potential to contribute to the reading of the City and to assist wayfinding. Along the River Liffey these include Rory O'More and Father Matthew Bridges and Wood Quay to the east, and Sarah Bridge at Inchicore to the west. There are numerous locations in the Phoenix Park from which the proposed residential landmark building will mark the location of the new Heuston Urban Quarter, including from close to the Wellington Monument, from the Fifteen Acres and from Military Road close to the Magazine Fort, and its existence will enrich the panorama over the City as seen from higher ground at Grangegorman. The proposed residential landmark building is also likely to signal arriving into the City while travelling along western approach roads such as Con Colbert Road and Conyngham Road.

But the building's greatest contribution to a sense of arrival will be at Heuston Station, where the building will soar above travellers as they emerge from the station and out onto the concourse in front. It also has a wayfinding role in identifying the location of the Station, which is not readily visible from the Quays or even from as near to the Station as the top of Steeven's Lane,

There has been some debate about the differing roles of the proposed residential landmark building as a landmark and that of the Wellington Monument. The Wellington Monument declares itself as monument within the Phoenix Park. Its role is commemorative. It is not its role to announce the existence of a new and yet very historic City Quarter. That is the role of the proposed residential landmark building and of other tall buildings that may be built in the new Heuston Quarter in the future in response to the policies outlined in the Dublin City Development Plan 2016-2022.

View	Photomontage View Location	Potential Visual Effect	Potential Contribution
A	From Victoria Quay at Rory O'More Bridge	Moderate	Positive
B	From Father Matthew Bridge at Arran Quay	Moderate	Positive
C	From Wood Quay outside Dublin City Council	Slight to Moderate	Neutral
D	From St John's Road West at Heuston Station	Moderate	Positive
E	From the south end of Steeven's Lane	Moderate	Positive
F	From Con Colbert Road	Slight	Neutral
G	From Sarah Bridge	Slight to Moderate	Positive
H	From the Phoenix Park at Acres Road	Slight	Neutral
I	From near the Wellington Monument	Slight to Moderate	Positive
J	From Grange Gorman	Slight to Moderate	Positive

Table 13.1: Potential Landscape and Visual Effects • Potential to Contribute to the Skyline

The character of visual effects, positive negative or neutral, will depend on the response of the individual observer. The development is intended to have a positive role on providing legibility in the City in response to policies expressed in the *Dublin City Development Plan 2016-2022*

For each of the 10 view locations in the above table a description is provided below, and this description includes discussion of the extent of visibility of the proposed development from that location, a discussion of the visual sensitivity of that location, an assessment of the objective extent of change in visual character as observed from that location, and an assessment of the extent of likely visual effects as perceived from that location.

View A: From Victoria Quay at Rory O'More Bridge

This view looks west along the River Liffey from Victoria Quay at Rory O'More Bridge towards Frank Sherwin Bridge. Wolfe Tone Quay is seen to the right of the view lined with trees. The Croppies Acre and part of Collins Barracks can be glimpsed behind these trees. Part of the Wellington Monument can be seen emerging from the trees near the centre of the view. Part of the wall of the 42A Parkgate Street site can be seen in the middle distance behind the parapets of Frank Sherwin Bridge and Sean Heuston Bridge. The lands of Guinness Brewery run along Victoria Quay on the left of the view. Heuston Station is concealed behind trees on Victoria Quay. Buildings that from part of Heuston South Quarter are seen to the left beyond the Guinness Lands

In this view as proposed, the proposed residential landmark building will be seen prominently in the centre of the view in the middle distance, marking the termination of the public quays along the River Liffey. The proposed development is likely to obscure the view of the Wellington Monument from this precise location, although it is noted that any substantial development on the subject site is likely to similarly obscure the Monument. It is further noted that the existing development to the west of the subject site already partly obscures the Monument. As described in Section 13.4 above, the Wellington Monument was located in the Phoenix Park in the centre of a very large military complex on a site provided by the Board of Ordinance, and any potential visual relationship with the City Quays was unlikely to have been a factor in the siting of the Monument. Any visual connection between the Monument and the Quays is not likely ever to have been a designed relationship. Having regard to existing and emerging trends for development in the areas as expressed through planning policy, the potential extent of visual effects from this location is assessed as 'moderate'.

Under the objectives of SDRA7, in addition to the subject site, which is north of the River, there are several sites to the south of the River Liffey identified for development. These include Iarnród Éireann lands along the south side of the River, OPW lands beside Dr Steeven's Hospital and south of Heuston Station and the undeveloped parts of Heuston South Quarter. The first two are identified in SDRA7 as being suitable for buildings over 50 metres in height. Development on any of these lands will be visible from this view location, particularly development over 50 metres in height. A residential tower, more than 15 metres taller than the proposed tower on the subject site was granted planning permission around 2005 on the OPW lands. It is clear that policies and objective under SDRA7, if implemented will result in several new tall buildings seen in views looking west along the River Corridor towards Heuston.

View B: From Father Matthew Bridge at Arran Quay

This view looks west along the River Corridor from Father Matthew Bridge. The trees at the Croppies Acre are seen in the centre of the view in the middle distance. Behind these trees, the top portion of the Wellington Monument is just visible at a further distance. This specific view location was chosen because the Wellington Monument is visible from it. From most other locations on Father Matthew Bridge the Wellington Monument is not visible. In this view as proposed, the proposed residential landmark building will be seen in the middle distance at the centre of the view. The proposed residential landmark building will be a relatively modest element in the view, though perhaps the focus of the view. The Wellington Monument will be seen in the far distance to the right of the landmark tower. Having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from this location is assessed as 'moderate'.

View C: From Wood Quay outside Dublin City Council

This view looks west along the River Corridor from outside the Dublin City Civic Offices towards where the River curves northward as it passes the Four Courts. The Wellington Monument is seen in the far distance in the centre of the view, framed by trees lining the River Corridor. In this view as proposed, the proposed residential landmark building will be seen in the distance at the centre of the view. The proposed residential landmark building will be a minor element in views from this location. The Wellington Monument will be seen in the far distance adjoining the right side of the proposed residential landmark building. From many other locations along the River in this area the Wellington

Monument is not visible. The potential extent of visual effect from this specific location is assessed as 'slight to 'moderate'.

View D: From St John's Road West at Heuston Station

This view looks north across the front of the main historic station building at Heuston Station and across the concourse in front of the station, a transport interchange with a Luas Stop and bus stops as well as being the forecourt of the Station. The Riverside Stone Wall on the 42A Parkgate Street site can be seen in the centre of the view across the River. In the view as proposed, the proposed residential landmark building will become the focus of the view, and the focus of the perspective of the front façade of Heuston Station. The proposed building will be the central element in the view. Parts of the approved development on the western portion of the 42A Parkgate Street site are just visible to the left. The subject site is a designated site for a tall building, and policies expressed through the Dublin City Development Plan call for development on the subject site to play an important role in place making. The counterpoint of the historic station with the modern tower, and the approved opening up of views from the station forecourt north across River and through the Riverside Stone Wall, have the potential to create a new and very distinctive urban space. Having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from the existence of the proposed residential landmark building as observed from this location is assessed as 'moderate'.

View E: From the south end of Steeven's Lane

This view looks north down Steeven's Lane towards Heuston. The concourse in front of Heuston Station is seen in the middle distance at the bottom of Steeven's Lane, with buildings on Parkgate Street and above at Montpelier are seen beyond. The roof of Dr Steeven's Hospital is seen to the left of centre behind trees. To the left again, the top of the criminal Courts of Justice can be seen behind a gate pier of St Patricks Hospital. In this view as proposed, the proposed residential landmark building will be seen in the middle distance at the centre of the view, with a small part of the approved development on the western portion of the 42A Parkgate Street site seen to the left behind the roof of the former Dr Steeven's Hospital. The proposed landmark tower will be a substantial element in the view, seen as the focus of the view down Steeven's Lane and providing a visible marker the hidden location of the national transport node at Heuston Station at the western termination of the City Quays. Having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from this location is assessed as 'moderate'.

View F: From Con Colbert Road

This view looks east along the central reservation of Con Colbert Road towards its junction with the South Circular Road and St John's Road West. Buildings that form part of the development at Clancy Quay, are seen to the left. The top of the Wellington Monument is seen over to the far left. In this view as proposed, the proposed residential landmark building will be seen in the distance near the centre of the view, with parts of the approved development on the western portion of the 42A Parkgate Street site seen at the foot of the tower, these approved buildings in part concealed by one of the Clancy Quay buildings. The proposed landmark tower is likely to form a minor element in the view. The potential extent of visual effect from this location is assessed as 'slight'.

Under the objectives of SDRA7, in addition to the subject site, which is north of the River, there are several sites to the south of the River Liffey identified for development, including the development of tall buildings. These include Iarnród Éireann lands along the south side of the River, OPW lands beside Dr Steeven's Hospital and south of Heuston Station and the undeveloped parts of Heuston South Quarter. The first two are identified in SDRA7 as being suitable for buildings over 50 metres in height. Development on any of these lands will be visible from this view location, particularly development over 50 metres in height. It is likely, therefore, that the western approach to the City along Con Colbert Road will change substantially in character, becoming a new western legible western gateway to the City.

View G: From Sarah Bridge

This view looks east along the River Liffey from Sarah Bridge, otherwise known as Islandbridge. In the view, modern residential developments are seen along both sides of the River. The top of the Wellington Monument is seen over to the left. In this view as proposed, the proposed residential landmark building will be seen in the distance at the centre of the view, with parts of the approved development on the western portion of the 42A Parkgate Street site at the foot of the tower. The proposed landmark tower will be a relatively modest element in the view, but seen along the axis of the River, will probably be the focus of the view. The potential extent of visual effect from this location is assessed as 'moderate'.

View H: From the Phoenix Park at Acres Road

This view looks east across the 'Fifteen Acres' from the south end of Acres Road near St Mary's Hospital. The foreground is dominated by a huge expanse of grass surrounded by trees, some of the grass laid out as playing pitches. Beyond the grass and in the centre of the view, the low outline of the Magazine Fort can be just made out against a backdrop of trees. To the left the top of the Wellington Monument can be seen rising above a large group of trees. Right of the Magazine Fort a jumble of cranes and buildings can be seen through a gap in the trees. In the far distance the two Poolbeg Chimneys can be seen rising behind the north end of the Magazine Fort. In the view as proposed, the proposed residential landmark building appears a little to the left of the Poolbeg Chimneys, and rising to the same apparent height as the Wellington Monument. The simple form of the proposed development becomes a focus of the view. The landscape and visual effects arising from the existence of the proposed development as observed from this location is assessed as 'slight'.

View I: From near the Wellington Monument

This view looks east from a short distance to the west of the Wellington Monument. The scene is one of manicured grass surrounded by trees with the base of the Wellington Monument standing majestically on the right side of the view. In the view as existing, the top of the roof of the Criminal Courts of Justice is just visible to the right of centre behind trees. In the view as proposed the upper part of the proposed residential landmark building appears in the centre of the view behind a curtain of trees, and, despite the bulk and solidity of the Wellington Monument in the view, it is the proposed development that becomes the new focus. The landscape and visual effects arising from the existence of the proposed development as observed from this location is assessed as 'slight' to 'moderate.'

View J: From Grange Gorman

This view looks south and out over the city from raised ground at the north side of the Grangegorman university campus. In the foreground there are playing fields. The top of the Wellington Monument is seen in the distance behind trees and buildings. A white grain silo building and multiple tanks in the Guinness Brewery are seen in the distance to the left. In the view as proposed, the simple light coloured form of the proposed residential landmark building is seen centrally in the middle distance, marking the unseen location of the River and of Heuston Station. The landscape and visual effects arising from the existence of the proposed development as observed from this location is assessed as 'slight' to 'moderate.'

13.5.3.3 Potential Local Impacts

The main potential for local landscape and visual effects is along the Benburb Street - Parkgate Street - Conyngham Road corridor, from publicly accessible areas beside the River at the north west side of Heuston Station and along St John's Road at the south side of the Station. Development on the large western portion of the 42A Parkgate Street site has already been approved under An Bord Pleanála reference ABP-306569-20. This approval provided for the construction of 5 blocks ranging in height from 8 to 13 storeys. The approved scheme will result in substantial changes to the character of the

streetscape along Parkgate Street. The existence of the proposed residential landmark building will result in further changes to the character of the streetscape and the local area. As was noted in the LVIA Chapter of the EIA lodged as part of the previous application, ABP-306569-2, the proposed development has the potential to impart an urban, city centre, character to the immediate area.

In line with the terminology of the EPA Guidelines, this report assesses potential visual effects as 'moderate' where the development is consistent with existing and emerging trends as expressed through planning policy, even where changes resulting from the existence of the development will be large and substantive.

<i>View</i>	<i>Photomontage View Location</i>	<i>Potential Visual Effects</i>
K	From Benburb Street at the Aisling Hotel	Moderate
L	From Benburb Street at the junction with Parkgate Street	Moderate
M	From Parkgate Street at the junction with Infirmary Road	Moderate
N	From Conyngham Road at the entrance to Phoenix Park	Moderate
O	From St John's Road West at Military Road	Moderate
P	From an internal road at Heuston Station	Moderate

Table 13.2: Potential Landscape and Visual Effects • Potential Local Visual Effects

The character of visual effects, positive negative or neutral, will depend on the response of the individual observer.

For each of the 6 view locations in the above table a description is provided below, and this description includes discussion of the extent of visibility of the proposed development from that location, a discussion of the visual sensitivity of that location, an assessment of the objective extent of change in visual character as observed from that location, and an assessment of the extent of likely visual effects as perceived from that location.

View K: From Benburb Street at the Aisling Hotel

This view is quite close the site of the proposed development and looks west towards the site of the proposed development from outside the entrance to the Aisling Hotel. The proposed residential landmark building will be seen as a major element in the centre of the view, the central focus of the view, with the approved development on the western portion of the 42A Parkgate Street site seen behind and curving away to the right. The existence of the proposed residential landmark building will result in a dramatic change of scale on the subject site. Despite the extent to which the proposed development is likely to be seen in this view and to change the character of the view, having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from this location is assessed as 'moderate'.

View L: From Benburb Street at the junction with Parkgate Street

This view looks south west towards the east end of the site of the proposed development, across a complex urban junction where Parkgate Street, Benburb Street, Wolfe Tone Quay and Sean Heuston Bridge all join. Heuston Station is seen a little to the left of the centre of the view. This view is straight across the road from the proposed residential landmark building. In views from this location, the lower floors of that building will be seen in the centre of the view, with parts of approved development on the western portion of the 42A Parkgate Street site seen curving away to the right. The existence of the proposed development will impart a more urban, city centre, character to the immediate area than exists at present. The proposed development is will fill the right hand side of the view, with Heuston Station likely to be seen in the middle distance to the left. The potential extent of visual effect from this location is assessed as 'moderate'.

View M: From Parkgate Street at the junction with Infirmary Road

This view looks east along Parkgate Street from its junction with Infirmary Road, outside the Criminal Courts of Justice. In this view, the proposed development will be seen to the right of centre, beyond the four storey commercial development of Parkgate Place. The upper parts of the proposed residential landmark building will be seen above the approved development on the western portion of the 42A

Parkgate Street site. This view is quite close to the site of the proposed residential landmark building and the proposed building will be seen as a major element in the centre of the view, and the focus of the view. Despite the extent to which the proposed development is likely to be seen in this view, having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from this location is assessed as 'moderate'.

View N: From Conyngham Road at the entrance to Phoenix Park

This view is a little further back from the development than View 8, above, and looks east along Conyngham Road / Parkgate Street. The proposed residential landmark building will be seen as a substantial element in the centre of the view, although the largest element in the view is the Criminal Courts of Justice, seen to the left. The approved development on the western portion of the 42A Parkgate Street site is seen in the middle ground with upper floors of the proposed residential landmark building seen behind. Despite the extent to which the proposed development is likely to be seen in this view, having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from this location is assessed as 'moderate'.

View O: From St John's Road West at the junction with Military Road

This view looks north east across St John's Road West towards the train sheds at Heuston Station. The historic terminal building at Heuston Station is seen to the far right in the middle distance. The Criminal Courts of Justice are seen to the left. In this view, the proposed residential landmark building will be seen beyond the train sheds at Heuston Station, and behind the approved development on the western portion of the 42A Parkgate Street site that will appear from this view location to step up towards the tower. The proposed development is a moderately substantial element in the view, but the Criminal Courts of Justice, over to the left are more visually prominent. Having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from this location is assessed as 'moderate'.

View P: From an internal road at Heuston Station

This view looks north east along the River Liffey from an internal road that runs along the south side of the River within the lands of Heuston Station. The main terminal building of Heuston Station is seen to the extreme right of the view. The five storey Parkgate Place apartments take up the left hand side of the view, seen across the River. In this view as proposed, the upper part proposed residential landmark building will be seen at the centre of the view, behind the approved development on the western portion of the 42A Parkgate Street site. The proposed landmark building will be a major element in the view and a central focus. The potential extent of visual effect from this location is assessed as 'moderate'.

13.5.3.4 Potential Impacts on Nearby Major Heritage Sites

As has been noted above nearby major heritage sites include: Heuston Station, The Phoenix Park, and The Wellington Monument, The Royal Infirmary, Collins Barracks, and the Guinness Brewery. Landscape and visual effects experienced at Heuston Station, The Phoenix Park, and The Wellington Monument have been discussed in some detail above under the heading 'Potential Contribution to the Skyline'. So have effects experienced outside the Guinness Brewery at Victoria Quay.

Dr Steeven's Hospital faces out onto the public concourse in front of Heuston Station, and so the landscape and visual effects arising at Dr Steeven's Hospital as likely to be similar to those arising for Heuston Station itself. Dr Steeven's Hospital intervenes between St Patricks' Hospital and the proposed development, so although there are likely to be some visual effects experienced by observers at St Patricks' Hospital, they are likely to be less than those for Dr Steeven's Hospital. As has been noted above visibility of the proposed development from The Royal Infirmary is likely to be very restricted because of the intervening Criminal Courts of Justice and so the landscape and visual effects arising at

The Royal Infirmary are likely to be due to the existence of the Criminal Courts of Justice rather than the proposed residential landmark building. The Royal Hospital Kilmainham is discussed under Key Views below.

The proposed residential landmark building will be visible from parts of the Collins Barracks, from the Croppies Acre in front of Collins Barracks and from parts of Arbour Hill at the rear of Collins Barracks. Where visible from within the grounds of Collins Barracks or from Arbour Hill, the proposed development will be seen as a comparatively large element in the view, seen in the middle distance, but the buildings of Collins Barracks itself will be the dominant elements in the view. The proposed development is unlikely to be visible from the central square of the Museum, Clarke Square, formerly Palatine Square. Though the proposed development will be some distance from the Croppies Acre, it will be seen looking west along the long axis of the space, and from view locations at the east end of the Croppies Acre the proposed development will tend to become the focus of the view.

<i>View</i>	<i>Photomontage View Location</i>	<i>Potential Visual Effects</i>
Q	From Collins Barracks	Slight to Moderate
R	From the Croppies Acre	Moderate
S	From Arbour Hill north east of Collins Barracks	Slight to Moderate

Table 13.3: Potential Landscape and Visual Effects • Local Major Heritage Sites

The character of visual effects, positive negative or neutral, will depend on the response of the individual observer.

For each of the 3 view locations in the above table a description is provided below, and this description includes discussion of the extent of visibility of the proposed development from that location, a discussion of the visual sensitivity of that location, an assessment of the objective extent of change in visual character as observed from that location, and an assessment of the extent of likely visual effects as perceived from that location.

View Q: From Collins Barracks

This view looks west from the south side of the open square and raised promenade in front of the entrance the main central square of the Museum at Collins Barracks. In the view the blank east wall of the Aisling Hotel is seen along the promenade past part of one wing of the Museum at Collins Barracks, which is seen to the right and which is the dominant element in the view. Part of the front façade of Heuston Station is seen over to the left. In this view, the proposed residential landmark building will be seen to the left of centre with parts of the approved development on the western portion of the 42A Parkgate Street site seen behind. The proposed landmark building will be a substantial element in the view and a focus of the view. Visibility of the proposed development from the Collins Barracks complex is likely to be intermittent. For example, from a little to the right of this view location, the proposed development would no longer be visible at all, and from some of the main external spaces of Collins Barracks the proposed development will also be concealed. The potential extent of visual effect from this location is assessed as 'slight to moderate'.

View R: From the Croppies Acre

This view looks west along the open space of the Croppies Acre. In this view as proposed, the proposed residential landmark building will be seen in the middle distance at the centre of the view, with parts of the approved development on the western portion of the 42A Parkgate Street site seen below behind the landmark building. The landmark building will be the central focus of the view. Having regard to existing and emerging trends for development in the area as expressed through planning policy, the potential extent of visual effect from this location is assessed as 'moderate'.

View S: From Arbour Hill north east of Collins Barracks

This view looks south west along Arbour Hill past the north side of the Museum at Collins Barracks. In this view as proposed, the upper part proposed residential landmark building will be seen in the middle distance at the centre of the view, behind buildings in Collins Barracks. The proposed landmark tower will be a relatively modest element in the view. The potential extent of visual effect from this location is assessed as 'slight' to 'moderate'.

13.5.3.5 Potential Impacts on Key Views

The text of SDRA 7 refers to key views in the area as follows:

'8. The 'cone of vision', as set out in the 2003 Heuston Framework Plan, represents a significant view between, the Royal Hospital Kilmainham and the Phoenix Park extending from the west corner of the north range of the Royal Hospital Kilmainham, and the north-east corner of the Deputy Master's House to the western side of the Magazine Fort and east edge of the main elevation of the Irish Army Headquarters (former Royal Military Infirmary) respectively. Any new developments within this 'cone' shall not adversely affect this view. A visual impact analysis shall be submitted with planning applications to demonstrate this view is not undermined.

9. Other important visual connections to be respected include Chesterfield Avenue to Guinness Lands and from key parts of the City Quays to the Phoenix Park (Wellington Monument).'

The proposed residential landmark building is located well outside the cone of vision from the Royal Hospital to the Phoenix Park and will have no impact on it. It is likely that from almost all of the lands of the Royal Hospital the proposed development will be concealed from view by the buildings of Heuston South Quarter. From that part of Chesterfield Avenue nearest the City the top of the proposed residential landmark building may be visible, but it will not intervene in views from Chesterfield Avenue to the Guinness Lands.

As has been discussed above under the heading 'Potential Contribution to the Skyline', the proposed residential landmark building will be seen in conjunction with the Wellington Monument from certain locations on the Quays. The history of the development of the Wellington Monument has also been discussed at length above and it has been noted that any visual connection there may be between the Wellington Monument and the Quays is accidental rather than designed. When the Wellington Monument was built, it and the Royal Hospital were both within the one military complex, so the relationship between them is perhaps more meaningful.

View	Photomontage View Location	Potential Visual
T	From the First Roundabout on Chesterfield Avenue	Slight
U	From Chesterfield Avenue at the Phoenix Monument	None
V	From the Royal Hospital Kilmainham	None to Slight

Table 13.4: Potential Landscape and Visual Effects • Key Views

The character of visual effects, positive negative or neutral, will depend on the response of the individual observer.

For each of the 3 view locations in the above table a description is provided below, and this description includes discussion of the extent of visibility of the proposed development from that location, a discussion of the visual sensitivity of that location, an assessment of the objective extent of change in visual character as observed from that location, and an assessment of the extent of likely visual effects as perceived from that location.

View T: From the First Roundabout on Chesterfield Avenue

This view looks south east from the north west side of the first roundabout on Chesterfield Avenue. Part of top of the proposed residential landmark building will be seen near the centre of this view in the middle distance. The proposed development is likely to form a minor element in the view. The potential extent of visual effect from this location is assessed as 'slight'.

View U: From Chesterfield Avenue at the Phoenix Monument

ARC's analysis suggests that there is no potential for the proposed development to be visible in views from this location. The visual axis of all of Chesterfield Avenue north west of the first roundabout passes west of the site of the proposed development. However, the very top of the proposed residential landmark building may be just visible above trees to the left of Chesterfield Avenue in the distance. The potential extent of visual effect from this location is assessed as 'imperceptible' to 'slight'.

View V: From the Royal Hospital Kilmainham

There is no potential for the proposed development to be visible from this location as it is likely to be concealed behind the intervening development at Heuston South Quarter. The proposed development may be visible from some parts of the formal garden of the Royal Hospital, but, where visible, the potential visual effect will be diminished by Heuston South Quarter in the foreground. The potential extent of visual effect from this location is assessed as ranging from none to 'slight' (where just visible).

13.5.3.6 Telecommunications Infrastructure

The planning application includes for the possibility of placing a small group of telecommunications antennae in the centre of the roof of Block B of the approved development on the western portion of the 42A Parkgate Street site. These antennae will consist of three small vertical poles grouped closely together each rising 2 metres in height above the parapet of Block B. Each pole will carry a 300-600mm diameter telecommunications dish near the top of the pole. It is unlikely that this telecommunications array will be visible in views of the proposed development. In the event that any part of the array is visible in any view, its visibility is unlikely to change the extent of likely visual effects as described and assessed in this chapter. The telecommunications antennae are visible but only barely discernible in Model Works photomontage Views A and C and are a little more clearly visible in photomontage views N and O.

13.5.3.7 Building Maintenance Unit

The planning application includes a Building Maintenance Unit (BMU) proposed to be fixed to the roof of the pavilion on the top of the proposed residential landmark building. The BMU consists of a telescopic mechanical arm capable of rotating through 360 degrees and carrying a two-person cradle at the end of the arm, this cradle capable of being lowered to any point on the façade of the building for maintenance and cleaning purposes. The BMU is more fully described in the Architects Design Statement. The BMU has been included in the model used by Model Works to prepare the photomontage views. It is not discernible in any of the Model Works photomontage views, though part of what is seen at the top of the proposed residential landmark building in photomontage View A may be part of the BMU.

13.5.3.8 Indirect Effects

Indirect impacts are defined in the *Guidelines on the Information to be Contained in Environmental Impact Assessment Reports* prepared by the Environmental Protection Agency (Draft of 2017) as follows:

Impacts on the environment, which are not a direct result of the project, often produced away from (the site) or as a result of a complex pathway.'

These are sometimes referred to as 'secondary impacts'. One example of an indirect impact would be deterioration of water quality due to soil erosion following tree clearance for a leisure development on a woodland site. In this case the tree removal is a direct impact and the effects of the erosion are indirect impacts.

This assessment has been undertaken on the basis that all reasonably foreseeable changes likely to occur as a result of the proposed development will result from the development as described in more detail in Chapters 3 and 4 of the EIAR. As such, any effects over and above those described above are not envisaged.

It should be noted that visual effects of proposed development on the built environment are often considered to be indirect effects (e.g. changes to the visual environment may be considered to result in indirect effects on archaeology, architectural and cultural heritage.)

13.5.3.9 Cumulative

The proposed residential landmark building will be seen in the context of an extensive approved development on the larger western portion of the 42A Parkgate Street site. The existing approved development and the proposed residential landmark building, taken together are likely to give rise to greater landscape and visual effects than either development would individually. The landscape and visual effects of the approved development together with a residential landmark building of an earlier design than that now proposed but of a similar scale were assessed in Chapter 13 of a previous Environmental Impact Assessment Report that formed part of the documents lodged under An Bord Pleanála reference ABP-306569-20.

In the *Dublin City Development Plan 2016-2022* the text relating to SDRA 7, Heuston and Environs, at Paragraph 7 states that '*As a western counterpoint to the Docklands, the Heuston gateway potentially merits buildings above 50 m (16-storeys) in height in terms of civic hierarchy*'. It is inevitable that buildings of 50 metres or more in height on any of the development sites identified under SDRA 7 will have numerous visual connections with the surroundings, both local and at some distance; and buildings of this height within SDRA 7, buildings with a substantial visual presence, will have a significant role in place making. Therefore, the application of policies and objectives for SDRA 7 is likely to give rise to increasing cumulative landscape and visual effects in the area of Heuston and Environs.

13.6 Do Nothing Scenario

It is not practicable to complete the consented scheme (ABP-306569-20, Blocks B & C) without a further grant of permission for development that resolves the eastern elevation of Block B2, at the site of proposed Block A. A 'do nothing' scenario in respect of proposed Block A would be an undesirable planning and environmental outcome, in particular from an optimum site regeneration and a landscape and visual impact perspective, at this pivotal, gateway site.

13.7 Mitigation Measures and Monitoring

13.7.1 Mitigation

13.7.1.1 Mitigation During Construction

No mitigation measures have been proposed with respect to landscape and visual effects from the construction of the proposed development.

13.7.1.2 Mitigation During Operation

The subject application proposes the development of site designated as a Strategic Development and Regeneration Area under the *Dublin City Development Plan 2016-2022* in order to accommodate medium and high density residential. In these circumstances, during the construction or operational phases scope for mitigation measures is limited.

13.7.2 Monitoring

No monitoring has been proposed with respect to landscape and visual effects from of the proposed development.

13.8 Residual Effects

13.8.1 Residual Effects During Construction

As no mitigation measures are now proposed, the residual visual effects of the proposed development on the built environment will be as described under Section 13.5 above. Cumulative effects have also been considered.

13.8.2 Residual Effects During Operation

As no mitigation measures are now proposed, the residual visual effects of the proposed development on the built environment will be as described under Section 13.5 above. Cumulative effects have also been considered.