dublin city council: heuston gateway regeneration strategy

substudy document: st johns road sites
Dublin City Council Steering Group:
Sean Carey  Asst. City manager
Jim Barrett  City Architect
Dick Gleeson  Deputy Planning Officer
Alan Taylor  Economic Development Officer
Mary Conway  Senior Planner

Consultant Team:
Urban Projects: Urban Design / Project Management
Derek Tynan
Michael McGarry
Gerry Cahill
Philip Crowe
Louise McGuinness
Dirk Frey
Michael Bassett
Markus Lassan

DTZ Sherry Fitzgerald: Property Advisors
Peter Waller

Fergal McCabe: Strategic Planning
Fergal McCabe
Rachel Brennan

Faber Maunsell: Transport and Infrastructure
Cormac O’Brien
Joe Seymour
Ian McNamara

Michael Bassett: Graphics
Markus Lassan

Philip Crowe: Photography

Issued to Dublin City Council, May 2003
1.0 Introduction

This Development Framework Plan is part of a wider study: Heuston Gateway Regeneration Strategy and Development Framework Plan. The proposal therefore is in line with the Development Framework Plan for the wider area, as described in Part 2: Regeneration Strategy and Development Framework Plan.

This document describes the Development Framework Plan for lands to the south of St Johns Road owned by Eircom and OPW. Please refer to sections 2.4.3 and 2.4.6 of Heuston Gateway Regeneration Strategy, Part 1: Scope Context.

1.1 Site Location

The 2 sites on either side of Military Road cover approximately 6.7 hectares. The site is bounded by the Royal Hospital Kilmainham, St Johns Road, Dr Steevens Hospital and the Cammock River. The site is on a gentle incline on the south bank of the Liffey. Please refer to the plan opposite.

<table>
<thead>
<tr>
<th></th>
<th>West</th>
<th>East</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site area west (sq.m)</td>
<td>38 830</td>
<td></td>
</tr>
<tr>
<td>Site area east (sq.m)</td>
<td>28 100</td>
<td></td>
</tr>
<tr>
<td>Site area total (sq.m)</td>
<td>66 930</td>
<td></td>
</tr>
<tr>
<td>Gross development capacity (sq.m):</td>
<td></td>
<td></td>
</tr>
<tr>
<td>West:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>32 935 (38%)</td>
<td></td>
</tr>
<tr>
<td>Commercial</td>
<td>53 705 (62%)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>86 640</td>
<td></td>
</tr>
<tr>
<td>East:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>16 450 (34%)</td>
<td></td>
</tr>
<tr>
<td>Commercial</td>
<td>36 075 (66%)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>52 525</td>
<td></td>
</tr>
<tr>
<td>Total gross development capacity (sq.m):</td>
<td>139 165</td>
<td></td>
</tr>
<tr>
<td>Plot ratio:</td>
<td>2.1:1</td>
<td></td>
</tr>
<tr>
<td>Site coverage:</td>
<td>37%</td>
<td></td>
</tr>
<tr>
<td>Present zoning:</td>
<td>Z12</td>
<td></td>
</tr>
<tr>
<td>Proposed zoning:</td>
<td>Z5 / Z6 / Z9</td>
<td></td>
</tr>
</tbody>
</table>
1.2 Site Description

Almost the entire site is underused and more or less derelict with a small number of protected structures and national monuments in poor condition. The site has poor links and permeability in terms of the connections to other parts of the city and movement through the site. The Eastern Region Health Authority occupies the car park by the Cammock. It will be necessary to verify the existing arrangement regarding the use and ownership of the car park prior to any development.

The potentialities of the site are summarized below:

- Proximity to Heuston Station, Phoenix Park, city centre, national institutions – particularly the Royal Hospital Kilmainham (IMMA).
- Location on a major tourist route from Heuston Station to Royal Hospital Kilmainham (IMMA) and Kilmainham Gaol.
- Large site in joint ownership with few restrictions from historic urban grain. The area is of archaeological interest and houses a number of protected structures or National Monuments.
- Frontage onto the N4 and train tracks.
- Frontage onto a new avenue linking Heuston Station with the Royal Hospital Kilmainham (IMMA).
- Frontage onto the public park to the front of Dr Steevens’ Hospital.
- Creation of a link from Royal Hospital Kilmainham to Phoenix Park.
- To draw city centre uses west.
2.0 Development Framework Plan

2.1 It is proposed that Military Road is retained and the 2 sites on either side developed into high density, mixed use development. Military Road should be redesigned as a street with active uses, defined carriageways and paths, and landscaping.

Building development to the west will be restricted by the line of the significant view of the Department of Defence Headquarters building (Gandon) from the Royal Hospital Kilmainham. This new building line should create ‘Eircom Gardens’.

The new building line onto St Johns Road should allow for a high quality pedestrian and cyclist environment.

The new ‘IMMA Avenue’ should connect the public space to the front of Dr Steevens’ Hospital to the Royal Hospital Kilmainham.

A series of residential towers should be developed in the land between the avenue and the Cammock River.

The St John’s Road sites should be connected to the Phoenix Park via a new pedestrian and cycle bridge onto the West Terrace.

The development should be high density and mixed use with a tall building onto Dr Steevens’ Hospital Park.

The new development should create car-free environments for living and working.

Development within the curtilage of the existing National Monuments should be at a comparable scale with the monuments. New buildings should be considered to be pavilion-like buildings with institutional and mixed uses located within a park. The park should provide a play area for children.
3.0 Zoning

The OPW site to the east of Military Road is immediately adjacent to Heuston Station and therefore should be a high profile mixed use development. The Eircom site should also be mixed use with an area of park created between the walls of the Royal Hospital Kilmainham gardens and the line of the ‘significant view’ (please refer to section 3.2.3.1).

With the on-going public transport developments this site has the potential to create a critical mass of development which should ensure its success. The majority of the site is presently zoned Z12: ‘to ensure that existing environmental amenities are protected in any future use of these lands’. The area adjacent to the Cammock and Dr Steevens Hospital is zoned Z15, ‘to provide for institutional and community uses’. Office use is only ‘open for consideration’ in Z12. Such uses should only be acceptable within the zoning objective if the planning authority is satisfied that the nature and extent of the proposed office development would:

- achieve the overall policy and objective
- not have undesirable effects on the permitted use
- otherwise be consistent with the proper planning and development of the area.

It is proposed to designate the OPW site and Dr Steevens Hospital as Z5, ‘to consolidate and facilitate the development of the central area, and to identify, reinforce, strengthen and protect its civic design character and dignity’. The Eircom site is proposed as Z6: ‘to provide for the creation and protection of enterprise and facilitate opportunities for employment creation’. The area defined as Eircom Gardens should be zoned Z9, ‘to preserve, provide and improve recreational amenity and open space’.
4.0 Public Spaces and Associated Development

The St John’s Road sites are adjacent to the station and therefore the principal public spaces around the station such as the West Terrace and Dr Steeven’s Hospital Park. The 3 new public spaces described in the overall Heuston Gateway Regeneration Strategy and Development Framework Plan that lie within the St John’s Road sites are described below.

4.1 IMMA Avenue

A new pedestrian dominant link is proposed between Dr. Steevens Hospital Park and IMMA, parallel with the Cammock river. The avenue is part of the route between the National Museum and IMMA. The IMMA avenue provides access through OPW lands, increasing permeability for pedestrians.

Character

- The avenue should be an easily legible and defined route between Dr. Steevens’ Hospital Park and the gates of IMMA.
- The connection both visually and physically with the Cammock River should be maintained.
- A vibrant mix of uses integrating with public space should be encouraged.
- The avenue should have high levels of natural light with numerous views to the wider context.
- Hard and soft landscaped areas should be developed.

Associated development

- The northern end of the route is to be marked by a carefully considered tall building overlooking Dr. Steevens’ Park. This should be residential or a hotel building to allow the appropriate slenderness ratio and floorplate
- The development along the Cammock is to be primarily residential up to 7 storeys. The development pattern should allow generous breaks for access and views to the river to reduce the sense of enclosure along the avenue.
- The development within the curtilage of the national monuments is to be of appropriate scale. The development pattern should be of pavilions set within parkland.