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Contemporary Urban Planning and Architecture in N. Ireland and the Rep. of Ireland

A contrasting analysis of successful urban regeneration.

Gary S. J. Patterson

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## **INTRODUCTION**

## INTRODUCTION

There are very few well known names in the field of Urban Design; generally this is because urban design receives less publicity than architecture, partly due to the fact that good urban design is often unobtrusive. On the other side, poor urban design will stand out very clearly. Another key difference between urban design and architecture is that the work of an individual will almost certainly be overshadowed by the work of the team involved, and this may cover a large group of often quite different professions, working towards common objectives. Urban design by nature is a vehicle for joining up the professions, with communities and the bodies that will be involved in the investment side of development. In today's scenario good urban design will only be achieved by the successful integration of design and working processes. Unfortunately a lot of key urban design considerations are not given due attention in both public and private processes and this can only be improved through focussing the continued education of the players concerned, to the principles required. What this study aims to deliver is an understanding of contemporary urban design projects that have taken place in Ireland, North and South of the border, and attempts to identify successful processes within both jurisdictions.

The case studies concerned cover varying types of development of quite different scales. The following five investigative chapters allow us the scope to analyse the chosen case studies and compare their strength and weaknesses. Ultimately this will help us to formulate a conclusion, on what has worked well in our local context and to identify an urban design approach for future urban areas throughout Ireland that will encompass the positive aspects of each scheme in an overall stronger strategy.

**Chapter One: Identification of problems specific to individual urban areas that have led to urban design intervention**

An identification of the problems in the case study areas, which led to the need for urban regeneration and the types of development that eventually transpired. This will focus on social requirements, e.g. housing, employment, amenities, and infrastructure, which were the reasons why major urban development was required. Each case study area will undoubtedly have varying degrees of potential for urban development.

**Chapter Two: The Enabling legislation and Structures involved in producing individual urban development proposals.**

An analysis of planning administrations from different jurisdictions, (N. Ireland and the Republic of Ireland), looking at how urban development plans are produced in relation to the statutory planning legislation of each system. This will focus on the policies that provide ‘controls’ and those that ‘initiate’ positive outcomes. What are the provisions within the legislation for encouraging investors to back proposals? What is the range of scope for private investment? Are facilities present throughout both systems for ‘fast-track’ planning? Such as the Section 25 Planning Schemes, which were introduced recently in Dublin, designed to speed up major urban regeneration initiatives.

Who are the main players in the development of plans in both systems? and what are their approaches to urban regeneration? There are different approaches between

these jurisdictions in relation to major urban developments: 'The Master Plan' approach, within an individual train of thought that is consistent across a proposal, and 'The Framework' approach, which is more of a gathering of individual ideas, such as the Group 91 proposal that was realised as Temple Bar. What are the benefits and drawbacks of these different methods?

### **Chapter Three: Funding for Major Regeneration Programmes.**

Who is responsible for funding projects in each jurisdiction/individual project? Is it Government/Europe? Is public money used as a catalyst to securing private development capital e.g. Laganside development. Are incentives in place to continue urban regeneration in the form of tax breaks for developments of desired characteristics?

How have alternative forms of funding influenced the development plans? , such as; European funding for City of Culture bids Millennium funding Lottery funding etc.

### **Chapter Four: Sustainable development**

**Chapter Five: Comparison of Case studies Successful urban regeneration programmes and architecture: Temple Bar, Laganside, Dublin Docklands and Ballymun.**

Why have plans been successful? Try to identify positives from each case study to create a list of actionable practices that can aid the production of more successful developments in both jurisdictions in the future. What lessons can be learned?

Identify why schemes are successful, to use this as a catalyst for new urban regeneration. Temple Bar has acted as a catalyst for further regeneration of the Docklands area in Dublin. Can a more holistic approach be identified that would allow areas to develop their own plans and protect from being stamped with the appearance of another?

Have these developments used key/signature buildings to spark urban regeneration, or has there been a more sympathetic integration of contemporary architecture into the urban fabric? Which is best perceived by the public and what is their level of involvement in the formation of such plans/designs?

Case studies of successful pieces of architecture, large and small, within aforementioned areas. Which plan/approach, affords the designer/architect the greatest level of freedom to create exceptional design, as opposed to the mundane.

**Chapter Six: Future development programmes.**



**Chapter Seven: Conclusion**

Outline of the benefits and drawbacks of each system throughout the development process.

A suggestion of better methods of producing projects by an integration of that which is successful from both jurisdictions.

Important factors to consider, when producing, a contemporary urban development /regeneration plan, and the architectural fabric within.

**CHAPTER ONE**

**Identification of problems specific to individual urban areas that  
have led to urban design intervention**

**NORTHERN IRELAND - HISTORICAL OVERVIEW****BELFAST/LAGANSIDE**

Planning came very late to N. Ireland and to Ireland as a whole. The Matthew plan of the 1960's evoked a renewed interest, with the dedication of Belfast and Derry as key centres, and public money being directed to social housing. In the 1950's-70's Belfast was seriously blighted by having identified slum clearance areas, with nothing happening at all until the Housing executive finally inherited this serious problem. Then there was the oil crisis in 1972 causing a big clamp down, with the development commission effectively being wound up. The arrival of Margaret Thatcher into power in 1979 was devastating for the housing executive, because she essentially put a stop to all social housing anywhere in Britain, but the case was argued thankfully for Belfast that actually, money really needed to be spent, that there was a very high proportion of derelict housing. Some cynics would argue that this was because all these areas had been blighted in the first place, people had cleared off and they are all bricked up anyway. However this money then flowed throughout the 1980's, in the order of approximately £100 million pounds per annum, and was used at the discretion of the Housing Executive in Belfast. The other thing that the Thatcher era brought in was the idea that the marketplace could be provoked into investing in property. This was inspired by an American visit from the treasury, that setup a financial concessions group, and around this rose urban development plans that were taken forward by the Belfast Development Office. Interestingly the BDO found that it was very difficult to target, it was difficult for civil servants running the machine to target Belfast, never mind a target within it. Therefore what

they decided to do was to offer the development plan on a first come first served basis, which is essentially rather (Anti-Planning) as development is going to be lifted first where you don't necessarily want it to be. However this seems part and parcel of the N. Ireland civil service culture of the fact that local government character at a regional level, is about covering your back, and making sure that you don't, 'lift your head above the metaphorical parapet'.

### **Thatcher era early 80's - The Enterprise Zone initiatives**

The housing executive was up and running at this stage, and doing clearance on a massive scale. The Enterprise zones were created on the foreshore and on the link between Bannockway and the Shankill/Falls; these required special legislative powers brought in to allow acquisition of tracks of land to make way for industry and so on. Belfast received its fair share of the money that was on offer at the time for these initiatives and its approach was to divide its enterprise zone into two. The theory of course was that developers would build factories and warehouses and they would be occupied quickly, providing jobs for local people in the area. Interesting statistics would be to show massive success in this happening on the north foreshore within the (New lodge district), but that in fact there was no difference in the number of jobs actually going to the people of New lodge. This is the reality of regenerative developments, That you can target investment up to a point in deprived areas, but that it wont necessarily make the slightest bit of difference to the people of the area. The inception of Laganside goes way back to the 70's. There was a vision within the planning service at this time, for the future of the city centre of Belfast. It was very

simply conceived, yet profoundly, it looked at a town centre that was on its knees, and made the following 3 proposals.

- (1) *To ensure that the city no longer turns its back on the river Lagan. A technical feasibility study was carried out to explore the use of a weir to raise the water level and improve the appearance of the river, this essentially was the beginning of the redevelopment of the Lagan side area, and was used as a starting point for the formation of a type of Docklands development body as in London.”<sup>1</sup>*



Fig.1. Elevated photograph of Lagan weir.

- (2) *“At the same time though there was a drive to make something substantial happen in the heart of the city at (Royal Avenue) where there was no life at all, and this led to the £11million investment in the Castlecourt project.”<sup>2</sup>*



Fig.2. Recent image of Castlecourt development

<sup>1</sup> Extract from interview with Bill Morrison of the D.O.E

<sup>2</sup> Extract from interview with Bill Morrison of the D.O.E

- (3) *“The third ingredient never came to pass, which was the idea of linking the highly populated University/Hospital area with Great Victoria street, which itself had started to improve thanks to the Grand Opera House, and the idea was to create a ‘Golden mile’ which would have been an overwhelming environmental improvement. This was envisaged as taking the form of a French Style boulevard, but the dream was cut short due to the lack of public money during, which was part and parcel of the completion of Castlecourt, as a form of compromise.”<sup>3</sup>*

So after all of this Laganside was founded. The difference between Laganside and for example the London Docklands was that, they were seizing power from local council, central government saying that they want action in a specific location, and aiming to achieve this by taking planning control away from the local authorities and giving it to this body to do it. There was a great sense of animosity surrounding this and the local people of the area, but certainly things quickly began to materialise.

*Taken from interview with Mr. Bill Morrison, DoE Planning Service*

*In N. Ireland the powers already rested in the centre, so in a sense the planning service were scratching their heads saying ‘We don’t really want to give these powers away to anybody’. So they founded the private body of Laganside and called it a Corporation, they didn’t give it planning powers, but did afford it limited legislative powers to acquire but not possess land compulsorily, but to acquire and hold land, essentially acting as an estate agent/enabler. So they could acquire land by agreement but relied very heavily on the larger owners like the Harbour commissioners and the City Council.”<sup>4</sup>*

There is a view now expressed that because Laganside was setup like that, with its enabling power to hold land, buy land, and to spend money on infrastructure, that they actually had 99% of what they required, without the aggravation to local communities. Therefore in that sense Laganside could be held up as the model to be followed for future development proposals of this type.

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<sup>3</sup> Extract from interview with Bill Morrison of the D.O.E

<sup>4</sup> Extract from interview with Bill Morrison of the D.O.E

In the early days of this partnership between the corporation and the planning service there were the occasional teething problems, when planners took issue with certain aspects of development, which, due to this system of dialogue was slightly frustrating in trying to realise projects swiftly. However in the wider scheme of things, it probably addressed one or two awkwardness's. If you look at Laganside now there a few lovely examples of urban planning and architecture, great success with Clarendon dock, the Odyssey and the Waterfront hall, however some of the areas around the back of this area have only had success on a smaller scale. With the Gasworks area an opportunity has been missed somewhat architecturally, with average quality design in what would have otherwise been a delightful quarter of the plan, but in this case the planning service opted out of almost any aesthetic control to encourage swift development, and continuation of the development.

*“The view was taken at that time, that Laganside Corporation had its own capabilities, and were entrusted to determine the appearance of that area.”<sup>5</sup>*

The planning service however, was responsible for putting forward the basic, cohesive concepts, which were not extensive but convincingly managed to captivate the imagination of many.

Some key members of the Laganside Corporation commissioned a study which led to the production of a very slim document, which captured the initial concepts of the planning service, through simple graphics of how the area could be developed. These areas at the time were little more than wasteland. The document simply showed what even the unskilled eye could look at and be uplifted. A beneficial coincidence that

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<sup>5</sup> Extract from interview with Bill Morrison of the D.O.E

occurred at the same time as this document was the formulation of the Belfast Urban Area plan. The BUA basically embraced Laganside and took it on board, and as the two were basically striving towards the same aims. When it became policy, Laganside became responsible for bringing the vision to reality.

There were issues that did arise between Laganside and the Planning service, such as the issue of car-parking, which is still of concern today. The planning service took the view that the city centre was a fragile being, which needs to be protected from big business setting up on its fringes, drawing the life away from the core.

There was a lot of debate in the early 90's over car-parking, the harbour commissioners were going to make big money out of this. Laganside wanted to support the first thing to take off, and the planners were worried that the city centre was going to suffer if they allow freedom for offices to shoot up on the fringes with adequate car-parking and all the rest.

Laganside did not have planning powers, they remained with the DoE, there was nothing written in policy either to say that special planning leniency would be given to Laganside developments, so to an extent the style of developments would often boil down to personalities. There is no doubt about it that personalities, who get on well together, will make things happen. It is awful though to leave such important decisions down to individual whims, but that is part of the reason why Derry slept away. Laganside took a long time to kick in because it was coming from so far behind. Belfast was basically a place that no-one would invest in, so it took a while for things to build up a head of steam. This may be used to explain if not justify some of the less acclaimed architecture! If Laganside had been afforded stronger powers, would the outcome have been improved? This is open for discussion



**THE REPUBLIC OF IRELAND**

**Extract from Local Government in Ireland Inside Out published by the Institute of Public Administration 2003 – chapter on Planning by Berna Grist**

*Renewal Schemes and Planning*

*By the mid-1980s, urban dereliction had reached crisis level and the country' was in recession. Department plans had made various attempts to secure the renewal of obsolete areas, including allowing a much more financially attractive proportion of commercial to residential land uses in areas identified as in need of rejuvenation, but these policies had had little impact on the property market. The Urban Renewal Act, 1986 and the Finance Act, 1986 introduced a package of financial incentives to bring about investment by the private sector and, thereby, to generate a self-sustaining process of urban renewal. Under these two pieces of legislation and the Temple Bar Area Renewal and Development Act, 1991, three models for urban renewal were established.<sup>6</sup>*

**DUBLIN – TEMPLE BAR FRAMEWORK PLAN**

Temple bar in 1991 was very much a forgotten quarter of the city, and there was an awful lot of dereliction in the city in general. The framework plan that was adopted was to attempt to remake the city, somehow reconstructing its core, in a way that would help to connect the north and the south sides of the river, and provide the city with usable public space. To essentially, stop the city centre from being just a number of important retail streets, and to establish itself as a core in itself. Obviously there is Grafton street and O'Connell street, but there wasn't really a strong connection between.

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<sup>6</sup> Extract from Local Government in Ireland Inside Out published by the Institute of Public Administration 2003 – chapter on Planning by Berna Grist

Derek Tynan, Architect /Urban Planner tGroup 91

*“The idea of remaking the city is crucial as to how Group 91 were looking at the framework proposal, so it was primarily about urban renewal, a subtle case of urban tapestry, stitching the new in with the old, filling in the gaps in the urban fabric, and to avoid further demolition as experienced all throughout the 80’s. Derelictions caused by road plans and future redevelopment had laid waste to large areas of the city. A lot of Group 91 members were working in London or America during the 80’s and had developed a desire to re-establish the European tradition of re-making the city. There was a significant architectural movement in this direction as the group formation began to emerge. In a sense there was a feeling that Dublin needed to strengthen its character and place as a European capital city, and the architects who comprised Group 91 felt this was the way to go. What was important about temple bar was its critical position within the city.”<sup>7</sup>*

Shane O`Toole architectural critic Group 91

*“Well the temple bar framework plan was a unique initiative there had been a number of attempts to look things something equivalent to it in the previous ten years to it in Dublin...there was a lot of theoretical work going on in Europe in the previous 20 years which had a big influence in Dublin particularly a view that the European city was something that was in danger of being lost and needed to be recovered by contemporary architecture. The paper projects that had been done by younger architects in Dublin in the 1980s for a number different sites, they started with a project in 1980 that looked at designing a model street, and they carried on looking at the docklands, and the quays. By the time of 1991 when the competition was announced as part of the European city of culture initiative for Dublin in that year, the time was ripe, Group 91 formalised itself, these were young architects from 8 different practices who now had a chance to put ten years theory into action, that was the big difference, I mean that was the great legacy of the depression of the 80’s in Dublin, that it gave thinking time, and temple bar was where that delivered. So the things that drove it were the desire to make a traditional European city, that the city is comprised of recognisable forms of streets of squares and buildings go together on it. The reconstruction of streets and squares is what drove it, a resistance to the architecture of the 60’s that Dublin must become a living city again, to acknowledge that we are part of a European tradition that has its own particular language of how you make streets and squares in the city, and architecture that has to play a role in that and not fight against it, and secondly it must be people centred, it must provide homes for people in the city, from that flows mixed use. Temple bar is in a sense the denial of the Athens charter of the 20’s/30’s that says we must separate living from working from socialising, and these were the drivers for the project.”<sup>8</sup>*

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<sup>7</sup> Extract from interview with Derek Tynan, Architect/Urban planner Group 91

<sup>8</sup> Extract from interview with Shane O`Toole architectural critic Group 91

The case was being made for European public space in Dublin. Another crucial part of this approach was that Group 91 felt that a big area like temple bar shouldn't be master-planned by a single architect, or a single way of thinking. So the fact that Group 91 consisted of 8 practices, allowed them to work together on a very diverse area, with different issues and relatively small scale buildings, whereby each practice could take different parts of the area and each practice would work for a little while on one part of the area, and get together regularly to discuss the ideas, review them and criticise them accordingly. This eventually led to the submission of a framework plan for the competition entry, and it was important that it took this format, of a framework for development as opposed to a fixed masterplan proposal.

## **BALLYMUN**

During the 1970s somewhere in the region of 1400 houses were added to Dublin City Council's housing stock in Ballymun. Many of these later houses were rented by tenants of the flat blocks and in turn were then purchased by them. However management of the estate was a problem right from the start, experiencing problems like above average turnover and vacancy rate. The flats could not be purchased and tenants preferred to buy houses elsewhere where they could receive generous discounts off the purchase price. The Government pursued a policy of providing incentives to those vacating local authority dwellings in an effort to increase the number of units available to those on housing waiting lists. Because of these reasons, turnover had reached crisis status by 1985. There was also a lack of employment opportunities in the *area*.

**Chapter 11, Estates on the Edge The Social Consequences of Mass Housing in Northern Europe by Anne Power 1997).**

*"By 1985, over half of those registered for council housing were 'non conventional' that is, non married - households"*<sup>9</sup>

In 1984 Dublin City Council set up a Special Committee to supervise and try to carryout changes in Ballymun to alleviate these problems. In 1985 Dublin City Council tried a new management approach by setting up a local office in Ballymun to work with the tenants, and involved existing tenants getting involved in the selection process for new applicants, to bring about a more balanced community

**Ballymun, A History Volumes I&2 c.1600 - 1997 Synopsis 52**

*"By the mid-1980s Ballymun had a large unemployed and transient community. But the 1980s also witnessed the regrouping of community led organisations, including the Ballymun Community Coalition and the Ballymun Housing Task Force. These, together with many other community organisations and groups, focused and directed political action at local level. Community inspired and developed projects stimulated plans for refurbishment, and led ultimately to plans for the full-scale regeneration of Ballymun, now underway. Throughout the 1980s new relationships were slowly forged between the tenants and Dublin Corporation. Tenants led this process, sometimes, but not always, with a reluctant Dublin Corporation. The inspiration for the large-scale regeneration taking place at Ballymun from 1997 onwards can be seen as the culminating achievement of the tenants' activities".*<sup>10</sup>

The Ballymun Community Coalition set up a special Task Force to develop a housing plan for Ballymun. This Task Force was comprised of members of the local community, the Area Health Board and some elected members of government.

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<sup>9</sup> Estates on the Edge The Social Consequences of Mass Housing in N. Europe, Anne Power 1997).

<sup>10</sup>Ballymun, A History Volumes I&2 c.1600 - 1997 Synopsis 52

The Ballymun Housing Task Force was setup and developed three main goals:

- § Upgrade the physical environment
- § Increase security
- § Establish social stability

Ballymun Regeneration Ltd was set up by Dublin City Council to oversee the regeneration process. The project is being managed by Ballymun Regeneration Ltd (BRL), for Dublin City Council to ensure that Ballymun benefits from economic and social regeneration.

The project is committed to the following core principles

- § Masterplan based on quality design
- § Vibrant Main Street development with a variety of commercial, residential and leisure facilities
- § Flagship projects of regional or national significance with large local employment content
- § Quality homes with good social mix
- § Business and Technology Park with sustainable local employment opportunities
- § Identifiable neighbourhoods with relevant community facilities
- § Well defined parks and playgrounds with appropriate recreational facilities
- § Effective local administration with community based local estate management.

**DUBLIN DOCKLANDS**

The DDDA had identified three issues that needed addressing, from their consultations with the local communities and these were employment, housing and education. The area was blighted by a high proportion of substandard, old housing stock, low levels of education and a sharp increase in population figures. In part this was due to the large number of refugees who flooded into Dublin in the previous 5-10 years, and also asylum seekers who were all drawn to the area because the housing was obtainable at a much lower rate than elsewhere in the city. This meant that the safety valve of the private rented sector, that would normally deal with the population overspill waiting for allocation of social housing had been taken up, and resulted in a long waiting list for housing which in some cases forced many people out onto the streets. Employment for these people was terrible and the DDDA felt that these were issues that they could remedy through the 1997 Masterplan.

## **CHAPTER TWO**

**The Enabling legislation and Structures involved in producing  
individual urban development proposals.**

**The Attributes of The Laganside Development (Northern Ireland) Order 1989**

The following text looks in depth at the structuring, of the Laganside Development Order and identifies the key changes to the legislation that allowed the Laganside development to operate.

In order to allow the Laganside development to operate, the Statutory Instrument 1989 No. 490 (N.I.2) was created; this defined the powers available to the Laganside Corporation over the designated area along the River Lagan and its tributaries as determined by the Department of the Environment.

This new legislation acknowledged the body of Laganside Corporation and makes it responsible for the execution of the functions concurred on it through the provisions of the order.

**Financial duties of the Corporation**

The Department of the Environment after consultation with Laganside and having received the approval of the Department of Finance and Personnel could then determine the exact financial duties of the Corporation.

**Grants to the Corporation by Department**

The Department of the Environment again with the approval of the Department of Finance and Personnel may distribute pay to the Corporation in relation to its



functions and in respect of its administrative expenses, the sum of which the Department will determine.

### **Borrowing by Laganside Corporation**

The Corporation could only borrow money if approved by the D.o.E, and would take the form of a public body for the purposes of the Financial Provisions (N.I.) Order 1983 (Government Loans) and may at no time be in excess of £10 million in debt, unless specified by the D.o.E. and the D.o.F. The repayment plan of sums borrowed by the Corporation would also be set by these two departments. Likewise if the departments deem the Corporation to have money surplus to their requirements then they could arrange for the repayment of this money if desired.

### **Power to dissolve the Corporation**

The D.o.E. was also given the power and responsibility to make provision for the dissolution of the Corporation, if deemed necessary.

### **Object and powers of the New Corporation**

The object of Laganside Corporation was to secure the regeneration of the designated area, to be achieved in particular by the following means;

- § To bring land and buildings into effective use

- § To encourage public and private investment and the development of existing and new industry and commerce
- § To create an attractive environment; and
- § To ensure that housing, social, recreational and cultural facilities are available to encourage people to live and work in the area.

In order to help achieve these objectives the Corporation was given the following powers;

- § To acquire, hold, manage, reclaim and dispose of land and other property;
- § To carry out building and other operations;
- § To carry on any business or undertaking for the purposes of the object; and
- § To generally do anything necessary or expedient for the purposes of the object or for purposes incidental to those purposes.

#### **Directions to the Corporation by the Department of the Environment**

The department could give directions of either a general or a specific nature to the Corporation with reference to the manner in which it was to discharge its functions under the new order. Should the Corporation refuse to comply with this then the Department could carry out the works in the place of the Corporation.

**Power to provide financial assistance**

The Corporation after agreement with the Department had the power to provide financial assistance for any body or person intending to do anything in the designated area that would fall under the following headings;

- § The promotion, development or regeneration of commercial industrial or other economic activity;
- § The improvement of the environment
- § The provision of housing
- § The provision of social, cultural, recreational or community facilities;
- § The refurbishment or restructuring of buildings; or
- § Any miscellaneous works outside of the above headings which the Corporation would consider to be beneficial to the area.

The types of financial assistance given were in the form of, grants, loans, guarantees, or interest in any property or in a corporate body.

**Agreements for development of land**

The Corporation could enter into an agreement with any person to develop land in any part of the designated area, whether or not they held an estate in that land and could then do anything necessary to develop that land in accordance with their agreement. The Corporation was not to enter into agreements with public bodies

other than Northern Ireland Departments except where they had sought D.o.E. approval, so the public bodies which it could work along side were;

- § The Northern Ireland Housing Executive;
- § The Northern Ireland Railways Company Ltd;
- § The Belfast City Council;
- § The Belfast Harbour Commissioners; or
- § Any other Northern Ireland Department.

#### **Consultation with the Corporation over planning matters**

The D.o.E. was required to consult with the Belfast City Council about any matter relating to or affecting the designated area or land in that area, and would also consult with the Corporation about such matters.

#### **In relation to the river**

The Corporation could execute works in, on, across, over, alongside or adjacent to the river Lagan as it would consider appropriate in order to achieve the following;

- § To improve the quality of water in the river;
- § To improve the immediate environment of the river;
- § To promote the recreational use of the river;
- § To facilitate access to the river in order to fulfil their objectives.

The legislation goes further to describe the specifics of the types of development that the department could execute these were;

- § To construct embankments, quays and footpaths
- § To dredge, reclaim land from, and alter or divert the channel of the river
- § To operate maintain, repair, alter, extend or remove any works carried out under the Order; and
- § To provide such buildings, amenities, machinery, plant, apparatus and appliances as it considered appropriate

### **Construction of bridges, weirs, locks and barrages**

The Corporation when authorised to do so, had the ability to construct a bridge over, or weir, lock or barrage across the river and as such under the power of the Order the D.o.E would instruct the Corporation to carry out the works, and the nature and extent of which this was to done.

### **In relation to land**

#### **Acquisition of land by the Corporation**

The Corporation was allowed to acquire by agreement or compulsorily any land within the designated area, or any land adjacent to the designated area which the Corporation required for purposes connected with the discharge of their functions within the area. However in cases where it was necessary for the Corporation to

acquire land compulsorily, it had to apply to the Department who would then make a 'vesting order'.

### **Disposal of land by the Corporation**

The legislation allowed the Corporation may dispose of any land acquired by it, as it considered expedient for securing the regeneration of the designated area, or for reasons connected with the regeneration of that area. Measures were also written into the new legislation that if land had to be disposed of by the Corporation, that so far as was possible, persons who were living or carrying on business on such land, could if they desired purchase alternative accommodation on land belonging to the Corporation, on terms settled with regard to the price at which land had been acquired from them.

**Attributes of the Dublin Docklands Development Authority Act 1997**

This act made provisions for the renewal of the Dublin Docklands area by establishing a body which was to be known as the Dublin Docklands development Authority. It sets out the functions of the DDDA and amends the preceding Urban Renewal Act that was created in 1986.

**Establishment of the Dublin Docklands Development Authority**

The Authority was to be set-up as a corporate body, with powers to acquire hold and dispose of land. It was to be created with an appointed Chairperson and an executive board, and to have a council made up of the Chairperson and 25 ordinary members.

The ordinary members of the council had to have the following representatives;

- § An established civil servant;
- § A member of the officers of the Minister for Arts, Culture and the Gaeltacht;
- § A nominee of Coras Iompair Éireann;
- § A nominee of Bord Gais Eireann;
- § A member of the Electricity Supply Board;
- § The Dublin City Manager or an officer of Dublin Corporation
- § Five nominated members of Dublin City Council;
- § The Chief Executive of Dublin Port Company or an officer of that company;
- and
- § The Director of the Dublin Transportation Office or an officer of that office.

- § Four other persons who the Minister could choose because of their expertise in relation to specific fields relative to the redevelopment.

### **The Executive Board**

The Executive Board that consisted of the Chairperson and seven Directors, who were selected by the Minister.

### **Functions of the Authority**

The Authority was then given the responsibility for securing the following:

- § The sustainable social/economic regeneration of the Dublin Docklands Area.
- § The Improvement of the Physical environment of the Dublin Docklands Area;  
and
- § To ensure the continued development in the Custom House Docks Area of services, in support of the financial sector of the economy.

The Act therefore gave the following functions for the Authority to perform in relation to this area;

- § To prepare a master plan for the regeneration of the area and to promote the implementation of the plan;
- § To prepare planning schemes where appropriate;



- § To prepare detailed proposals and plans for the development, redevelopment, renewal or conservation of land in the area;
- § To acquire, hold and manage land in that area for its development, redevelopment, renewal or conservation;
- § To dispose of land, either on completion of its development, redevelopment, renewal or conservation, to secure its development, redevelopment or conservation, or just to secure its best use;
- § To provide infrastructure, and to carry out works of amenity development or environmental improvement, as required to encourage people to work, shop, reside or make use of the facilities in the area;
- § To promote the co-ordination of investment by statutory bodies and other bodies concerned with the regeneration of the area and to promote co-operation between such bodies;
- § To promote with regards to residents of the area, the provision of education and training opportunities, and the development of a wide range of employment in the area;
- § To promote the development of existing and new residential communities in that area, including the development of a mix of housing for people of different social backgrounds.

### **Functions of the Council**

The council were responsible for the preparation of the Master plan for the Dublin Docklands area and by law are made to review and update the plan at least once every five years. On review of existing or proposed activities, with reference to the

master plan, the council can make recommendations, to different bodies, with a view to ensuring consistency, between the activities themselves and the master plan.

They are responsible for recommending to the Executive board appropriate methods of implementing the master plan, and for assigning priorities for expenditure in relation to individual elements of the Authority's work programme. The Council also functions as liaison between the Authority, statutory bodies who have interests in the area and the organisations who represent the interests of people who either live or work in the area. In addition the Executive board is required to provide the services necessary for the effective performance of the council.

### **The Master Plan**

The master plan took the form of a written statement and a plan that indicated the following objectives:

- § It set-out economic, social and other issues relevant to the regeneration of the Docklands and proposals to address these issues;
- § It identified the parts of the Docklands area where detailed proposals and plans for the development, redevelopment, renewal or conservation of land would be appropriate;
- § It set-out urban design guidelines for the Dublin Docklands area, including guidelines relating to urban and building conservation, street furniture and landscaping;

- § It included proposals for appropriate renewal, preservation, conservation, restoration, development or redevelopment of the streetscape, layout and building patterns of the docklands area;
- § It outlined proposals for the development of existing and new residential communities, including development of housing for people of different social backgrounds;
- § It made proposals for a programme of development or redevelopment of derelict sites or vacant sites in the area;
- § It made proposals for the conservation of architectural heritage;
- § It included an estimate of the costs of implementing the master plan and developed a number of funding possibilities; and
- § It estimated the implications for employment, training and education in the area.

### **Planning Schemes**

#### **Acquisition of land compulsorily by the DDDA**

The DDDA Act gave the Authority powers to acquire land in the area compulsorily for the purpose of performing its functions, by means of making a compulsory purchase order and having it authorised by the Minister.

#### **Transfer of land from statutory body to Authority**

The Minister and the Minister of Finance after consultation could by order transfer land from statutory bodies along, with all rights and privileges, to the DDDA, if satisfied that this was necessary for the DDDA to perform its functions.

### **Grants to the DDDA**

The DDDA Act 97 gave the Minister the power to determine after consultation with the Authority, an annual grant that is sanctioned by the Minister of Finance, and is provided by the Oireachtas. This amount of this grant would be in relation to the Minister's assessment of the capital and current expenditure of the DDDA's programme of works.

### **Borrowing by the DDDA**

The Minister together with the Minister for finance can allowing the borrowing of money by the Authority for capital purposes, and are secured on the revenue of the Authority, whether through funds or property it may hold, unless it can be guaranteed by the Minister of Finance. The maximum level of borrowing that the Authority may reach was never to exceed IR£ 50 million.

**Attributes of the Temple Bar Area and Development Act 1991****Description of Temple Bar Area**

*“That part of the county borough of Dublin bounded by a line commencing at the point where the River Liffey is intersected by O’Connell Bridge, then continuing, initially in a southerly direction along O’Connell Bridge, Westmoreland Street, College Green, Dame Street, Cork Hill and Lord Edward Street to the point where it joins Fishamble Street, then continuing in a northerly direction along Fishamble Street and the northerly projection thereof to the point where it intersects the River Liffey, then continuing in an easterly direction along the River Liffey to the first-mentioned point”.*

**Appointment of Directors of Temple Bar renewal Limited**

The new company set-up to oversee the renewal of the Temple bar area was to be known as Temple Bar Renewal Ltd, and the directors were appointed by the Taoiseach.

**The Board, Chief Executive and staff of Temple Bar Renewal Ltd**

The chairman, the chief executive, the staff and each member of the board of Temple Bar Renewal Ltd were paid out of money which it had at its disposal, including expenses incurred by the individual, as determined by the Taoiseach and the Minister.

**Development Company for the area**

Temple Bar Properties Limited was a development company for the Temple Bar area. The Taoiseach through his nominees was the sole shareholder for this company.

**Provisions relating to subletting**

Where a person entered into a tenancy agreement with TBP Ltd, then they were bound not to assign, sublet or share possession of the premises without having obtained the consent of TBP LTD. Where appropriate TBP Ltd were entitled to increase the rent payable by the tenant if the person was approved to assign, sublet or share possession of the premises in question.

**Compulsory Acquisition of land in the Temple Bar area**

TBP Ltd could acquire land compulsorily within the designated area for the purposes of ensuring the implementation in a coherent, comprehensive and integrated manner, of the scheme which was developed for the area, (The Scheme adopted became known as 'The Temple Bar Framework Plan'), where it would have proved impracticable to realise the plan without such land. The making of a vesting order to TBP would not however prejudice any claim to compensation, in respect of any estate involved.

**Guarantee by minister of borrowing**

The Minister could authorise the borrowing of moneys by TBP Ltd and determine the amount of money repayable the interest charges if needed and the expenses incurred to facilitate this borrowing, up to a maximum of \$38 m euro.

## **CHAPTER THREE**

**Funding for major regeneration programmes.**

**DUBLIN DOCKLANDS****Cost of implementation**

The future of the docklands depends on both the public and private sectors to show continued commitment to development in the area through to completion and beyond, and to work in tandem to achieve this. This is a substantial development over three phases to be spread over a 15 year period, and although the costs are high to the taxpayer initially, the improvement to the cities economy in the long run can only be strengthened , along with the quality of life for its residents.

The docklands development required a level of public funding in order to start the redevelopment of the designated area, in order to attract the vast amount of private sector money investment that would be required. It has been estimated that the overall ratio of private/public expenditure, will eventually be in the target region of 4:1. The following is an approximate breakdown of the expenditure by the Authority over the period of the plan, to give an indication of the cost required to complete such an ambitious undertaking;

<b>Public sector expenditure ‘normal’</b>	<b>\$ 150 m euro</b>
<b>Public sector expenditure ‘additional’</b>	<b>\$ 250 m euro</b>
<b>Private sector investment</b>	<b>\$1,250 m euro</b>
<b>Total (which excludes land acquisition)</b>	<b>\$1,600 m euro</b>



The 'additional' expenditure shown above was made available to carry out the following tasks;

- § Provision of essential infrastructure in terms of roads, telecommunications and other services;
- § Support for improvements in social infrastructure, including housing, educational facilities, training facilities and community amenities;
- § Provision of essential support for a number of anchor projects intended to act as catalysts for regeneration in certain locations within the designated area; and
- § The enhancement of the markets perception of the area.

Therefore the timing of the release of expenditure is shown in the table below;

	<b>1997-2002</b>	<b>2003-2007</b>	<b>2007-2012</b>
<b>Public sector expenditure</b>			
<b>(normal)</b>	\$50m	\$20m	\$30m
<b>Public sector expenditure</b>			
<b>(additional)</b>	\$130m	\$60m	\$60m
<b>Private sector investment</b>	\$620m	\$350m	\$280m

## Incentives for development

Tax incentives were deemed necessary in order to promote development within the Docklands area because without them development would simply not have started in certain areas, and also because by allowing the DDDA to grant and control tax incentives, a mechanism was created which allowed the Authority to control the location, timing and type of development desired by them in accordance with their Masterplan. This system was facilitated through the statutory legislation specific to the Docklands area within the Governments Finance Act of 1997. The following three tables are extracts from the Dublin Docklands Master Plan 1997, and show the tax incentives available under the different categories;

	Commercial	Residential	Industrial
<b>Owner-Occupier<sup>1</sup> Allowances</b>	100% in Year 1	<u>New Construction:</u> 5% p.a. over 10 years; <u>Refurbishment:</u> 10% p.a. over 10 years; (against Total Income)	
<b>Investor/Lessor Allowances</b>	50% in Year 1; Annual Allowance of 4% per annum to a maximum of 100%	Section 23 relief available i.e. up to 100% in year 1 against <u>Irish Rental Income</u>	
<b>Double Rent Relief</b>	First 10 Years of Lease		
<b>Rates Relief</b>	First 10 Years of Lease		

1 Owner-occupiers may only avail of 100% relief up to 24 January 1998, thereafter only up to 54% may be claimed in the first year. All Custom House Docks Area Reliefs expire on 24 January 1999.

Table 1.<sup>11</sup> Custom House Docks Area Incentives

<sup>11</sup> Table extracted from Dublin Docklands Master Plan 1997

	Commercial	Residential	Industrial
<b>Owner-Occupier Allowances</b>	50% in Year 1; Annual Allowance of 2% per annum to a maximum of 50%	New Construction: 5% p.a. over 10 years; Refurbishment: 5% p.a. over 10 years; (against Total Income)	50% in Year 1; Annual Allowance of 4% per annum to a maximum of 100%
<b>Investor/Lessor Allowances</b>	25% in Year 1; Annual Allowance of 2% per annum to a maximum of 50%	Section 23 relief available i.e. up to 100% in year 1 against Irish Rental Income	25% in Year 1; Annual Allowance of 4% per annum to a maximum of 100%
<b>Double Rent Relief</b>	First 10 Years of Lease		First 10 Years of Lease
<b>Rates Relief</b>	Sliding Scale: 100% Year1; 90% Year2....		Sliding Scale: 100% Year1; 90% Year2....

3 Applies to construction and refurbishment expenditure incurred during the period 1 August 1994 to 31 July 1998 for qualifying projects certified by the Minister for

Table 2.<sup>12</sup> Other Designated Areas Incentives

	Commercial <sup>4</sup>	Residential	Industrial <sup>5</sup>
<b>Owner-Occupier Allowances</b>	100% in Year 1	New Construction: 5% p.a. over 10 years; Refurbishment: 10% p.a. over 10 years; (against Total Income)	100% in Year 1
<b>Investor/Lessor Allowances</b>	50% in Year 1; Annual Allowance of 4% per annum to a maximum of 100%		50% in Year 1; Annual Allowance of 4% per annum to a maximum of 100%
<b>Double Rent Relief</b>	First 10 Years of Lease		First 10 Years of Lease
<b>Rates Relief</b>			

4 Allowances may be reduced by 50% if appropriate.  
5 Relief for Refurbishment applies if the expenditure exceeds 10% of the value of the property before carrying out the work.

Table 3.<sup>13</sup> DDDA Masterplan Incentives

What the DDDA did was to turn their focus to identifying projects and developments that supported their initial core statutory objective of ‘securing the physical, social and economic regeneration of the Docklands area.’ These developments were favourably looked upon at the outset of the programme and used to get the development off and running. The Master plan itself was a major marketing instrument, providing a level of certainty in relation to proposals in given areas.

<sup>12</sup> Table extracted from Dublin Docklands Master Plan 1997

<sup>13</sup> Table extracted from Dublin Docklands Master Plan 1997

Attracting the support and involvement of the local community was useful when trying to market the area, and encourage new residents to come and live there, in particular new families, and in particular by attracting development capital to the area for industrial, commercial, residential and leisure activities, meant that employers started to locate here and could provide employment for the growing community.

At the start the Masterplan stipulated that 20% of all new housing in Docklands would be social and affordable. The Authority now states that a quarter of all new apartments must be at least 80 square metres, to accommodate a higher number of families. For example in the Clarion Quay development, of the 190 high-density apartments, 37 are social and affordable. The 20% of all the residential units developed through DDDA will be then transferred to BHI Housing Association, who will be responsible for managing the allocation of these social apartments. The DDDA also has a committee made up of community representatives from the different parts of the docklands which have successfully argued for 20% of incoming jobs to be reserved for local inner city residents. The Dublin Docklands Master Plan 1997 includes a target of an additional 10,460 residential units within the Docklands over the next fifteen years.

**BALLYMUN**

On the basis of the Ballymun Masterplan forecast, the eventual cost of development will be almost \$ 400m euro, this figure can be broken down as follows:

	Cost \$m
§ Housing	231.75
§ Demolition/Deconstruction	20.25
§ Site Development Costs	55.875
§ Alterations to roads, sewers and services	30.975
§ Landscaping, Parks and play areas	10.95
§ Local Estate Management Offices	6.75
§ Community Buildings	16.05
§ Contingency	19.5
<b>Total</b>	<b>\$392.1m</b>

This funding will provide 2820 housing units of varying sizes of accommodation in the following breakdown:

Type	Number	Assumed No. of Persons
4 Bed House	105	6
3 Bed House	1,908	5
2 Bed Flat/House	272	3
1 Bed Flat	365	1 or 2
1 Bed sheltered	170	1 or 2
<b>Total</b>	<b>2,820</b>	<b>12,056 max no.</b>

This money was designed to be spread over a ten year period cash flow plan from 1996 to 2006. This spending analysis does not take into account the following; Private housing, Retail buildings, educational buildings, Commercial leisure facilities or land acquisition.

**TEMPLE BAR**

Investment in Temple Bar has come from direct public sector funding and co-funding under European Union projects. 72% of this investment generated has been in the refurbishment of existing premises. So Temple bar took advantage of public funding from Ireland and Europe, and invested in various flagship cultural projects such as The Ark which was crucial ensuring first of all that the projects would be completed and secondly that an example would be made as to how the development should progress. In total temple bar received around \$60 m euro in state money, of which around half came from European funds. This was supplemented by a further \$90 m euro investment by TBP and the \$150 m euro obtained through private sector investment in the area.

The Urban renewal scheme provided a range of tax based incentives for the construction and refurbishment of property within the Temple Bar area. The areas within which these incentives applied is outlined in the Temple Bar Area Renewal and Development Act 1991 but includes:

- § 100% of refurbishment expenditure on existing commercial buildings by owner-occupiers qualifies for 100% accelerated capital allowances;
- § 50% of refurbishment expenditure on existing commercial buildings by lease owners in the first year followed by a 4% allowance in following years;
- § a double rent allowance for 10 years;
- § a 10 year rates freeze;

The relief available for new build projects followed basically the same format, but were given less generous capital allowances (50% for owner occupiers and 25% in the first year for lease owners).

In order to qualify for these tax incentives, proposals had to be in line with the types of uses and activities which Temple Bar Renewal were authorized to approve, such and cultural activities, tourist services provision, residential accommodation etc.

Temple Bar properties was engaged is engaged in acquiring properties, renewing them and negotiating rents with the occupiers. It also works in joint ventures with private owners and developers. In order to do this it received \$6 m euro from the EU and had the ability to borrow up to \$38 m euro privately with a state guarantee. It has used the revenue from rented accommodation, to continue investment in property renewal and environmental actions.



**LAGANSIDE**

The importance of Laganside developments in contributing to the economic growth of Belfast, particularly in terms of jobs and economic opportunity, cannot be overstated. Today investment in and around the Laganside area totals over £760m. This has been achieved at a rate of 1:5 public to private. More than 11,000 people now have jobs within the area, a figure which will rise to over 16,000 by 2005, the majority of which are in the areas of Information Technology, Call Centres and Hospitality and Tourism.

As prices of accommodation in Laganside continue to rise, new residents are likely to be people with high incomes. Many young, single, working people may occupy the Laganside apartments; however Laganside Corporation is planning to develop the site of the old Sirocco Engineering works and build different types of accommodation for families with more modest incomes.

## **CHAPTER FOUR**

### **Sustainable development.**

**SUSTAINABILITY****Strategies for sustainable development design – Commission of the European community (1990)<sup>14</sup>**

- § *Appropriate open and civic space to improve health and quality of life*
- § *Importance of planting and landscape in ameliorating pollution*
- § *Compact and mixed forms of development*
- § *Reducing travel*
- § *Recycling and energy reduction initiatives*
- § *Maintenance of Regional identity*
- § *Integrated planning across disciplines and bureaucracies*

**TEMPLE BAR**

Derek Tynan (Group 91)

*“The concepts of social mix and sustainability were there but not stated in such an explicit form. Temple Bar Properties and the clients held the desire that there should be a way of maintaining the uses already present in Temple Bar. TBP went about this by granting leases to artists of the type that could be governed by the TBP.*

*Once you begin to invest heavily in the city, you create movement of people and uses within it. For example the plan for temple bar before the framework came to be was for a large bus terminal, and so within that ambiguous time when no building was allowed due to the plan, rents became cheap in that area, which attracted many people, and in this instance a lot of artists set-up their studios here. There is also the issue of tax incentives focussing the market to specific development in relation to the area, which can be both a good and a bad thing, and this definitely contributed to a strong social mix within the area. What temple bar has achieved in regard to sustainability, is that it has contributed to the core of the Dublin city centre, and give it a new value, which draws people back to the core, and makes the city more energetic and capable of dealing with urban problems.*

*Bringing people back into the city was an important part of this mixed use framework. The idea that you can have a community that operates within the city, within people living and working and socialising within a closer area, without the*

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<sup>14</sup> Strategies for sustainable development design – Commission of the European community (1990)

*need for personal transport etc. This therefore adds to the value of the city and can be one method of restricted urban sprawl on the outskirts of the city. Of course on the other side of the argument, at a smaller scale, you could look at the green building, which was to be an example of eco-friendly design, and efficiency, but if you visit it today you can see that the 4 wind turbines on the roof haven't worked for the last two years, so there is a feeling that on this small scale, the temple bar development could have been executed with much more rigour and determination, and in sense given a higher priority within the framework.”<sup>15</sup>*

O'Donnell Toumey (Group 91)

*“There was certainly a lot of effort that went into Temple bar, in order to ensure a long life for that area, that it wasn't just a stop-gap measure to control the market. It was conceived as a restructuring that would be able to respect and reinforce the quality of the urban area over a long period. Primarily as an architectural model of how we could hold on to our historical urban fabric, there was also an ambitious drive to include working, living and culture all within the one collective. It was an attempt to build a coordinated 3-Dimensional piece of city planning.”*

*“We would have liked to have seen more old buildings converted for housing in the East end of Temple Bar, so that the mix would be more integrally contained in the project... On the other hand a lot of private owners are having their properties converted now to a certain extent.”<sup>16</sup>*

What I think is the strength of the approach Temple Bars sustainability, is the subtlety of the changes to the fabric of the area, that Group 91 didn't just start from scratch that they saw the value in the patterns that existed, identified the best elements within that and began to explore how they could improve and strengthen this as a whole, that the area could continue to grow but still hold on to the original character of that area of Dublin city.

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<sup>15</sup> Extract from interview with Derek Tynan, Architect/Urban planner Group 91

<sup>16</sup> Extract from interview with O'Donnell Toumey Architects Group 91

**BALLYMUN**

In 1997 the Department of Environment published a strategy which established a policy framework for sustainable development. Land use planning was seen as significant in the development of a sustainable development strategy, with urban regeneration identified as a key policy objective. The policies identified to assist the achievement of sustainable regeneration were:

- § Integrated strategic economic and social planning;
- § Improved accessibility for regeneration areas;
- § Design flexibility for multi-use and zoning;
- § Promotion of open space; and
- § Promotion of the partnership approach and the incorporation of ecological principles.

The strategy states that the concept of sustainability has a ‘social as well as environmental dimension, that positive measures should counteract social segregation and promote tenant participation and involvement’. Around IR£200 million was announced in March 97 by the Ministers of Environment, Housing and Urban renewal for the implementation of an integrated strategic plan for the economic and social development of Ballymun.

The Masterplan produced for Ballymun was to attempt to be a flexible framework, with on-going consultation throughout the regeneration process.

- 1) Local economy and employment
- 2) Use of energy and natural resources
- 3) Housing conditions and indicators
- 4) Social and educational deprivation
- 5) Efficient use of land encouraging compatibility and flexibility
- 6) Accessibility within to and from the area
- 7) Waste management disposal and recycling
- 8) Urban design, landscape and visual appearance
- 9) Shopping provision

The Ballymun master plan shall produce up to 4000 jobs when completed including construction jobs, of this 10-20% have been targeted at local labour in redevelopment contracts, and 30% for local employees in any service contracts. With BRL and other agencies heavily involved in local employment and training schemes. The plan designated around 65 hectares of land for the development of industry/employment

**DUBLIN DOCKLANDS**

Peter Coyne Chief Executive of the DDDA

*“Sustainability can be measured by a whole raft of different measures, the key one that we would use to measure it is, will the people who live and work and come into enjoy the area in the future always want to do that, will they always be happy to do it, so that if you like is the social sustainability of it and the market sustainability of it. That’s of fundamental importance and I think that the Docklands is being seen as to be sustainable, its early days yet, there is another ten years of this project to go, but the feedback were getting from people coming in and the level of services that are increasing all the time and the level of satisfaction or demand if you like, to come into the area is increasing. You see we don’t see the Docklands area as being a business park or something in some far flung area, we see this as simply the East side of Dublin, it is central Dublin, if you walk to the west, to the north, to the south, you find long established and sustainable parts of the city, if you walk to the east this is what your going to find in the Docklands, increasingly as the Docklands project rolls out the east side of Dublin is going to fill out wonderfully, it will knit well into the city centre. It will knit well into the fabric of the city, it will be fully sustainable.”<sup>17</sup>*

The DDDA wanted to promote the development of new housing that responds to the diverse needs of the community, including housing for single parents or housing for the disabled. The Authority also wanted to guide renewal in a particular manner, pursuing a policy of mixed-use development to 'achieve a sustainable environment of integrating living, working and leisure'. In regards to residential use the Authority set a target population of up to 25,000 people by 2012, spreading this over all parts of the area rather than large pockets of residential use. It has allocated a minimum average ratio of 20% of all new units for social and affordable housing and liaises with Dublin City Council to provide for those on housing lists. The Authority hopes

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<sup>17</sup> Extract from Interview with Peter Coyne Chief Executive of the DDDA

to encourage people to raise families in the Area and also seeks to promote architecture that does not articulate social difference.

### **LAGANSIDE**

*“The transformation of Belfast’s waterfront by Laganside Corporation reflects the emergence of the city from a troubled past. A physical infrastructure led strategy by an agency based on the urban development corporation model has been effective. To date investment of £760 million has been achieved at a leverage of 1:5 (£1 public investment by Laganside achieving £5 investment by private and other interests). 11,000 jobs are now located in the area. But physical and economic outputs are only part of the story. Laganside has adopted an integrated and comprehensive approach involving social as well as physical economic aspects.”<sup>18</sup>*

There is a strategy in place to create initiatives that will ensure that local communities can benefit from the new jobs in the area. The partnerships involved with the Corporation are the City Council landowners, private and community sectors.

Lagan side’s Mission statement reflects that:

*“Place and people: Contributing to the revitalisation of Belfast and Northern Ireland by transforming Laganside to be attractive, accessible and sustainable and recognised as a place of opportunity for all’.<sup>19</sup>*

The riverside spaces are perceived by the Corporation as being a shared space for all the people in the city regardless of their differences, and can help lead to a more integrated society.

*“Laganside has changed the sense of what is possible in Belfast ...that is the very essence of sustainability.”<sup>20</sup>*

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<sup>18</sup> Extract from interview with Kyle Alexander CE Laganside Corporation

<sup>19</sup> Extract from interview with Kyle Alexander CE Laganside Corporation

<sup>20</sup> Extract from interview with Kyle Alexander CE Laganside Corporation



The Belfast Gasworks Regeneration Project is a 25 acre inner-city site suffering from the legacy of 150 years of gas production. It is a good example within the Laganside development of the principles of sustainable development and is beginning to deliver a better quality of life to a number of inner-city communities which have suffered a high degree of deprivation and marginalisation for many years. As the largest vacant development site in central Belfast, Laganside realised that when developed it could offer the following:

- § a key location between the city centre and the River Lagan;
- § a potentially important part of the Laganside Waterfront regeneration initiative ;
- § a source of employment opportunities for both inner-city communities, with the potential to improve community relations ; and
- § an opportunity for significant inward investment.

A master plan was produced for the site and a £10 million clean-up supported by European Union funding was carried out. Major infrastructural improvements were initiated including the culverting of the Blackstaff River and the public realm on the site was designed and landscaped to the highest standards. Around 2000 jobs have been created and local inner-city communities can take them up via 'The Gasworks Local Employment Initiative'.

The Council has won a number of awards for the Gasworks Site regeneration project including a European Best Practice Award and the RICS National Building Award for Regeneration (1998).

## **CHAPTER FIVE**

### **Comparison of Case studies**

**Successful urban regeneration programmes and architecture :**

**Temple Bar, Laganside, Dublin Docklands and Ballymun**

**COMPARISON OF URBAN REGENERATION CASE STUDIES**

This chapter sets out to analyse the following case studies to assess their success and identify the strengths and weaknesses of each project:

- § The Laganside Development Plan;
- § The Dublin Docklands Development Plan;
- § The Temple Bar Framework Plan;
- § The Ballymun Regeneration Plan.

This chapter will then mention in brief other major urban regeneration projects soon to begin across Ireland, such as the:

- § Titanic Quarter, Belfast;
- § South side of the Dublin Docklands and

It is important to remember that these Plans operate across two different jurisdictions, and therefore operate in quite different economic contexts, therefore the criteria used to identify strengths and weaknesses have been chosen for their universal application across the board. The Conclusion to follow this chapter will attempt to identify a method of combining the strengths of each of these projects, in order to produce a list of achievable objectives that can strengthen future developments of these types.

**Criteria for comparison of Case studies**

- § Length of life, size of footprints;
- § Affordability of accommodation;
- § Infrastructure, Transport;
- § Quality of design;
- § Funding for development programmes;
- § Sustainability;

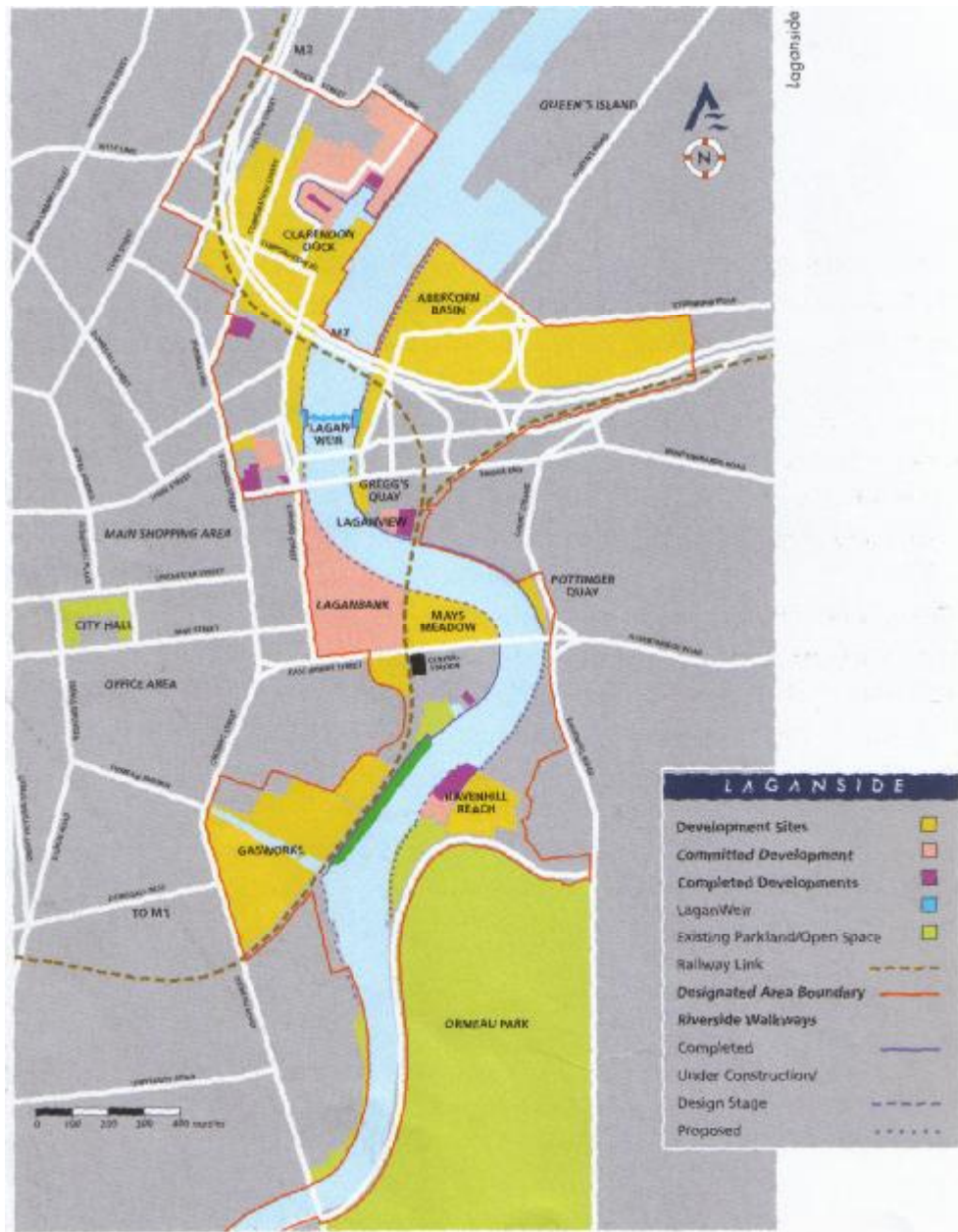
**CASE STUDY (A) LAGANSIDE DEVELOPMENT PLAN**

Fig.3. Map of Laganside Development Areas.

### Transport

In 1989 the area soon to be designated as Laganside area was generally a vacant site of derelict buildings and under utilised land which contributed little to the economic

and social life of the city, and which experienced a large tidal range along its riverfront, exposing unsightly mudflats, which produced awful smells in the summer months due to the pollution into the Lagan from sewers, industry and surface run-off from the roads network. To combat this Laganside Corporation successfully completed a range of infrastructural improvement schemes, which they used as the catalysts for the physical social and economic regeneration of the area. The main improvements to the infrastructure were:

#### § The Lagan Weir;



Fig.4. Photo of the Lagan Weir.

§ The Riverside Pathways; and



Fig.5. Photo of riverside apartments from a new pathway.

§ The Cross Harbour Road and Rail links.



Fig.6. Photo of the Cross Harbour Bridge.

With vehicle use in Belfast forecasted to increase two fold between 1991 and 2025, it was necessary to make provision for such increased traffic flow within the transport plan.

Great efforts were made to move swiftly to provide this infrastructure resulting in both the Weir and Harbour links opening in 1993, only 4 years after conception, and this would have to be viewed as one of most significant achievements of the plan, whereas for comparison, in the Dublin Docklands, some of the infrastructure suggested in the plan has still not been started 7 years on, making it less successful on that front. The Corporation have also improved the quality and nature of many routes from within the city to the Laganside area, to give greater accessibility to residents from a range of nearby communities to the new employment and leisure facilities which the development has created. The Lagan waterfront today is a transformation from before and is now an attractive location for which people can come to work, live and relax, and brings the river back into the public realm as a recreational asset and natural improvement to the urban environment.





Fig.7. The Magnificent Waterfront Hall.



Fig.8. New Apartment living opposite the Waterfront Hall.

The opening of the 5 mile stretch of cycle and pedestrian pathways has given the citizens of Belfast an environmental alternative to access within the Lagside region, and a healthier way to explore their surroundings.

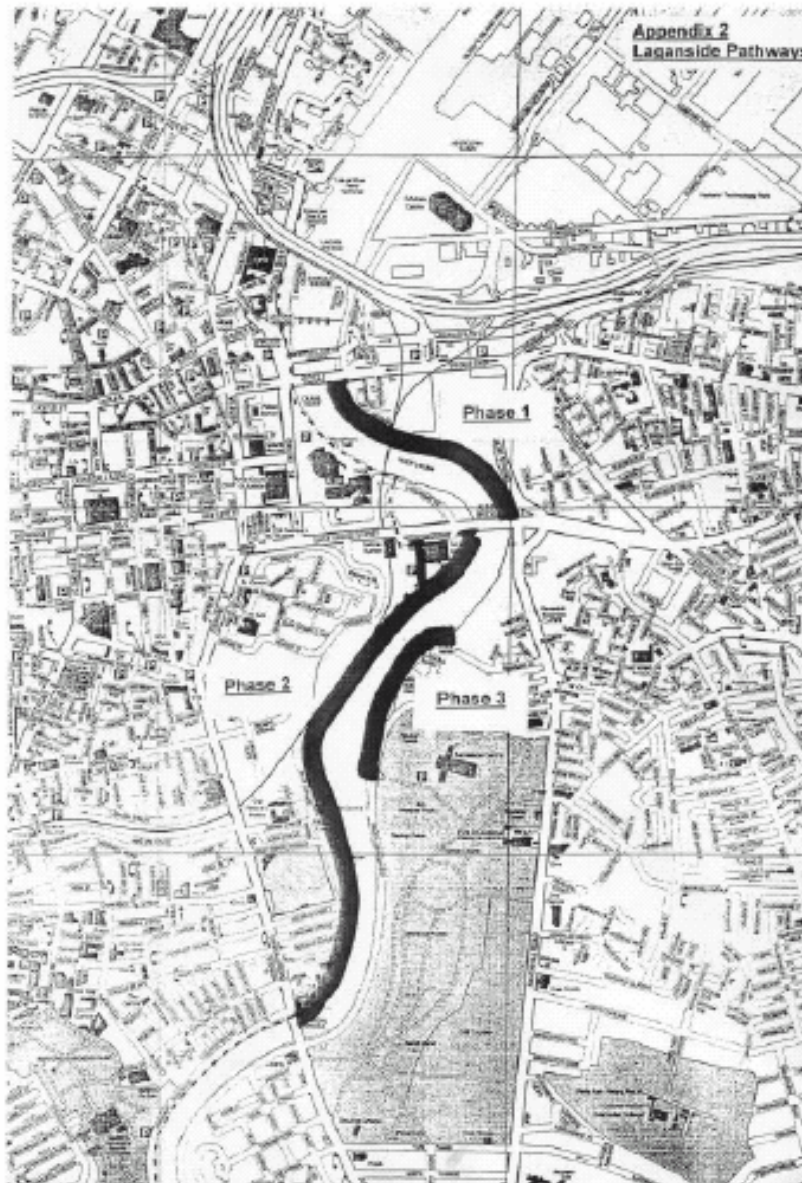


Fig.9. Location of riverside cycle routes through Lagside development.

### Quality of Design

The main site within Lagside's development is Lagan Place, home to the Waterfront Hall, which was recently voted the best conference hall in Europe, and the second best in the world.



Fig.10. Photo looking over Lagan to Lanyon place.



Fig.11. Photo of latest waterfront development at Lanyon Place.

The high quality housing which has been built encourages river-side living



Fig.12. Photo of riverside apartments.

: 25% of all new housing in this regeneration process is allocated for social housing.

Other aspects of the comprehensive regeneration programme include a Public Art Strategy, which has led to 30 pieces of high quality art being placed in public areas.



Fig.13.<sup>21</sup> Photo of one of Belfast's most popular pieces of Art along the Lagan trail.

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Fig.14. Photo of the Odyssey Pavilion millennium project.

The Odyssey Pavilion, N. Ireland's millennium project was located at Queen's Quay and is an architectural landmark that helps to celebrate the dawn of a new millennium in Belfast. It was completed at a cost of just over stg £100 m and was the single biggest building project ever undertaken in Ireland, of which stg £45 m came from the funds of the Lottery Commission. Designed by local firm Consarc this new multi-functional facility brought with it a new sense of pride in Belfast, an achievement that emphasised the growing stability in the city and the desire to look to the future. It has been responsible, for sparking the regeneration of the Eastern end of Laganside, and made the area an important part of Belfast's image once again. Its design stands alone and set a high standard for the following developments.

What Laganside fails to do in relation to the other case studies covered in this dissertation, is to provide truly mixed used developments, the approach has been

rather to provide amenities for the community in one location, with housing for example found on the fringes, such as the many impressive riverfront developments. These developments in themselves have been very successful, but with today's culture of working in the 9-5 period many areas become vacant at night and could have used a more integrated mix of use, to bring life to the area over a longer period, and thus more useable to the public.

### **Community Involvement**

Older communities have historical and family ties within the Laganside area and contribute a sense of continuity with Laganside's past and community spirit of the area. Laganside Corporation has worked with the Training and Employment Agency and other bodies, to set up Training Programmes linked to jobs that will be created that will allow local people to access some of the new opportunities.

The Laganside Corporation has been involved with the community throughout the development process in a two-way process where they can listen to the concerns of communities and be mindful of these when continuing their work. The Corporation also provides a leaflet that is distributed to around 180,000 homes monthly that keeps local people informed of their progress and new developments that will be beginning in the future; to allow people to become involved before work begins. Even post development Laganside continues to support community participation in redevelopment by offering grants to community groups to utilise the open spaces that have been created in the area, relating to arts, sports, environmental and cultural activities that would contribute to an overall stronger sense of place.

**CASE STUDY (B) DUBLIN DOCKLANDS MASTERPLAN**

Fig.15.<sup>22</sup> Aerial photo of Dublin with Docklands Area highlighted.

**Transport**

Key transport infrastructure, such as the Luas and Macken St Bridge, is critical to the development of the Docklands, and the overall success of the area is likely to lay on the provision of this ambitious public transport system.

The Dublin Docklands Development Authority (DDDA) is overseeing the plan for the introduction of the Luas light rail system that should extensively cover the Docklands area. But this is not expected to be completed until 2006 which is around three years after some of the buildings in the area have been completed. Because the Luas is not due until 2006 at the earliest, there has been a substantial time gap between the provision of adequate public transport and the arrival of people to work and live in the area. It could be argued that this is a side effect of the DDDA's Section 25 planning powers, which meant that developers who complied with the master plan didn't have to endure the previously lengthy planning process, and in a

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sense the other bodies have struggled to keep up. However Section 25 is not the problem and has proved very effective in attracting investment, and getting projects off the drawing board and into immediate construction.

In September 2000, the Dublin Transportation Office unveiled a 16 year plan to redesign public transport within the city, which covered Roads, rail, Luas, Metro, bus corridors, and cycle-ways by the end of which an estimated \$22 billion Euro will have been spent. Heavy trucks and cars pollute the environment along the riverfront towards the docks.



Fig.16. Photo of IFSC Dublin Docklands.

The Port Tunnel when completed should alleviate this problem and connect the pedestrian routes across the river, from north to south and will also provide an additional high speed link between the Docklands, the national road network and Dublin Airport. These include intercity train and fast commuter train (Dublin Area Rapid Transit) services together with extensive bus routes. One of the capital's two



mainline stations is located within the Docklands area at Connolly Station and direct bus services link the Docklands with the other at Heuston Station. There is also convenient transport to and from Dublin Airport provided by Airport coach links.

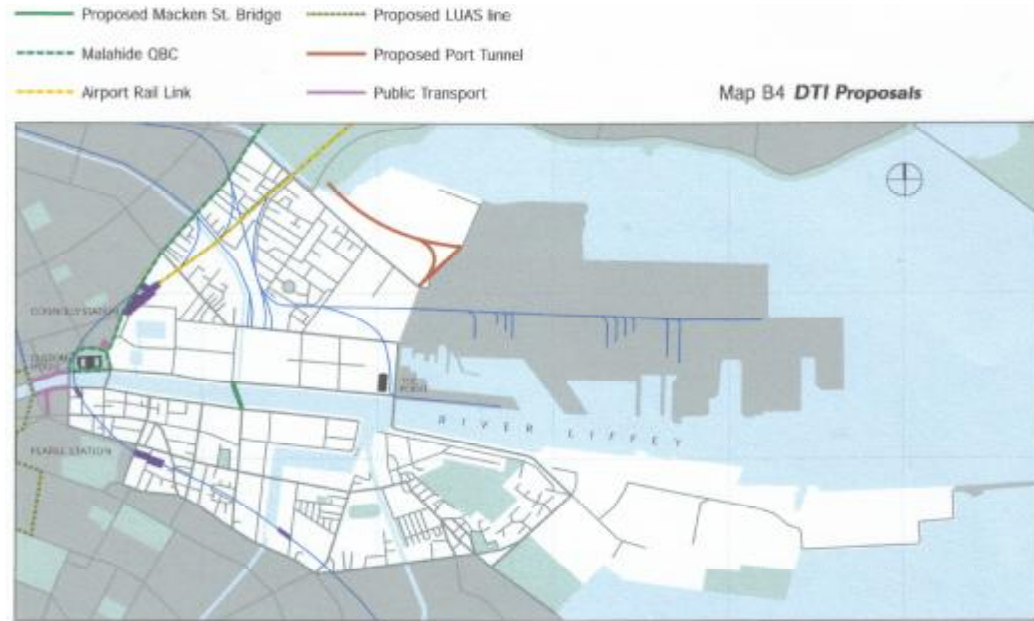


Fig.17.<sup>23</sup> Map showing Dublin transport initiative proposals.

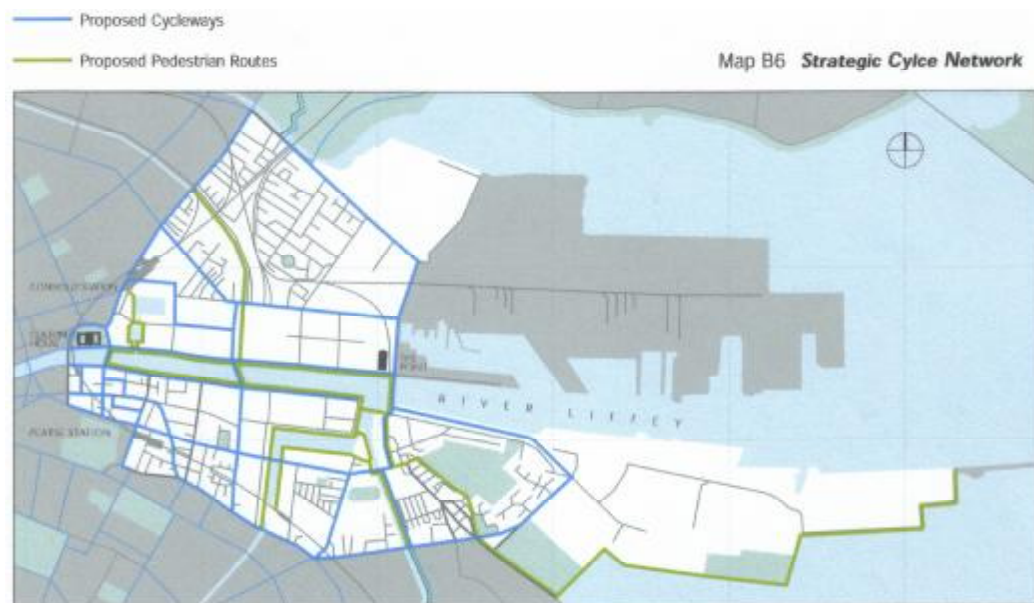


Fig.18.<sup>24</sup> Map showing Strategic Cycle network.

<sup>23</sup> Map extract from Dublin Docklands Master Plan 1997

<sup>24</sup> Map extract from Dublin Docklands Master Plan 1997

**Quality of Design**

The Docklands Masterplan appreciated that “an ordering of the physical development is needed to create a three dimensional articulation and form to the streets and open spaces that make up the city.” The main focus was on the built form but the Authority also recognised the critical dimension that use brings to the enlivening of an area. The docklands was developed so that each individual area would have its own character.

Although there were a few significant buildings of historical and architectural character, few had strong enough personalities to help drive the urban design approach adopted. The urban design framework was successful in reinforcing the diversity of scale and character of many areas. There were a number of strong plan form generators within the area, primarily the River Liffey, contained by the north and south quays. The authority has made significant aesthetic improvements along these ‘campshires’, to encourage public access to the riverfront, and to improve the quality of the environment on either side of the river.



Fig.19. Photo of Sculpture on the campshire, depicting Irish citizens who fled to America from the docks during the famine.



Fig.20. Photo of Campshire on the South side of the River.

Within the docklands there was an opportunity to build a new expression of the city, within a historically very significant area, a new quarter that would be rooted in the past but displaying the contemporary age of Dublin.



Fig.21. Photo of new apartments located in Georges Dock.

In the case of the Docklands the DDDA did not attempt to prescribe a detailed design approach for each defined area, but rather allowed redevelopment to be the product of many different influences, urban designers, architects, engineers, developers, communities etc.





Fig.22. Photo of new apartments at Clarion Quay development.

The Masterplan highlighted areas where more detailed studies would be required. These took the form of ‘Planning Schemes’ which fell under Section 25 of the Act, and the areas that would require ‘Area Action Plans.’

What made the development of the docklands so successful is its integration with existing fabric of the area, brought about by a series of policies as a kind of checklist towards achieving quality in design. They encouraged urban designers to determine

the essential contextual elements of quality within areas and to respond to these in a creative manner.



Fig.23. Photo looking west towards IFSC.

The Authority has maintained a variety and diversity in the environmental quality of the different areas. Permeability throughout the site was given very high importance and helped to achieve the current series of streets and squares that link together in an interesting manner, exploiting the best vistas and landmarks offered by the city and giving life to the ground floor uses, in a sense the spaces between the buildings was given as high a value as the buildings themselves. The buildings now found in the docklands are respectful of the scale of their surroundings, and this is because of the use of Planning Schemes and Area Action Plans that determined a scale and height strategy for many of the different areas.

Architecturally the Authority supported the Governments policy on Architecture which incorporates the following relevant objectives;

- § To promote high standards of design and construction in building works for which it is responsible and where control can be exercised through the Authority's planning power in areas selected under Section 25 of the Act.
- § To link incentives for development to quality criteria with particular focus on site utilisation and sustainability;
- § To promote, through direct action and encouragement, the establishment of demonstration projects relating to sustainable building design, and;
- § To test all urban design issues against the criterion that they will contribute to the social and economic regeneration of the area on a sustainable basis.

Interestingly the Authority set as one of its objectives, to use architectural and urban design competitions as a tool in securing the highest possible standard of urban design for different areas. This seems to be a sound methodology when dealing with large scale developments and in my own opinion is one of the main strengths of the Dublin Docklands Masterplan. Interestingly in the other two major urban developments in the Rep. of Ireland, (Ballymun and Temple bar) have also made use of design competitions to achieve the highest level of quality in design obtainable at the time.

In N. Ireland however, and in particular Laganaside, there hasn't been any instance of this happening to any great extent, individual building design competitions being the limit, and perhaps this is something that all development bodies should embrace when setting out on large scale urban developments. The quality of design in my

experience of visiting these areas has definitely been stronger in the schemes in the Rep. of Ireland, than those in the North, with occasional exceptions.

In response to architectural elements and materials each building had to conform to the following checklist;

Does the project;

- § Favour compatibility/rather than conformity;
- § Re-use/rehabilitate/restore building;
- § Respond to nearby historic structures;
- § Use durable attractive and well detailed finishes and materials;
- § Consider an environmentally responsive approach to design;
- § Reinforce and enhance the pedestrian environment;
- § Promote permanence, quality and sustainability in development.



Fig.24.<sup>25</sup> Interior photo from inside one of the new apartments on Clarion Quay



### **Funding for Docklands Development**

The proposals of the Plan were implemented under what are known as Section 25 Planning Schemes. The provisions contained in Section 25 of the Dublin Docklands Authority Act 1997 enable the Authority to prepare Planning Schemes for the Custom House Docks Area or any other area within the Dublin Docklands Area.. Such Planning Schemes offer a fast-track route through the planning process, cutting down significantly on the considerable costs to parties involved along with the usual waiting time experienced, and in itself can help to encourage outside investment. These Schemes indicate the manner in which the Authority considers the Area should be redeveloped and sets out policy in relation to land use, distribution and location, overall design, transportation, the development of amenities, and conservation. As well as the Planning Schemes the Authority also prepares Action Area Plans for smaller areas. These plans outline specific improvements to be made to the area including upgrading of street furniture, paving, lighting and the introduction of new landscaping etc.

### **Community Involvement**

The DDDA insisted that 20% of all new housing created under their auspices would be allocated as either social or affordable housing, and also managed to reserve 20% of all labour to be given to local people. They went on to develop what they called a school for life long learning that was to allow citizens to re-enter the educational system to acquire skills that will be immediately useful to them, through the skills/business partnership initiatives. A big achievement on the education front was

managing to persuade the National College of Ireland Campus to relocate from another site within the city. In continuing the development of communities in the docklands area, some \$6 m euro have been distributed in grants to facilitate the development of crucial community infrastructure

Land prices in the Docklands have reached around \$14 m euro per acre, which is why a lot of the native industries have relocated to other premises with cheaper rents. When these businesses relocated a lot of the people who used to work in the area were forced to move with them. The DDDA are attempting to build a new community in the area that can compliment the few existing ones that remain. In general this has been very successful, with most of the local communities happy with the new developments in the area. This is partly thanks to the new development being of medium scale and respects the old buildings by not swamping them by high rise development that would overshadow existing houses. Therefore from a community perspective, it has been an architectural environment of a more human scale that has made the docklands successful, creating a series of smaller urban villages that contain a great degree of social mix.

The DDDA has a council within its structure that consults with stakeholders from business, the public sector and the communities in the Docklands area, and this council has some very important functions in relation to making decisions about the Masterplan and the various Planning schemes.

Masterplans and Planning schemes are published every 5 years in accordance with the Authorities statutory obligations, and these are worked through with

representatives of the community, businesses and other public sector partnerships and Dublin City Council. The Authority aims not to do things for the community but to do things with the people and this is an important part of achieving sustainability in a development.

This approach has led to a lot of good urban renewal work within the docklands area and the Dublin City Council has begun to adopt these standards and put them into use in other quarters of the City.

There has been massive physical development in a relatively short space of time with great emphasis been put on providing social infrastructure and social capacity building. The current emphasis continues on education, focussing on self-realisation so that people can avail of the various arts, cultural and recreational venues offered by the new development, that helps to make a truly world class city quarter.

**CASE STUDY (C) BALLYMUN REGENERATION MASTERPLAN**



Fig.25.<sup>26</sup> Aerial photo of Ballymun town centre.

**Transport**



Fig.26.<sup>27</sup> Map of Ballymun development Transport plan

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The Luas Route 3 has been planned to connect Ballymun with the North side of Dublin, and when completed aims to have a stop within 5 minutes walking distance of every resident. There will also be a park and ride facility provided for 500 cars to discourage the use of public transport in the area and in the city as a whole. There is currently a bus lane operating along the length of Main Street where the proposed Luas line will be until this is in operation with new road links within the area so that it can more economically serve the wider population. These new routes have been planned to make it convenient for the local residents to make it places of employment as provided within the master plan. It is also proposed that in the future there will be a transport interchange close to the M50 where the bus routes park and ride, and the Luas line can all meet to improve the efficiency and make the public transport more feasible. It is nice to see that in the case of the Ballymun Masterplan and the Docklands Masterplan, that they have integrated the new Luas line into there work, which will be environmental improvement on the transport front, in that the new electrically powered vehicles will reduce the amount pollution into the atmosphere, and will also provide a highly efficient means of public transport, that the people will use when complete, however it would have been better had this been given a bigger priority so that the infrastructure was there before residents began to populate the new homes. BRL is also supporting CIE proposal for developing a Heavy rail system with a station close to Ballymun that will provide a link between the Airport and the city centre.

## Quality of Design

The Masterplan addressed the relationships between buildings and open space in the same sort of relationship as that found in the centre of Dublin. Before buildings sat haphazardly in a sea of open space, which proved to be unfeasible.



Fig.27.<sup>28</sup> Aerial photo of Shangan area.



Fig.28.<sup>29</sup> Generated image showing relationship To open space.

The emphasis of this regenerative development was to create places as opposed to spaces, and to identify a distinctive set of neighbourhoods. The Ballymun Masterplan has created a hierarchy of human scale buildings and spaces from the main street right down to individual courtyards. For BRL it was important to enclose the open spaces with modest sized buildings to create defensible and accountable spaces, with more prominent higher buildings to identify the different area centres.

Along the main streets buildings were designed to be 4 or 5 storeys high and to contain a strong mix of uses. The Masterplan also recommended a range of materials that would be suitable for different types of developments, advocating the use of brick, rhythm in fenestration, porches and render to add brightness to name but a few.

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<sup>28</sup>

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So each architect working on an individual area had to comply within these guidelines, which have created an interested mix of buildings drawn from the same palette.



Fig.29.

Smaller windows were recommended to be used on the public side of housing for privacy reasons, and the Cul de sac type developments were envisaged as quiet destinations that the of the children of the families could play in and be safe.



Fig.30.



Fig.31.





Fig.32.



Fig.33.



Fig.34.

### **Community Involvement**

The Ballymun Regeneration project recognised from the outset that the involvement and support of local residents as partners in the process was of fundamental importance. Of all the development projects covered by this dissertation, this is where community involvement was most important and a lot can be learned from this example that could be incorporated in future regeneration projects. This highlights the need for more research into the recording of information in relation to urban development, and documentation being made more accessible to other bodies/organisations.

BRL therefore developed a variety of means to actively involve local residents. They wanted to start work in all the areas at the same time so that there would be an even treatment of areas across the board. They held meetings in all of these areas to

present the ideas of the Masterplan and to address concerns of residents about certain aspects. There are five area forums in Ballymun who were all actively involved in the development to ensure that the Masterplan to ensure that accurately reflected the views of the local communities and of individuals within it.

There was only one design group but it comprised representatives from the community, the forums and other bodies who could all meet at the same time and discuss the and refine the ideas contained in the plan. This group focussed on identifying the overall land use for the Ballymun area and in particular the ability to attract new businesses to Ballymun that would help to provide sustainable employment. These meetings were important to ensure that the Masterplans proposals were applicable and acceptable to Ballymun. There was also working group's setup to cover Training for employment, Local Estate Management and Home Ownership, and improving the image of Ballymun development. These working groups have proved invaluable in determining detailed implementation strategies and action plans for the regeneration.

In addition to all this newsletters are distributed to every household within the Ballymun and the adjoining areas and keep the reader up to date with the regeneration project and inform the people outside of the area of the new developments that are taking place.

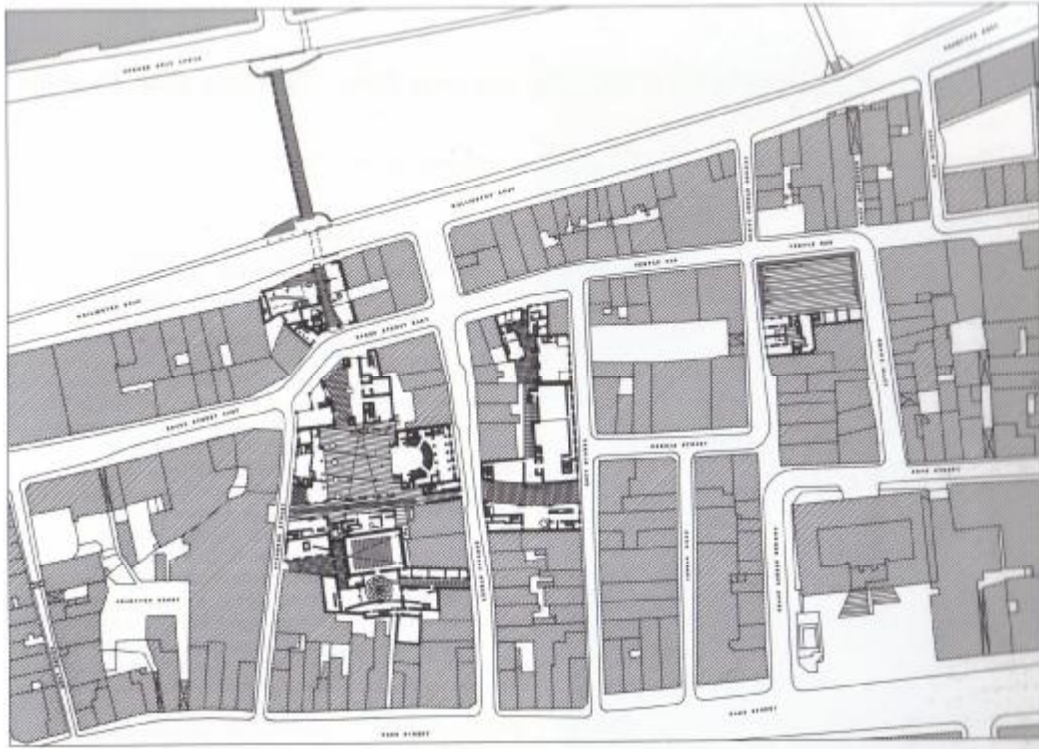
**CASE STUDY (D) TEMPLE BAR FRAMEWORK PLAN**

Fig.35.<sup>30</sup> Map showing proposed Temple Bar development.

**Transport**

Temple bars approach to redeveloping the area was to take the existing pattern of streets and spaces, and to give the area new uses that would encourage the use of the area by the other citizens of the city. So essentially the drive to make Temple bar more accessible was purely pedestrian here. What they did was to restore the previously neglected buildings and turn vacant spaces into public squares where feasible to create usable places for the community and beyond and to open up a quarter of the city that for a long time was disappearing from the public realm. In this

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sense it is a much different approach to development than any of the case study areas. It is not a case of Masterplanning or land use zoning, but more a delicate reconstructing of the existing. This is contemporary urban planning and architecture in its most delicate and sympathetic form, and although the framework for development cannot be easily lifted and reused in other regions, the principles created and followed can be.

The original plan included a pedestrian bridge (The Poddle) to link the North and South sides of the city over the Liffey however this never came to pass as it failed to receive planning permission. However accessibility was improved with the completion of the Millennium (Pedestrian) Bridge nearby. The cities recent venture in the form of the Boardwalk has also improve pedestrian access along the riverfront facilitating a quicker and more enjoyable journey through the heart of the city along the line of the Liffey, although this was not part of the Temple Bar Framework Plan.



Fig.36. New Boardwalk along walls of the Liffey

### Quality of Design

From an architectural point of view Temple Bar has been celebrated as a great success. There are few areas elsewhere in Ireland that contain such a high number of award winning buildings, such as the buildings of Meeting House Square, the Irish Film Centre etc, which have been subtly integrated into their historic context without



sacrifice to contemporary urban design ideals, much to the benefit of the buildings in the area as a whole.



Fig.37. Photo of Temple Bar Square.

As you walk through Temple Bar today it is clear to see that building context was a major part of the design process of the various architects who have works completed there, however they have faced the challenge with a degree of maturity and confidence towards their own feelings about contemporary architecture and its various applications within such surroundings. The quality of the materials and finishes is of a very high standard and demands respect from even the most traditional of critics.



Fig. 38. Photo of curved street development.

Importantly the new developments within temple bar have strived towards a high level of mixed usage. It was important to provide accommodation for people in the area to animate the three new spaces created and provide homes and work spaces for the existing residents and those who will be drawn to the area through the various new facilities. To attract people to the area and keep them there it was necessary to create a lot of ‘attractions’ and this ‘cultural quarter’ has an abundance of these thanks to the development teams efforts.





Fig.39. Photo of Print works Studios

However with all developments there is always criticism, despite the positive acceptance of the architecture surrounding Meeting House Square, some have said that perhaps the space itself doesn't work , however in recent years there have been a growing number of events organised for the outdoor space, and it is beginning to become more and more popular, but perhaps its strength is its adaptability which affords its spontaneity to come alive and a flexibility that will help sustain its existence throughout the future.



Fig.40. Interior photo looking out onto Meeting House Square.

The fact that the temple Bar Framework Plan was the result of a Design Competition meant that many architects had submitted proposals for the area. It is without doubt that this method of securing a strategy for development will produce a higher quality outcome, and is a procedure that should be more strongly advocated and should have more widespread applications. It is important that time be spent wisely at the beginning of development plans to ensure that the resulting projects have value, as they will usually outlast those who have created them, and should be able to cope with the changes an area can expect to experience over its lifetime. What can be achieved quickly to alleviate current problems is not always the best solution for an area.

### **Community Involvement**

The Framework plan was designed to accommodate some 3000 people who would live and work in this new quarter

## **CHAPTER SIX**

**Future development programmes.**

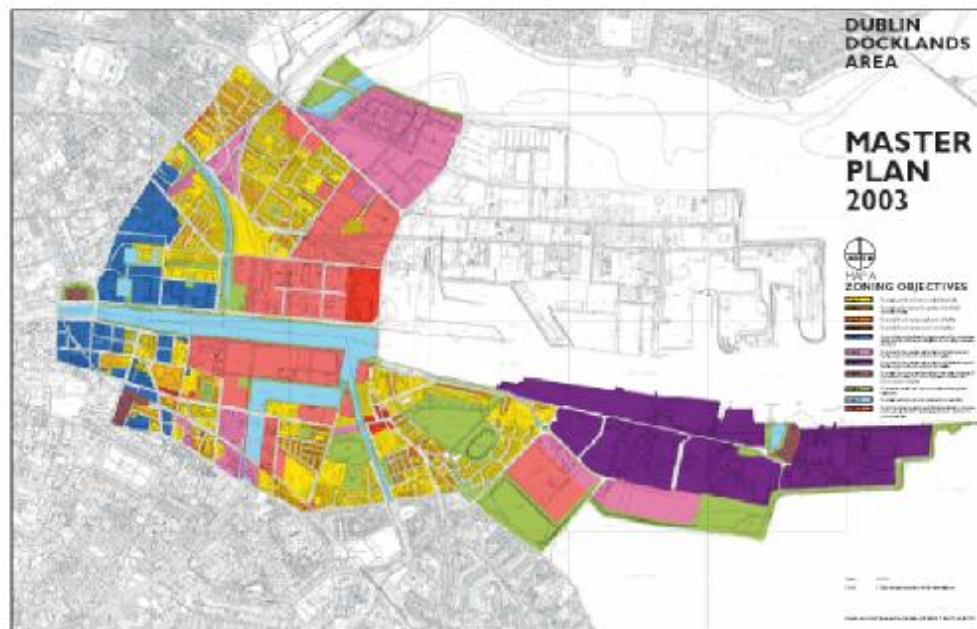
**THE DOCKLANDS**

Fig.41.<sup>31</sup> Map showing Docklands Masterplan 2003

*Close to the heart of Dublin City one of the most far sighted, exciting and clearly focused development projects ever undertaken in Ireland. It involves strategic partnerships between the public and private sectors working together in the regeneration of 520 hectares (1,300 acres) of prime river-side land. An ambitious project that encompasses the social, economic and physical rejuvenation of the area.*

*New offices and retail outlets, hotels and homes, are being built beside high quality public realm and leisure facilities in a unique waterfront environment. The 15 year project will result in the population of the Docklands increasing by 25,000 to 42,500 by the year 2012 and the construction of more than 11,000 bright new homes. It will also create up to 40,000 new jobs.*

*Not surprisingly, the combination of fast track planning powers, which guarantee the Authority's ability to make things happen for its development partners, and never-to-be-repeated development opportunities have attracted interest from investors far and wide, both at home and from overseas.*

*Docklands has everything a serious inward investor could demand, including the highest quality city centre environment, transportation and ready access to high bandwidth digital communications.*

**TITANIC QUARTER DEVELOPMENT FRAMEWORK**

Fig.42.<sup>32</sup> Aerial photo of Belfast with Titanic Quarter Development Area outlined.

The planning application, made public on Tuesday, includes two 15-storey "landmark" buildings with a number of six-storey high developments in the surrounding area.

The chief executive of the new Titanic Quarter development company, Mike Smith, said

*“The application was another major step forward for the area, one of our key objectives will be to introduce high quality contemporary architecture that reflects the area's maritime heritage.”*

Plans have already been put forward for the other half of Titanic Quarter, with a 150,000sq ft building being one of the main features.

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The site itself is found to the back of the Odyssey complex and the development will be some 185 acres in size, all of which is in control of the Port of Belfast and Titanic Quarter Ltd. It has the potential to have a great presence along the Waterfront and is central to the existing transport infrastructure of the city.

Titanic Quarter Ltd have created the following visions within their development plans:

- § A range of residential accommodation is anticipated including townhouses and waterfront apartments.
- § A wide range of employment opportunities will be available including industrial, innovation, research and high technology, professional, commercial and services job opportunities.
- § Potential for river based leisure facilities plus café/ bars and a new cruise liner berth.
- § The Titanic and Olympic Slipways and other preserved artefacts will enhance the maritime heritage and cultural attributes of Titanic Quarter.



Fig.43.<sup>33</sup> Map of Titanic Quarter Masterplan.



*“The vision for Titanic Quarter is of an entirely new city centre quarter that will provide a diverse range of uses including employment, residential, leisure, tourism and cultural. There is potential to create 20,000 new jobs and a new inner city residential community. The development will promote walking, cycling and high quality public transport that joins Titanic Quarter with the rest of the urban fabric of Belfast. Its proximity to Belfast city centre allows for the planned expansion and integration of the city centre across the river, incorporating the Eastbank area, the £120 million (€180m)\* Odyssey Complex and Titanic Quarter as part of an enlarged vibrant business, leisure and residential core.” Local road connectivity will include the provision of a new boulevard style treatment of Queens Quay improving access and attractiveness of a key arterial approach along with the opportunity to introduce innovative forms of public transport to Titanic Quarter. New, improved bus and rail services are proposed to provide high frequency connections to the city centre. There are also proposals to improve pedestrian access.”<sup>34</sup>*

*“Titanic Quarter will be developed in a traditional urban form that will allow the development to mature into a genuine 24 hour city centre quarter and will become a stunning, high quality environment featuring squares and open spaces.”<sup>35</sup>*

These will include:

- A major public walkway around the Abercorn Basin leading to the famous Titanic Slipway;
- Cafes and bars surrounding the Hamilton Dock;
- Potential event space facing the river at Titanic Slipway;

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<sup>34</sup>

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- A major urban square/ meeting place at the restored former Harland and Wolff Headquarters building in which the RMS Titanic was designed.



Fig.44. Photo of Titanic Quarter site today.



Fig.45. Photo of Titanic Quarter site today, looking towards the cranes of the Harland and Wolff Shipyard.

## **CHAPTER SEVEN**

### **Conclusion**

It is important that we look closely at development plans and try to identify the pitfalls and benefits, and identify why this is so, so that we can all learn from each others experiences. Even today there is still a severe lack of documentation, recording what subsequent development plans across Ireland have been striving to achieve and how successful these processes have been. I feel that it is necessary for those involved in the creation and implementation of major urban developments to spend time commenting and recording their work, for the future use of others. We simply don't understand enough about how successful our different urban planning actions have been, and why the results are as they are. Enthusiasm to discuss and document work needs to be encouraged across the board, otherwise the attempts to feed the results of such research back to professionals in practice, and into future programmes will only produce more of the same.

In terms of regeneration, the lessons learned from Laganside are that successful regeneration involves a vision of a place as a framework for action: that upfront public investment in physical infrastructure is effective and that a focus on social inclusion is essential. Effective delivery requires a focused, area based regeneration. A planning framework in terms of an overall statutory city plan for Belfast would perhaps help in the overall development of the city as a whole.

There are a number of positive lessons to be learned from the Temple Bar development that could be applied to other places. Firstly that urban places consist of many things, that to create a vibrant area it is necessary to provide opportunities where people and activities can meet, conduct transactions, and experience diversity and variety.

In Temple Bar there is a distinct move away from land use planning, and the designation of Temple Bar as a mixed use area together with tax incentives for favourable development has succeeded in consolidating diversity there. Interestingly the culture present in Temple Bar was viewed as an economy that could generate new work, and therefore advocated that investing in culture would effectively be securing economic growth. Also it is worth a mention of how small the work force was in bringing together such a successful project and proves that in some instances many hands don't make light work, but rather get caught up in unnecessary bureaucracy. What has made the development so distinctive is that it has not been obsessed with the past of the area, that it has respected its history and context but managed to look forward and reconstruct itself in a truly contemporary way, which will meet the needs of the current day population and well into the future. Within urban planning circles this method of development is now being described as a new model for urban intervention coined as 'Urban Stewardship' where areas are helped to piece themselves back together.

I started off saying that good urban design is often unobtrusive and this is surely the single biggest test of a development plan as it reaches completion. I would have to say that I am most impressed with the Temple Bar area in this regard, while the other areas have been very successful to, there is still that slightly planned feeling by comparison. Perhaps it is because Temple bar has become so well animated that it is hard to comprehend, to a visitor today that such major redevelopment scheme could have taken place in the midst of all the activity. The temple Bar plan certainly offers the Architect the greatest scope for design of any of the plans. The fact that it was a group of architects who won the framework design competition, has meant that the

vision has been purely implanted. It has long been said that architecture is about buildings, and that urban design deals with the spaces between, I would argue the case against this. The two aspects should be designed as one, as many buildings have benefited from their own definable surrounding spaces, and that it can become somewhat sterile when an area is planned and buildings have to be shoe-horned within this restrictive grid work. Important as it is to control the nature of development, more could be done to bring the two fields together at the start of the process so that they can at least be developed along side each other.

In summarising the positive elements of each development I have tried to create a general checklist of actions that should be explored for every future development. Acknowledging that they may not all be applicable in each case, they should certainly all be given due consideration at some stage.

- § (1) To plan for diversity;
- § (2) To generate vitality;
- § (3) To encourage mixed use, to bring life and sustainability;
- § (4) To develop local enterprises and economic activity;
- § (5) To invest in cultural activities;
- § (6) To develop evening economies towards a 24 hour life of areas;
- § (7) To invest in different venues as attractions for people;
- § (8) To integrate the old with the new; to respect the past but not be a slave to it;
- § (9) To ensure the maintenance of the public realm, by encouraging urban stewardship;

- § (10) To improve access and permeability through a development;
- § (11) To generate secure and comfortable areas;
- § (12) To promote street life through active frontages and improved public space;
- § (13) To involve community heavily in consultation;
- § (14) To recognise and incorporate local art/culture in redevelopment;
- § (15) To take advantage of design competitions to raise the quality of design;
- § (16) To make use of tax incentives as a control to develop plan in the desired manner;
- § (17) To provide infrastructure first as a catalyst for development;
- § (18) To invest in landmark projects to kick-start development;
- § (19) To encourage faster planning powers, to realise projects swiftly;
- § (20) To develop training schemes so that local people can avail of new opportunities;
- § (21) To retain a relevant proportion of new housing to accommodate the existing population of areas;
- § (22) To make areas more pedestrian friendly by offering more environmentally agreeable methods of transport, circulation;
- § (23) To create plans for areas within larger developments, to help retain the existing character of individual areas;
- § (24) To develop planning strategies for cities so that smaller regeneration plans will all be successfully brought together; and in conclusion
- § (25) To document work and make it available to other bodies/organisations, to increase the body of knowledge and learn from the experiences.

## **BIBLIOGRAPHY**



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