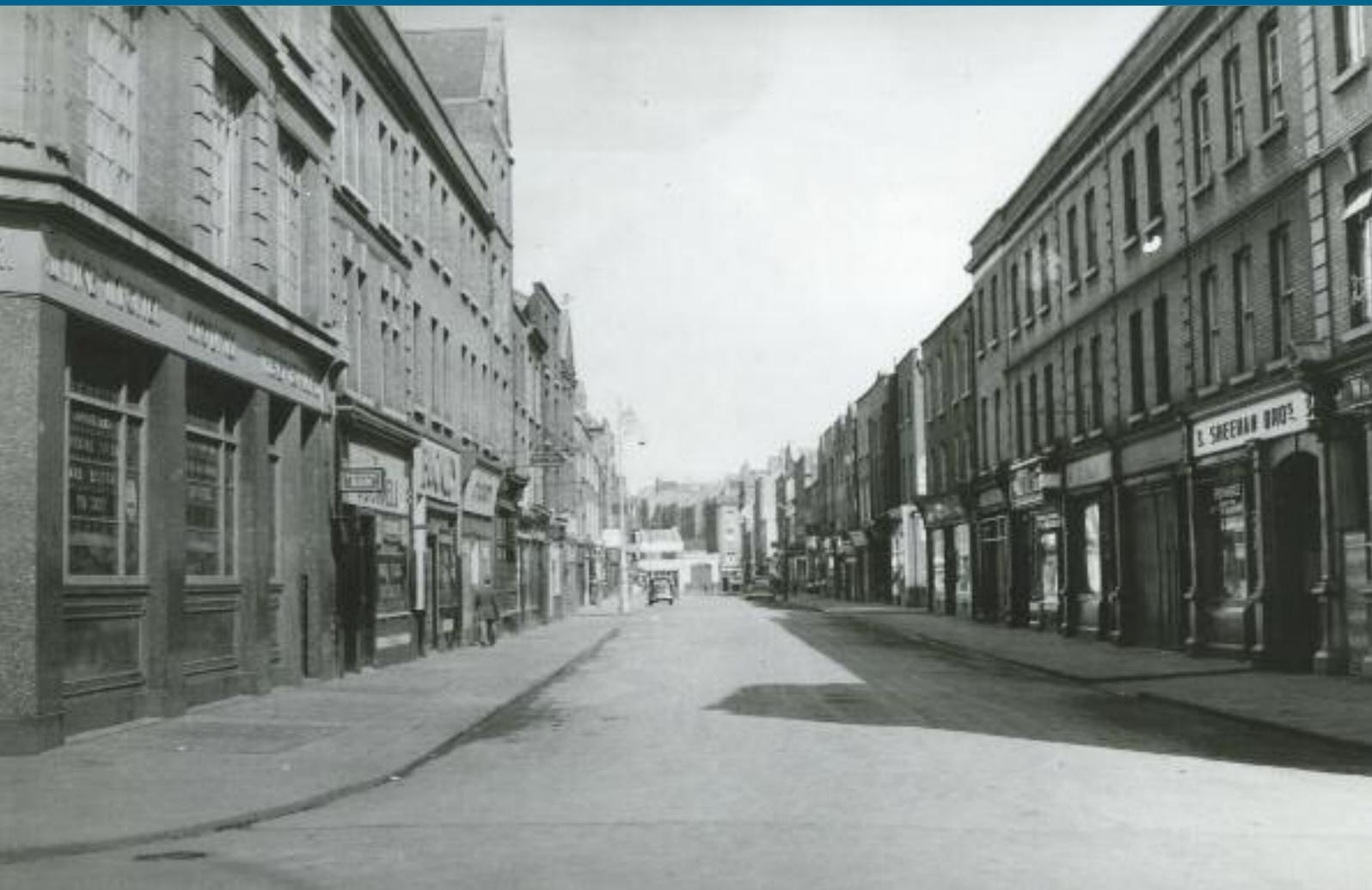


The Moore Street Report

Securing History

March 2017

Report of The Moore Street Consultative Group
to The Minister for Arts, Heritage, Regional,
Rural and Gaeltacht Affairs



*"Battlefields are looking glasses into the worlds of our ancestors.
Standing on their earth, under their skies, is to be at one with them
and to viscerally understand humanity's connections across time.
The generation that won Independence lives in the ideas we honor,
The architecture we preserve and the battlefields we yet can save."*

RON MAXWELL, writer-director of "Gettysburg", "Gods and Generals",
and "Copperhead"

Foreword

Dear Minister,

As has been widely acknowledged, Moore Street and its environs were places of great significance during the final days of the 1916 Rising. The evacuation from the GPO, the tunnelling between the houses, the intense conflict, the charge by The O’Rahilly and the decision to surrender are just some of the events which confer profound historic importance on the area. It was from Moore Street that Patrick Pearse issued his order to surrender:

“In order to prevent further slaughter of the civil population and in the hope of saving the lives of our followers, the members of the Provisional Government present at headquarters have decided on an unconditional surrender...”

Padraig Pearse

Against this background, and on behalf of the Moore Street Consultative Group, I submit herewith the Group’s Report which sets out its deliberations and recommendations on this historic place.

The Group engaged in public consultation and received submissions and presentations as part of its work. It also availed of expert input, consultation with public bodies, as well as drawing on the wealth of experience, knowledge and competencies within the Group itself.

A handful of key themes lie at the heart of the Report’s recommendations:

- The Moore Street area offers a unique opportunity for development as part of a cultural historic quarter. This can serve to honour its history, promote economic regeneration and community renewal and transform current dereliction.
- Fresh development plans for the Moore Street area are required – to address the protection of the Street and its historic buildings, the line and key buildings of adjacent lanes and to appropriately recreate a sense of the area as it was in 1916 – “a moment in time”.
- The regeneration of the Moore Street market and significant improvements in the conditions and facilities for street traders are integral to this strategy.
- There now exists an opportunity to secure agreement on a fresh approach towards the development of Moore Street area. This can be progressed through dialogue across interested parties including the State, campaign groups, commercial and developer interests, and legal interests.
- We recommend that this be led by an Oversight/Advisory Group drawn from among existing membership of the Consultative Group.
- The State has a critical role to play at multiple levels – in policy, services, funding and leadership, and in helping to secure positive outcomes.

The Group would like to express its heartfelt thanks to all who responded to our call for submissions, to the campaign groups who presented to us and to the experts and public bodies who also assisted us in our work. The Group also wishes to thank our Secretary, Garry McDonagh for his great efficiency, initiative and endless good humour.

Yours sincerely

Gerry Kearney
Chairman



Courtesy of the Bureau of Military History photo collection, Military Archives

Table of Contents

	Page
Foreword	1
Main Recommendations	6
Part 1 General	
1. Membership of Group and Mandate	10
2. Context	12
2.1 Public Bodies Involved	12
2.2 Original Development Proposal for the Dublin Central Site	15
2.3 Legal Action and High Court Case	15
2.4 Oireachtas	15
3. Reports of particular relevance	16
4. Dublin City Development Plan 2016 – 2022	18
4.1 Dublin City Development Plan 2016-2022, as it Applies to Moore Street and Adjacent Lanes	18
Part 2 Process and Findings	
5. Process and Approach Adopted by the Consultative Group	22
6. Emerging Themes and Insights Across Presentations, Submissions and Expert Inputs	24
6.1 Presentations and Submissions	24
6.2 Battlefield Sites	24
6.3 Conclusion	25
7. Moore Street Traders – Issues	26
7.1 Background and Introduction	26
7.2 Recommendations	27
8. The Place of the State in the Future of Moore Street	29
8.1 The State as Advocate and Enabler of Change	29
8.2 The State as Facilitator of the Provision of Cultural Services/Spaces	29
9. Reflections on the Potential of Moore Street and its Environs	32
Part 3 Recommendations	
10. Conclusions and Recommendations	34
10.1 New Beginnings	34
10.2 Recommendations – A New Policy Framework	34
10.3 Taking the Process Forward	35
10.4 The Role of the State	36

Appendices

1.	General Map of Moore Street	40
2.	Map of Protected Structures	41
3.	Map of National Monument as Designated by the High Court	42
4.	List of Reports/Sources	43
5.	Dublin City Development Plan 2016 -2022: Relevant Extracts Relating to the Moore Street Area	44
6.	List of Submissions Received	46
7.	Sources/Models of Other Battlefield Sites and Historic Places	47
8.	Cúrsaí Cultúra is Gaeilge	48

Main Recommendations



Full details of the Consultative Groups recommendations are set out at Chapter 10. The main recommendations are as follows:

General

1. The Group endorses the vision for the development of the Moore Street battlefield area as part of an historic cultural quarter, as reflected in the Dublin City Development Plan for 2016 – 2022. This provides for a cultural quarter in the Parnell Square area and the inclusion of the GPO/Moore Street area as part of a revolutionary trail linking sites such as Boland's Mill, Kilmainham Gaol, Richmond Barracks and Arbour Hill.
2. There is now a great opportunity to animate key moments and events in our history, while also helping to secure economic and social renewal. This can be achieved through a strong State presence and facilities, appropriate commercial development, tourist and historic trails and the renewal of the Moore Street market. The preservation of streetscapes, the avoidance of demolition of historic structures in the Moore Street area, and the development of appropriate sympathetic architecture are key.

Buildings and Lanes restored/retained

3. The Group supports the retention of Moore Street and adjacent lanes so as to broadly capture the sense of how it would have appeared in 1916 – this covers the street and lanes, key buildings, street paving and lighting. It recognises that this needs to be approached on a practical and authentic basis given that a number of structures in place actually postdate Independence. The preservation of the existing lines of the street and the lanes and the restoration of streetscapes are essential.
4. The retention of historical structures and of the line and form of the block 10 – 25 Moore Street is also integral to this approach. Collectively these buildings can offer a mix of cultural, historic and commercial

spaces. Quite critically, opportunities arise for the State to provide the centre point of historical focus and cultural celebration within 10 – 25 Moore Street. The State already owns 14 – 17 Moore Street as well as numbers 24 – 25 of this block.

5. The Group sees considerable merit in "capturing the moment in time" approach to the internal restoration of the buildings key to the events in 1916. These can constitute the centrepiece of the historic experience for visitors, around which other cultural spaces and experiences can be built. This does not exclude a traditional Visitor Centre and/or museum of 1916 artefacts also featuring.
6. The Group endorses the renovation/retention of the O'Rahilly Parade, Moore Lane and Henry Place so as to appropriately reflect their place as part of the historic events, the retention of key landmarks, the retention of the lines of the lanes with the full restoration of the existing granite sett lane surfaces, kerbs and street furniture and the development of walking trails through these areas.

Moore Street Market and Traders

7. Critical to the renewal of the area is the regeneration of the Moore Street market to its full potential. Particular recommendations in this regard are set out at Chapter 7. The Group proposes a wide range of recommendations in support of the people at the heart of Moore Street – the street traders. These recommendations relate to Bye Law changes, improved provision of services for street traders and better practical arrangements by the public bodies concerned: Dublin City Council (DCC) and An Garda Síochána. These changes aim to radically improve the traders' working conditions and restore a thriving market to the area.

Taking the Process Forward

8. The Group believes that well-grounded institutional arrangements for taking the process forward are essential. The Group believes that policy should

appropriately remain with the Minister for Arts, Heritage, Regional, Rural and Gaeltacht Affairs, while the development and management of the National Monument at 14 – 17 should transfer directly to the Office of Public Works (OPW).

9. A critical part of the next phase of the process will involve securing consensus by the relevant players to a way forward for Moore Street, its lanes and interfaces. This will require engagement with public bodies, developer interests, traders and voluntary groups.
10. The Group recommends that an Advisory/Oversight Group should be established for this purpose. A critical part of this challenge will require engagement by the Group with the public bodies and the developer to seek to find agreement on the way forward. It advises that this comprise representatives from among the current membership of the Consultative Group, including appropriate Oireachtas and DCC representation, and an independent Chair.
11. The resourcing of this group would be critical and require a strong secretariat as well as access to expert advisers including architectural and town planning expertise.

Role of the State

12. As the ultimate custodian of our history, culture and heritage, as well as the provider of key services, the role of the State in the future of Moore Street and its environs is critical. This reaches to recreating spaces to celebrate key events from 1916, to establishing a visitor centre/and or museum, to supporting the provision of distinctive cultural experiences be they in the Irish language, literature and theatre, and creating the space for cultural groups to showcase their talents.
13. Recognising the scale and breadth of the challenges for the State, the Group recommends the establishment, at an appropriate time, of a cross-departmental group, chaired by a lead Minister, with

ministerial representation from OPW, the Department of Public Expenditure and Reform (DPER) as well as officials from DCC and line departments as appropriate. This group would serve to pull together the State interests and oversee a coherent strong approach by its agencies in delivering on their respective responsibilities.

Timeframes

14. Mindful of the years of delay and decline, and of the threat posed to the livelihood of the street traders and others, the Group believes it is essential to maintain momentum. To this it is recommended, that the following timeframes be put in place to benchmark progress:
 - Agreement and establishment of the Advisory/Oversight Group – six weeks;
 - Framework of consensus secured on alternative development arrangements for Moore Street and its lanes – six months;
 - Planning permission lodged with DCC – within six months subsequently.



Courtesy of Dublin City Library & Archive

Part 1

General



Chapter 1

Membership of Group and Mandate

The Minister for Arts, Heritage, Regional, Rural and Gaeltacht Affairs, Ms Heather Humphreys TD, announced the establishment of the Moore Street Consultative Group in 2016, and the Group held its first meeting in late September 2016. The group comprises a cross-Oireachtas representation, Dublin City Councillors, 1916 Relatives and other relevant stakeholders.

The Group was afforded a flexible terms of reference. Its broad mandate has been to consider views on the best way forward for Moore Street itself, how best to retain its historic character, how to reflect the part it played in the events of Easter 1916 and to make recommendations as it saw appropriate. Importantly, in the course of the Group's deliberations, it addressed the need to maintain Moore Street's historic Street Trading tradition and the livelihood of current traders.

In pursuit of its mandate the Group has:

- Drawn on the insights and experience of expert witnesses and of its members.

- Received submissions from interested parties and presentations from key groups.
- Secured input from official agencies, as required, including the Department of Arts, Heritage, Rural, Regional and Gaeltacht Affairs (DAHRRGA), DCC and the National Museum of Ireland (NMI).
- Secured the advice of relevant experts and other interested parties.
- Drawn upon the research and findings of key reports already undertaken relevant to the remit of the Group.
- Sought input from other interested parties.

Having reflected on the data, knowledge and understanding emerging from this process the Group has prepared the following report.

Appendix 1 sets out a map of the Moore Street area while Appendix 2 identifies Protected Structures in the area.

Courtesy of Dublin City Library & Archive



List of Members of the Moore Street Consultative Committee

Organisation	Nominees
Fine Gael	Noel Rock TD Paschal Donohue TD
Fianna Fáil	Éamon Ó Cuív TD Seán Haughey TD Darragh O'Brien TD
Sinn Féin	Mary Lou McDonald TD Peadar Tóibín TD
The Labour Party	Joan Burton TD
Independent	Maureen O'Sullivan TD
Green Party	Eamon Ryan TD
Dublin City Council Members	Nial Ring Micheál MacDonncha John Lyons Sean Paul Mahon Ciaran Cuffe
1916 Relatives Association	Cara O'Neill Christina McLoughlin Muriel McAuley
Save 16 Moore Street Committee	James Connolly Heron Patrick Cooney
Save No. 16 Moore Street Committee	John Connolly John Daly John Conway
Moore Street Traders Association	Ernie Beggs Tom Holbrook Margaret Hanway Mary Leech
Chairman	Gerry Kearney
Secretary	Garry McDonagh

Chapter 2

Context

2.1 Public Bodies Involved

At the outset, it is appropriate to refer to the statutory remit of four public bodies which are of particular relevance to the Group's work.

These are – the Department of Arts, Heritage, Regional, Rural and Gaeltacht Affairs (DAHRRGA), Dublin City Council (DCC), the Office of Public Works (OPW) and the National Museum of Ireland (NMI).

2.1.1 Department of Arts, Heritage, Regional, Rural and Gaeltacht Affairs

The Department is responsible for protection of all archaeological sites and monuments in Ireland through its National Monuments Service (NMS). NMS advises the Minister on the formulation and implementation of policy relating to the conservation of Ireland's archaeological heritage of approximately 1,000 National Monuments in State care. NMS regulates archaeological excavations and maintains the statutory Record of Monuments and Places. Day-to-day operational functions relating to operation and maintenance of national monuments in State care rests with the Commissioners of Public Works

When the National Monument at Nos 14–17 Moore Street was acquired by the Government in 2015, it was the then Minister for Arts, Heritage and the Gaeltacht who assumed ownership on behalf of the State, in accordance with the provisions of the National Monuments Acts.

2.1.2 Dublin City Council

The Council exercises a number of key statutory functions of interest.

Firstly, under the Planning and Development Act 2000 (Part 2, Section 12) DCC has responsibility for the preparation and adoption of the Dublin City Development Plan. The Plan sets out policies and objectives to guide how and where development will take place in the city over its lifetime. The Plan provides an

integrated spatial framework on how the city is developed in an inclusive way, which improves the quality of life for citizens and visitors.

Secondly, under the Local Government Act 2001, DCC is the planning authority at local government level in respect of Moore Street and its environs.

Thirdly, under the Casual Trading Act 1995, as amended, DCC has responsibility for the regulation and management of street markets, including authority for making the DCC Casual Trading Bye Laws 2013 (under the Act) which cover the Designation of Casual Trading Areas, e.g. Moore Street and the issuing of Trading Licences.

Dublin City Council is responsible for the maintenance of the 1,350km of public roads and streets throughout Dublin City, including the City Centre and Moore Street. This work includes the maintenance and upgrading of public footpaths.

The DCC Public Lighting Section maintains some 45,447 streetlights and carries out an annual programme of improvement works throughout the city including the City Centre area.

The main activities of DCC's Waste Management Services throughout the city are:

- Street Cleaning.
- Litter Wardens.
- Waste Management Bye Laws.
- Graffiti and Chewing Gum removal.

2.1.3 Office of Public Works

The OPW is a service organisation and acts as the main property manager on behalf of the State. Its remit covers two main areas:

- Estate Portfolio Management, including Heritage Services, and

- Flood Risk Management.

The stated mission of the OPW "is to use our experience and expertise in our mandated areas of operation to provide innovative, effective and sustainable shared services to the public and our clients".

The Commissioners of Public Works (Functions and Power) Act 1996 sets out the functions of the Commissioners in relation to, inter alia, the provision of services to other State authorities.

Where a National Monument is owned by the Minister, Section 12 of the National Monument Acts 1930 – 2004 makes OPW responsible for the maintenance of the monuments.

OPW's heritage estate includes some 1000 national monuments at approximately 750 locations around the country. The majority of these monuments are comprised of ruinous structures and field monuments and are largely maintained by OPW's direct labour force of skilled craftworkers, overseen by its own in-house expert conservation architects.

For major works, OPW will usually outsource conservation work to external specialist contractors, such as occurred with the refurbishment of Kilmainham Gaol and Courthouse.

OPW is also responsible for managing public access to national monuments. The latest available statistics (for 2015) show that there were 2,333,490 visitors to National Monument sites where a guide service was in place.

2.1.4 National Museum of Ireland

The NMI was originally established as the Museum of Science and Art, Dublin in 1877 by Act of Parliament. The decision to establish a State-run museum arose from a request by the Royal Dublin Society (RDS) for continued government funding for its expanding museum activities.

Under legislation "the principal functions of the Board of the Museum shall be to maintain, manage, control, protect, preserve, record, research and enlarge the collection of museum heritage objects for the benefit of the public and to increase and diffuse



Courtesy of Dublin City Library & Archive

in and outside the State knowledge of human life in Ireland, of the natural history of Ireland and of the relations of Ireland in these respects with other countries".

The Minister must consult the Director of the NMI before granting consent to carry out works to a national monument under Section 14 of the 1930 Act.

2.2 Original Development Proposal for the Dublin Central Site

In December 2008 DCC granted planning permission to Chartered Land Ltd for the 2.17 hectare development, which included the Moore Street National Monument at 14 – 17 Moore Street.

DCC's grant of planning permission was appealed to An Bord Pleanála. It subsequently approved the development, with modifications, on 24 March 2010. Reflecting the requirements of the National Monuments Acts, the planning permission included a condition that no works could commence until Ministerial consent had been obtained under those Acts for any works impacting on the monument site. The planning permission was due to expire in 2017. However DCC has since granted an extension until 6 May 2022.

2.2.1 Ministerial Consent

The Minister for Arts, Heritage, Regional, Rural and Gaeltacht Affairs' remit in this case derives from a Preservation Order placed on Nos 14 – 17 Moore Street under the National Monuments Acts in 2007. As a consequence any works in proximity to, or impacting on, the Preservation Order site require the Minister's prior consent.

In June 2011 an application for consent in respect of proposed works to the National Monument at Nos 14 – 17 Moore Street was submitted to the Minister on behalf of the owners. The application sought consent for a range of works, including the provision of a commemorative centre and facilities for visitors, an underground car park to the rear of the monument and also the demolition of Nos 8 – 9 Moore Lane to the rear of Nos 15 and 16.

On 16 July 2013, the Minister granted consent under Section 14 of the National Monuments Act 1930 for:

- The creation of a commemorative centre at the national monument at Nos 14 – 17 Moore Street.

- The full repair and conservation of the buildings at Nos 14 – 17 Moore Street.
- The demolition of non-original (post-1916) additions and partitions in Nos 14 – 17 Moore Street.
- The demolition of adjoining buildings Nos 13, 18 and 19 to facilitate the restoration works and associated underpinning.

The Minister refused consent for:

- The demolition of any structures or removal of material which dated from or before 1916.
- Works for the provision of an underground car park within the boundary of the national monument site.
- The demolition of the Moore Lane facades to the rear of Nos 15 and 16.

The consent required revised proposals to be submitted to the Minister within nine months.

In accordance with the provisions of the consent granted in July 2013, proposals containing adjustments to reflect the terms of the July 2013 determination were submitted in March 2014. On 30 April 2014, the Minister approved the revised plans, subject to a number of new conditions, including a new gable wall to be constructed to No. 14 Moore Street instead of the temporary finish that would otherwise have been in place until the wider development went ahead; a new building, incorporated into the Commemorative Centre, to be constructed to the side of No. 17 Moore Street as part of the restoration project.

The National Monument at 14 – 17 Moore Street

With the approval of Government, the national monument buildings at Nos 14 – 17 Moore Street were acquired by the then Minister for Arts, Heritage and the Gaeltacht on behalf of the State in July 2015 and the Minister subsequently completed a tendering process for the conservation of the buildings that had been initiated when the property was under lien by NAMA. The Minister's objective was to have a Commemorative Centre dedicated to the men and women of 1916 developed and opened to the public during the Centenary year. The intention was that the buildings would be returned as closely as possible to how they would have looked in 1916 and, as far as possible, with original features retained.

The tenders sought in the Moore Street case were in respect of the detailed proposals for the conservation and restoration of

the buildings for which Ministerial consent had been given in April 2014. Contractors commenced work on the site on 16 November 2015. Works were interrupted temporarily during the period 7-12 January 2016 when the site was occupied by campaigners. On 12 February 2016, campaigners commenced a blockade of the site which effectively brought works to a halt. The blockade ended at the same time as the High Court ordered a cessation of work with effect from 18 March 2016.

Following High Court approval, essential protective works commenced on 12 July 2016 and these are due for completion during April 2017.

2.3 Legal Action and High Court Case

In late 2015, after conservation works had started on Nos 14 – 17 Moore Street, three different actions were brought against the Minister in the High Court. These consisted of a judicial review relating to the Ministerial consent under the National Monuments Acts and two separate applications under Section 160 of the Planning and Development Act 2000. Section 160 facilitates access to the Courts for third parties to restrain unauthorised development (i.e. development without, or carried out in contravention of, planning permission).

The application for the judicial review related to correspondence between the Applicant and Department in late 2015, in which the Department had declined to consider whether the Minister had a statutory power under Section 22(3) of the Interpretation Act 2005 to revoke the Ministerial consent given under the National Monuments Acts in April 2014. The judicial review application also argued that there had been a breach of compliance with one of the conditions of that consent, i.e. that substantive work had not commenced, as required, within three months of the granting of the consent.

The two applications to the Court under Section 160 of the Planning and Development Act 2000 sought declarations that, respectively, (a) the substantive works to Nos 14 to 17 Moore Street and adjoining buildings, and (b) the erection of the 1916 Commemorative Banner, did not have valid approvals under the Planning Acts.

The High Court found for the Applicant in all cases and granted reliefs:

- Quashing the Minister's decision not to consider whether there was a power to revoke the consent under the Interpretation Act 2005.
- Declaring the site of the fighting in Moore Street and surrounding areas to be a national monument within the meaning of the National Monuments Acts.
- Determining that a significant number of buildings and sites on Moore Street, Moore Lane, Henry Place and O'Rahilly Parade (including streets and land under some modern buildings) were national monuments.
- Finding that the Ministerial consent granted in 2013/2014 had been nullified by failure to comply with the condition requiring substantive work to commence within the following three months.
- Restraining further works being carried out pending further application to the Court.

A map of the area designated by the High Court as a National Monument is attached at Appendix 3

Subsequently, the Minister appealed the judgment, with the approval of Government. This followed advice from the Attorney General and consultation with a number of Government Departments and Agencies.

2.4 Oireachtas

It should also be noted that the Moore Street area has been the subject of a number of debates in the Oireachtas and was the subject of the 1916 Quarter Development Bill, which was published in 2015. The Bill can be viewed at <https://www.oireachtas.ie/documents/bills28/bills/2015/8515/b8515d.pdf>

Chapter 3

Reports of Particular Relevance

It is not surprising, given the breadth of responsibilities of Dublin City Council (DCC) that a number of reports relating to Moore Street have been produced or mandated by its elected members. In addition, the DCC executive commissioned a report on the Moore Street Market itself.

The reports are important and valuable reference points for the Consultative Group and a source of insightful and converging perspectives on the way forward.

The following reflects headline aspects from findings of five such reports which have particular relevance to the work of the Consultative Group.

Architectural and Historical Assessment No. 16 Moore Street by Shaffrey Associates Architects (2005)

The report includes a brief description of Moore Street, which is followed by an historical analysis of the events that took place during the last two days of the Rising with particular regard to the surrender of the rebel leaders. An architectural historical assessment of No. 16 is based on documentary research, including a review of historic maps, and an examination of the building itself and the terrace of buildings in which it is located. A more detailed architectural inventory sets out a description of the building, including a room by room inventory and also includes a general description of condition. The inventory is carried out following the Department of Arts, Heritage and the Gaeltacht's *Architectural Heritage Protection Guidelines for Planning Authorities* (2011).

Following the above analytical part of the report, the statement of significance sets out concisely the importance of No. 16 Moore Street. Finally, the report sets out its recommendations with regard to the future protection of No. 16 with a number of concluding comments and observations.

The Myles Battlefield Archaeological Assessment Report (2012)

The report was prepared on the wider Moore Street area, in conjunction with Shaffrey Associates, at the request of the Minister who had sought additional information in relation to the wider Moore Street area in the context of the then owners' application for consent under the National Monuments Acts for works to Nos 14 – 17.

The DCC Moore Street Advisory Committee Report (April 2013)

This Committee asserted the national and international historic significance of Moore Street as a key site in the story of the struggle for Irish Independence and the birth of the Irish Republic. Its recommendations included: better recognition and protection of the wider area surrounding the National Monument; minimal restoration to the historic fabric of the National Monument; a suitably themed Commemorative Centre on the site with DCC running the facility; an independent battlefield site assessment to inform future treatment of the wider area including the evacuation route; securing the future of Nos 10 and 24 – 25 Moore Street; putting on hold any extinguishing of public rights-of-way. The Committee also advocated addressing the unsightly appearance of Moore Street and encouraging it as a traditional shopping street centring on the National Monument. This report was approved by the full City Council on 8 April 2013.

Strategic Review of Moore Street Market and Retail Outlets (2013)

The review concluded that, in the right circumstances, Moore Street has a vibrant future role as a destination retailing environment in Dublin City. It sets out five pillar approaches towards achieving this:

- Stallholder Plan.
- Permanent Shop Plan.
- Street Improvement Plan.
- Marketing Plan.
- Enablers.

In addition, the report makes recommendations in relation to improving services, product range and mix, legislative changes, a market manager/management company, signage etc. The report draws on the experience abroad where a comparable market had seriously declined and faced significant anti-social behaviour. Through a fresh approach led by the local authority, that market has been revived and become a culinary and cultural hub.

Report by The Lord Mayors' Forum on Moore Street (May 2016)

In essence, this report envisages an historic quarter being established for the area covering the thoroughfares that existed in 1916, including Henry Place, Henry Street, Moore Lane, Moore

Street and O'Rahilly Parade. The overall aim is to restore and re-create the area as much as possible to how it would have appeared in 1916 during the Easter Rising. Traffic would be curtailed in favour of pedestrianised streets. Keynote buildings would be restored for suitable and appropriate usage and other derelict sites would be replaced with new sympathetic buildings with mixed use along with a garden area so as to create a living space. The treatment of the area would be complemented further by appropriate artwork and the Moore Street market would have upgraded facilities.

In addition, a wide range of further reports and sources are pertinent. These are listed at Appendix 4.



Courtesy of Dublin City Library & Archive

Chapter 4

Dublin City Development Plan 2016 – 2022

4.1 Dublin City Development Plan 2016 – 2022, as it Applies to Moore Street and Adjacent Lanes

The Dublin City Development Plan 2016 – 2022 was approved by the elected members of the City Council in September 2016. It is the statutory plan under the Planning Acts for the City for the next six years. It provides an integrated spatial framework to ensure Dublin City is developed in an inclusive way, which improves the quality of life for citizens and visitors. The core strategy of the Plan has three pillars:

- To promote a quality, compact, connected city.
- To promote a prosperous, creative city.
- To provide sustainable neighbourhoods and communities.

The Moore Street Area, together with most of the area around O'Connell Street and Henry Street is zoned Z5 in the City Development Plan. This is described in the Plan as serving to consolidate and facilitate the development of the central area, and to identify, reinforce, strengthen and protect its civic design character and dignity.

Courtesy of Dublin City Library & Archive



The primary purpose of this use zone is to sustain life within the centre of the city through intensive mixed-use development. The strategy is to provide a dynamic mix of uses including retail, office, residential and cultural which interact with each other, help create a sense of community, and which sustain the vitality of the inner city both by day and night.

The following extracts set out key reflections and objectives relevant to Moore Street.

CHCO31:

To develop a 1916 Historic Quarter, including Moore Street, with its National Monument and historic terrace, an appropriately developed street market, the GPO and Parnell Square, creating an integrated historic, literary and commercial focus for the north city centre and providing for tourism and to prepare a Development Brief for the Moore Street Area which addresses the above.

CEE18:

(VI) To recognise the unique importance of Moore Street Market to the history and the culture of the city and to ensure its protection, renewal and enhancement, in co-operation with the traders as advocated by the Moore Street Advisory Committee Recommendation relating thereto.

CHC20:

To support the retention and refurbishment of the cultural quarter associated with 1916 on Moore Street.

CHCO30:

To seek to provide a "revolutionary" or "green" trail in the city, linking sites such as Boland's Mills, GPO, Moore Street, Dublin Castle, Kilmainham Jail and Richmond Barracks, Mount Street Bridge, the Mendicity Institute, Arbour Hill, The Four Courts, Annesley Bridge and North King Street similar to that in Boston, which can be a significant tourist attraction.

RD13:

To affirm and maintain the status of the city centre retail core as the premier shopping area in the State, affording a variety of shopping, cultural and leisure attractions and having regard to relevant objectives set out in the Retail Core Framework Plan (2007).

The foregoing is of significance in the commitment to develop a 1916 Historic Quarter including Moore Street, as well as an appropriately developed street market, the retention and refurbishment of a Cultural Quarter, and the plan for a "revolutionary" or "green" trail linking key historic sites across the city.

This policy framework helps inform and underpin the findings of the Consultative Group.

Fuller details on the relevant elements from the Plan are set out at Appendix 5.



Courtesy of Dublin City Library & Archive

Part 2

Process and Findings



Chapter 5

Process and Approach Adopted by the Consultative Group

Since commencing work late in September 2016, the Consultative Group held fourteen meetings. In addition, meetings were held by subgroups to advance consideration of key issues. The Consultative Group structured its work around a number of processes.

These comprised:

- Input by key experts in relation to battlefield sites.
- Commissioning of a report by an independent architect on remedial work to Nos 14 – 17 Moore Street.
- Presentations by independent groups which have campaigned for the preservation of Moore Street and its environs.
- Input by Government bodies including Dublin City Council and the Department of Arts, Heritage, Regional, Rural and Gaeltacht Affairs.
- Submissions from the public.
- Review of key reports and literature.
- Drawing on the expertise and knowledge within the Group itself.

In addition, members of the Group paid visits to Moore Street, the National Monument at 14 – 17 and the area of the wider National Monument as defined by the High Court decision of March 2016.

Damien Shiels, Rubicon Heritage Services Ltd, and Lar Joye, National Museum of Ireland, presented to the Group in relation to matters such as good practice in development of battlefield sites and 1916 artefacts.

Concerns had been expressed, both within the Group and by external interests, in relation to work underway at the National Monument. Issues raised included concerns as to a lack of transparency as to the nature of the work underway; the standard and approach being adopted; the basis of appointment

and roles of contractors; and the adequacy of the oversight and cost management being exercised by the State.

The Group sought to respond through a number of measures. These included site visits to the National Monument at 14 – 17 Moore Street; meeting with the on-site personnel involved; discussion/briefing with the relevant senior official in the Department as to the contractual and reporting arrangements; and the commissioning of a Report by the independent architect, Paul Arnold. Mr Arnold inspected the National Monument at 14 – 17, reviewed relevant papers and work underway and provided an independent report on these matters to the Consultative Group.

A summary of the high level findings and recommendations of that Report is set out at Chapter 6 and the full report is published on-line at <http://www.ahrrga.gov.ie/heritage/moore-street-consultative-group>.

The Group understands that, apart from security, contractual arrangements on site at the National Monument at 14 – 17 are due to conclude this Spring. In its findings and recommendations, the Group proposes a number of measures for the future arrangements – these include the direct engagement of the OPW in the management/supervision of works on site, compliance with EU requirements on procurement in future tendering arrangements for contractors, and appropriate engagement with the Advisory/Oversight Group in any such process. The Group believes these are essential to secure wider confidence in future arrangements.

Presentations were made in person by the following interest groups:

- The National Graves Association.
- Micheál Ó Doibhilín – historian, author, publisher – Kilmainham Tales.

- 1916 Moore Street Bonds Committee.
- The GPO Garrison – 1916 Relatives Association.
- Save Moore Street 2016.
- The Lord Mayor’s Forum.
- Save Moore Street from Demolition.
- Concerned Relatives of the Signatories to the 1916 Proclamation.

The Group also met with John Hennessy, solicitor, of Hennessy & Perrozzi Solicitors, Swords, Co Dublin, who acted for Colm Moore, applicant in the successful High Court action, along with Mr Moore himself.

Niall Ó Donnchú, Assistant Secretary, DAHRRGA, met with and provided a briefing to the Group in relation to the role of the Department, including the National Monuments Service in the matter. Jim Keoghan Assistant City Manager, DCC, met with and provided a briefing to the Group in relation to planning matters. John O’Hara, City Planning Officer, DCC, also met with and provided briefings to the Group in relation to the Dublin City

Development Plan 2016 – 2022 and other matters. Lar Joye, Curator at the National Museum of Ireland, also met with and presented to the Group.

Contacts were also made by the Chair with the company which now owns the Dublin Central site to enquire if they wished to meet with/present to the Group. In its response, the company advised that:

- It is in the early stages of ownership of the property at Dublin Central and was therefore not yet in a position to provide details on future plans.
- They recognised the role that the Consultative Group can make and would be pleased, if the opportunity arose, to engage through this forum in the medium term.
- In this context, the company indicated that it is prepared to consider alternative options for certain aspects of the site through open dialogue with the Consultative Group.

Overall thirty-three written submissions were received. These are listed at Appendix 6.

Courtesy of Dublin City Library & Archive



Chapter 6

Emerging Themes and Insights across Presentations, Submissions and Expert Inputs

6.1 Presentations and Submissions

The Consultative Group was inspired by the commitment, idealism and vision of those who presented and made submissions.

Many have campaigned for years to secure the preservation of Moore Street (and its lanes) and its restoration in a way which appropriately recognises and celebrates an historic place in the pathway to the establishment of our State. In the Group's view, it was deeply insightful not just to hear and learn campaigners' views, but to witness their appreciation of the opportunity to be heard and engaged with.

Particular themes from presentations which emerged are:

- Widespread endorsement across groups that the GPO/Moore Street area is a battlefield site.
- Rejection of the proposed development as inappropriate and failing to reflect the historic and cultural significance of the area.
- Properly planned, the appropriate development of Moore Street offers an opportunity for North City urban regeneration with cultural centres/spaces, small shops, enterprises, and residences.
- Respecting and strengthening the street trading tradition and supporting its viability will complement the restoration of the area.
- Moore Street and its laneways can be part of a larger linked historic framework to include the Cultural Quarter at Parnell Square, the GPO/Moore Street area to be part of a trail capturing history, architecture and cultural places.
- The Moore Street streetscape and lanes should reflect its broad character at the time of the Rising. This can be done through restoration of cobbled streets, kerbing and paving, period lighting and appropriate architecture.

- Buildings of significance beyond 14 – 17 should not be overlooked – in particular, the buildings from 10 to 25 Moore Street should be restored so as to honour their critical history in the closing stages of the Rising.
- Restoration of Moore Street and lanes as part of an historic and cultural quarter can bring significant and extensive benefits – in community renewal, cultural celebration, commercial activity and tourist attraction.

6.2 Battlefield Sites

In relation to expert inputs on development of battlefield sites a number of critical insights and perspectives were also provided to the Group. These include:

- The value of the retention of the landscape and the contours of a street in an urban context even where buildings have changed or been demolished (supporting the 'archaeology of absence').
- The importance of context, of the street line, the street and the lanes.
- The need for appropriate recognition of revolutionary era archaeology.
- The extensive range and scale of 1916 memorabilia held by the NMI but not currently on display.
- The need for development of a policy strategy, within planning and development control frameworks, for battlefield sites, especially those in an urban context.
- Acknowledgement by the Department of the need to advance the recognition of battlefield sites dating from the post-1800 AD period in any battlefield report.

Arising from a review by an independent architect of the work underway at the National Monument at 14 – 17 Moore Street the following reflections:

- The buildings offer potential for a memorable national monument – the option of their being restored to reflect the experience of “a moment in time” in 1916 may have particular merit.
- Poor state of the buildings – the risk of deterioration in the short to medium term even subsequent to current repairs.
- The placing of the banner occasioned damage, bolts were fixed into joints – planned repairs will make damage caused imperceptible.
- Good practice adopted in works underway – in general removal of material was controlled and necessary.
- Recommends storage and inventory of collected historic material.

The report also sets out a number of recommendations and the Group endorses their early implementation.

6.3 Conclusion

The collective of the presentations and submissions demonstrate a convergence of views in relation to the development of Moore Street and its lanes as part of an historic cultural quarter, the preservation/restoration of buildings in Moore Street, recapturing the sense of the place at the time of the 1916 Rising and the preservation of Moore Street lanes and key landmarks that comprise the battlefield site.

The insights and perspectives provided by experts advise as to the importance of – preserving streetscape, the historic line of the street and lanes, and the strength of argument in recapturing the 1916 moment in time experience within the National Monument itself at 14 – 17.

Appendix 7 contains information on historic trails, locations and other sources.



Courtesy of Dublin City Library & Archive

Chapter 7

Moore Street Traders – Issues

7.1 Background and Introduction

As reflected by Barry Kennerk in his landmark book *Moore Street – The Story of Dublin's Market District*, Moore Street evolved from a residential district in the mid eighteenth century to a bazaar of back streets and alleys, each specialising in a particular type of trade: second hand clothing, furniture, small game, fruit, vegetables, poultry and meats in the nineteenth century. It provided an important lifeline for generations of Dubliners and the traders of Moore Street have long held a place in Dublin's cultural heart.

What remains now of Moore Street, however, is but a remnant of its former glory. The number of traders in the street has fallen massively and now stands at just eighteen, while the range of goods on offer is similarly reduced. The street itself presents in poor repair, with extensive hoarding and piecemeal development. There is evidence of anti-social behaviour and of activities by unlicensed vendors selling illegal products. The footfall is greatly reduced and much of its past vibrancy muted.



Despite this, the Group believes that the restoration of Moore Street to a thriving, successful, extensive market can be achieved, principally by drawing on a number of key resources. These comprise the traders themselves, the Councillors and executive in DCC, and good practice models from home and abroad. In addition, the engagement of other local business interests is required.

Families of street traders have worked on Moore Street for generations – in many instances spanning the greater part of a century. They are a resilient, entrepreneurial group with a deep sense of community purpose and tradition. They are the bedrock of the future for Moore Street and hugely eager for its success.

DCC, through the engagement of its councillors and at executive level in this process, has demonstrated a genuine sense of purpose in addressing the challenges arising. DCC has also, through its initiative on commissioning a strategic report on Moore Street Market, already secured a framework for change. This in turn draws from successful renewal model of a comparable market abroad through strong positive local authority leadership.

In the context of its work, the Group strongly welcomes the initiative by DCC in providing the following policy statement to us in relation to the Moore Street Market:

“DCC’s vision is to sustain a market in Moore Street which reflects the customs and character of the traditional market but one where the presentation of the street and the trade offering is significantly enhanced. Recognising the distinctive character of Moore Street, it is envisaged that a trading charter for the market will be developed to reflect its value, place and tradition and to ensure a vibrant market suited to the needs of the local community and visitors to the City.” The Group believes this statement creates the framework and platform from which to build for the future.

The renewal and revitalisation of the Moore Street Market is not simply an end in itself. Rather, it offers significant economic, community, tourist and cultural benefits. It is integral to the wider vision of renewal of the area as an historic and cultural quarter.

7.2 Recommendations

7.2.1 Licensing

Present arrangements, under the existing Dublin City Council Casual Trading Bye Laws of March 2013, are perceived by traders as unfair and oppressive. They do not appear to recognise the intergenerational tradition of street trading by families, they restrict hours of trade along office employment rules, and they create instability and uncertainty for long-established traders.

Accordingly, the Group recommends that the following changes be made when the Bye Laws are being updated by DCC later this year:

- The licence should cover a seven day period from Monday to Sunday inclusive.
- The hours of trading should be extended from 8am – 8pm daily.
- The requirement that the licence holder be present at all times should be dropped and replaced by attendance of the holder **or** her/his agent, as per primary law.
- The range of goods on offer should be increased, (while retaining the current level of licences for flowers, fruit and vegetables).
- The size of stalls should be increased to 12 feet.
- The current “Three Strike Rule” should be rescinded. Infringement rules should be amended to reflect degrees of gravity and revocation should only come about after repeated grave infringements.
- Alternatives to a requirement for a doctor’s certificate where a stallholder is absent from her/his staff for a significant period to be agreed with the traders.
- In advancing arrangements for Market renewal, extending the market area should be considered so as to give Moore Street Market critical mass.

Recognising the tradition of intergenerational trading by families in Moore Street, across many decades, (the greater part of a century), the Group believes that the appropriate licence period for long established traders should be for five to ten years. As matters stand, casual trading legislation only permits annual licences. However, the reality is that Moore Street traders are neither casual, nor transient. Rather they are intergenerational entrepreneurs synonymous with, and as permanent as, the street itself.

The Group does not believe, therefore, that the current casual trading legal framework is appropriate to intergenerational

street traders in Moore Street. It recommends that primary law be reframed to enable the grant of licences to such long-established families of traders for significantly longer periods. Also, the award of such licences should take account of, and accommodate the handover of trading within long established families.

Pending changes in primary legislation to enable this, the Group asks that as a matter of policy, DCC adopt a practice, with immediate effect, of automatic renewal of licences for intergenerational traders on a multi-annual basis. This will serve to remove uncertainty and help recreate a vibrant stable core of committed traders whose families have traded in the Street throughout most of the past century.

7.2.2 Security, Services and Facilities

Safety and security is a significant concern for Moore Street traders. On a daily basis, individual stall holders face challenges from addiction-related activities and other anti-social behaviour by individuals and small groups. The Group endorses the particular recommendation by the Strategic Review of the Moore Street Market on the need for immediate full enforcement in relation to – selling of cigarettes and counterfeit goods, drinking and loitering on the Street, drug and other anti-social behaviour and general loitering. A significantly strengthened engagement by An Garda Síochána is necessary to secure this result.

Improved lighting, street cleaning and washing, are also essential. These, along with security improvements, are matters to be directly addressed without delay.

The direct provision of services to stall holders is necessary if the market is to fully achieve its potential. This encompasses running water and power, (with hot water provision for fish sellers), as well as toilet facilities. These services should be prioritised to be addressed in the context of the renewal and development work of Moore Street.

Bord Bia research on consumers' views of farmers' markets found particular emphasis on localness, quality and range of food offering. These messages resonate significantly for Moore Street in terms of dramatically increasing the variety of food on offer; raising the quality of the food to a higher level; and embracing the unique positive Dublin experience in interacting with the local stallholders. The Group recommends that these findings be reflected in plans to develop the Moore Street

Market and also that the expertise of Bord Bia be drawn upon.

7.2.3 Structures and Planning

A Moore Street Traders Committee, comprising traders and DCC officials meets every two months. The Group believes that this structure is appropriate for review and renewal in terms of its membership, mandate and objectives. This appears timely in light of the scale and nature of the changes now in prospect not just for the Moore Street market but for the wider area – in terms of renewal, cultural and economic development and tourism.

The Moore Street Consultative Group is deeply conscious of the practical challenges and threats facing traders over the short to medium term in light of the development of the National Monument and the wider area. While offering exciting opportunities in the longer term, such extensive building and street works present very serious threats to traders' capacity to earn a livelihood while they are underway. Accordingly, the Group recommends, as a priority, that DCC engages in early dialogue with the traders on practicalities and options available. Following from this, and in consultation with other commercial interests, as appropriate, a transition plan should be developed and put in place to manage this period of upheaval.

Chapter 8

The Place of the State in the Future of Moore Street

Arising from the Group's work, it has become apparent that to advance to the next stage, namely implementation of the recommendations of this Report, the State, at both Ministerial and local authority level, has a number of critical roles to play for the future.

These involve acting as:

- Advocate and enabler of the next phase of the process to secure a number of critical outcomes.
- Facilitator of the provision of cultural services/spaces covering Irish language, music, drama, literature and historical experience – in addition to and beyond the National Monument at 14 – 17.
- Leader (in the case of DCC) in the renewal and redevelopment of the Moore Street Market and in the provision of necessary services/supports to that end.
- Funder to restore cobbling, street lighting, and art work across Moore Street and its lanes – as well as the acquisition by lease or otherwise of additional premises on Moore Street for wider cultural and commemorative purposes, such as a museum..

8.1 The State as Advocate and Enabler of Change

The Group recommends:

The Minister establish an Advisory/Oversight Group to advance to the next phase – namely to facilitate progress on the implementation of the recommendations in this report. This Group can be drawn from among existing members of the Consultative Group and would report in its advisory/oversight capacity directly to the Minister:

This Advisory/Oversight Group would undertake a number of measures, including:

- Engagement with public bodies to address issues directly amenable to early resolution, such as tourism trails, Moore Street services, etc..
- Engagement with NMI, including contributing to the review by the Museum on its future plans in relation to the display of 1916, War of Independence and other relevant material it holds.
- Further developing its input on the cultural model appropriate for Moore Street.
- Deepening understanding and detail of the design options for the area.
- Engagement with the developer and State interests to seek agreement on a revised development plan for the Moore Street and adjacent lanes.

In relation to the latter, the Advisory/Oversight Group can play a particular and critical role, through consultation with the developer, in seeking to identify an agreed way forward for the Moore Street and its lanes. Such an outcome carries major benefits for all concerned.

The Group recommends that just six months be provided for the latter process, which will also require liaison with the State, the Applicant, and external groups.

Subject to progress in these matters and at an appropriate stage, to ensure wider ownership and accountability on the part of public bodies for the process, the Group recommends the establishment of a cross-Ministerial group led by the Minister.

8.2 The State as Facilitator of the Provision of Cultural Services/Spaces

So as to meet the ambitions for a cultural historic quarter, as set out in the Dublin City Development Plan 2016 – 2022, the Group recommends that the role of the State in respect of Moore Street is appropriately expanded to enable the wider



provision of services which are distinctive to our identity, culture and history.

The Group acknowledges and welcomes the proposed establishment of a Visitor Centre as part of that cultural remit. It tends to the view that this Centre should be more appropriately located outside 14 – 17 Moore Street, with the latter capturing the “moment in time” experience from 1916.

Integral to a stronger, deeper range of cultural experiences the Group believes that the State should also enable our language, music, drama and literature as well as history to be experienced through the provision of facilities in the GPO/Moore Street area.

This is fully consistent with the commitment in the *Stratéis 20 Bliain don Ghaeilge 2010 - 2030* for the establishment of an Irish Language Resource Centre in the heart of Dublin. Such a centre to provide a space for an Irish language theatre, historic artefacts, coffee shop and restaurant, internet, as well as meeting rooms and other facilities.

It would also be logical to provide office accommodation for Irish language organisations to cluster at this location in order to create a cultural critical mass.

Further reflections on these matters are set out in Chapter 9.

Leadership in the Renewal of the Moore Street Market

An earlier chapter in this Report sets out the issues and challenges facing traders in Moore Street. It also acknowledges

the critical initiative by DCC in sourcing a Strategic Review on the way forward for the Moore Street Market.

It is clear to the Group, in light of experiences, both at home and abroad, that leadership by DCC is critical in this renewal agenda. This covers not just provision of essential services, but upgrading and diversifying products and repositioning of working relationships. Equally, it is apparent that the role of An Garda Síochána in tackling anti-social behaviour and illegal vending is also key.

Funding for Change

Clearly the State will face additional costs arising from these recommendations. Such costs will arise at DCC level through the provision of improved services, as well as the redevelopment of the Street/lanes in terms of paving, cobbling, lighting, sculpture etc. For Government, additional costs will also arise – in terms of securing additional premises for the provision of a strengthened cultural experience, as well as contributing to the running costs of such services.

In relation to the State securing additional premises for cultural and historic purposes it should be borne in mind that the State already owns Nos 14 – 17 Moore Street as well as Nos 24 – 25 which are owned by DCC. The acquisition by the State of further space within a retained Nos 10 – 25 block is a modest ambition against the backdrop of the wider 2.17 hectare development for the wider site. The potential opportunities for the location of some State functions relating to the Irish language in Moore Street should be urgently considered, given that existing

alternative rental arrangements already incur substantial costs for the Exchequer.

More generally, the option of Compulsory Purchase Orders (CPO) was considered by the Group and issues such as cost, significant time delay, and legal constraints were raised. It was nevertheless noted that CPOs constitute part of the State's ultimate measures to secure key assets in the public interest.

The very significant economic benefits for the State arising from the redevelopment of the area and the dramatic increase in its commercial and cultural engagement should be borne in mind. The Group understands that there were up to 400,000 visitors to Kilmainham Gaol in the past year. Given the central location of Moore Street it can be conservatively estimated that, appropriately developed, visitor numbers would be multiples of that figure.

The scale of the costs already incurred by the State with little positive outcome should also be borne in mind; the additional legal costs in prospect through a Supreme Court appeal and beyond, the costs of continuing piecemeal repair to Nos 14 – 17 and the missed opportunities for the development of the North Inner City.

Having reflected on the public interest across all these areas, the Consultative Group is satisfied that the foregoing represent appropriate roles to be pursued by the State, in conjunction with others, to secure exceptional outcomes in terms of urban renewal, tourism, economic activity and preservation of a critical part of our heritage.

Chapter 9

Reflections on the Potential of Moore Street and its Environs

The Consultative Group considered the potential of Moore Street in light of its pivotal place in defining moments in Irish history, its architectural and geographic provenance and its traditional street trading.

Models from abroad to support and inform such development include: The Boston Freedom Trail, The Anne Frank House, Brixton Market and Brick Lane, Spitalfields. A full listing of relevant models from home and abroad are listed at Appendix 7.

All parties in the Consultative Group agreed that the GPO/Moore Street area is a battlefield site and that, appropriately developed, the area offers very significant opportunity for historic and cultural celebration, community and market renewal, as well as tourism and economic development.

A number of issues are apparent:

- The buildings of Moore Street, appropriately rebuilt/restored offer an opportunity to recreate the architecture and experience of the period of the Rising.
- The history within and beyond the buildings, appropriately recaptured, offers a treasure trove of profound human and national experience.
- Reclaiming Moore Street and its lanes as an historic place in time, would be a unique experience offering exceptional tourism and commercial benefits.
- The revitalisation of the Moore Street market is a critical imperative.

The historic area offers significant attractions to local Dubliners, Irish people, tourists and historians. These can include:

- Part of an **Historic Walking Trail** capturing other 1916 battle sites, to the GPO, to Moore Street, on to the Rotunda and the Garden of Remembrance, Parnell Square.
- **Walking the Lanes of History** – following the route taken by the Volunteers as they fought their way from the GPO,

across Henry Street, into the lanes and on towards Moore Street.

- An **architectural space** of other key historic buildings including O'Brien's Mineral Water Works, the White House, The Bottling Stores, the Council of War Room etc.
- Entry points **into dramatic spaces** of our history – points of entry onto Moore Street, Henry Place, the Lanes and O'Rahilly Parade; with monuments at key points.
- **Standing where they stood** – recreation of rooms, houses and buildings as they were in 1916 and the retelling of the related events.
- Spaces of **cultural celebration** and excellence.
- These can range from an Irish language centre, drama and music school, theatre space, artist studios, street performance, re-enactments of events and museum space.

The Consultative Group are also satisfied that this potential can be achieved alongside appropriate wide commercial development that recognises the historical importance of the area.

Tá cur síos maidir le cúrsaí Gaeilge san comhthease seo ag Aguisín 8.

Part 3

Recommendations



Chapter 10

Conclusions and Recommendations

10.1 New Beginnings

The background to the establishment of the Consultative Group has been one of dispute, mistrust and litigation. It has been characterised by deeply held and divergent views, frustration and ultimately stalemate. This has seen Moore Street and environs further decline and a failure to progress the preservation of the National Monument or wider development of the area.

The establishment by the Minister of the Consultative Group has created an opportunity for change. This has been reflected by an openness and engagement from across a wide range of players. The Minister has been clear from the outset as to the wide mandate of the Group on advising on the way forward. Group members drawn from the Oireachtas, Dublin City Council, as well as 1916 Relatives and Campaign Groups have worked constructively to progress consideration of the issues and options for the way forward. Campaign interests not directly represented on the Group have contributed generously and constructively to its work.

The legal team acting on behalf of the litigant in the High Court case has encouraged engagement by the Group to look for an agreed way forward. Separately, the developer has advised that they are prepared to consider alternative options. These developments indicate that there is now a willingness to look again at Moore Street and its environs and to seek to progress matters on the basis of agreement.

The place of Moore Street in the narrative of 1916 leading ultimately to the establishment of State is now better understood across a much wider range of interests than previously. The appreciation of the historic importance of the area and of the value attached to the dramatic events fought out there in the closing events of the week of 1916 is now more widely shared. The potential of the area to be developed as a place of cultural and historic importance therefore, alongside appropriate commercial development, offers, the Group believes, positive and substantive opportunity to move forward.

In the event of consensus being secured on an agreed way forward for the development through dialogue by the Advisory/Oversight Group with the developer, and agreed to by the Applicant and the State, the Group is strongly of the view that payment of legal costs, incurred by the Applicant's legal team, by the State is warranted and appropriate. The Group has reached this conclusion after considerable reflection and having regard to the widely acknowledged public interest which informed the taking of the case and the savings which would accrue to the State by settlement through such a process. More generally, the Group supports the view that the appeal by the State of the High Court judgment, should, to the extent practicable, solely relate to the points of law raised and their wider application.

10.2 Recommendations – A New Policy Framework

The Group notes and welcomes the provision in the Dublin City Development Plan 2016 – 2022 for a cultural quarter in the Parnell Square area and the objective to include the GPO/Moore Street area as part of a revolutionary trail linking sites such as Boland's Mill, Kilmainham Gaol, Richmond Barracks and Arbour Hill. It also welcomes the objective in the Development Plan for a Local Area Plan for Moore Street. Having regard to these policies and objectives, together with the historic significance of Moore Street and its lanes, and the converging views of external groups, the Consultative Group endorses the vision for the development of Moore Street and its lanes as part of an historic cultural quarter.

In the light of the widespread agreement as to the significance of the area as a battlefield site, the Group believes that the history, character, streetscape and remaining architecture of the area constitute key pillars on which to renew, rebuild and recreate. In this context the Group draws attention to the range

of historic buildings, other critical landmarks of conflict, key historic sites, which can form a rich trail leading from the GPO, into the lanes of history, through Moore Street and on to the Rotunda and Parnell Square and the Garden of Remembrance.

There is now a great opportunity to animate key moments and events in our history, while also helping to secure economic and social renewal. This can be achieved through a strong State presence and facilities, appropriate commercial development, tourist and historic trails and the renewal of the Moore Street market. The preservation of streetscapes, the avoidance of demolition of historic structures in the Moore Street area, and the development of appropriate sympathetic architecture in context, are key.

What this means....

The Group supports the retention of Moore Street and adjacent lanes so as to broadly capture the sense of how it would have appeared in 1916 – this covers the street and lanes, key

buildings, street paving and lighting. It recognises that this needs to be approached on a practical and authentic basis given that a number of structures in place actually post-date 1916. The preservation of the existing lines of the street and the lanes and the restoration of streetscapes are essential.

The retention of historical structures and of the line and form of the block 10 – 25 Moore Street is also integral to this approach. Collectively these buildings can offer a mix of cultural, historic and commercial spaces. Quite critically, opportunities arise for the State to provide the centre point of historical focus and cultural celebration within 10 – 25 Moore Street. As has already been noted in this Report, the State already owns Nos 14 – 17 Moore Street and DCC Nos 24 – 25 of this block.

The Group sees considerable merit in "capturing the moment in time" approach to the internal restoration of the buildings key to the events in 1916. These can constitute the centrepiece of the historic experience for visitors, around which other cultural

Courtesy of Dublin City Library & Archive



spaces and experiences can be built. This does not exclude a traditional Visitor Centre and/or Museum of 1916 artefacts also featuring.

The Group endorses the renovation/retention of the O'Rahilly Parade, Moore Lane and Henry Place so as to appropriately reflect their place as part of the historic events, the retention of key landmarks, the retention of the lines of the lanes with the full restoration of the existing granite sett lane surfaces, kerbs and street furniture and the development of walking trails through these areas.

The Group believes that the historic events and character of the Street and lanes should also be reflected in appropriate monuments and artworks at key junctions.

Pedestrianisation should feature throughout.

Critical to the renewal of the area is the regeneration of the Moore Street market to its full potential. Particular recommendations in this regard are set out at Chapter 7. The Group has put forward a wide range of recommendations in support of the people at the heart of Moore Street – the street traders. These recommendations relate to Bye Law changes, improved provision of services and better practical arrangements by the public bodies concerned, (DCC and An Garda Síochána). These changes would radically improve traders working conditions and enable them to survive and thrive.

10.3 Taking the Process Forward

The Group believes that well-grounded institutional arrangements for taking the process forward are essential. In its view these comprise:

- Policy ownership in relation to the National Monument at Nos 14 – 17 remaining with the Minister for Arts, Heritage, Regional, Rural and Gaeltacht Affairs.
- Overall planning framework and designation of other buildings in the quarter should remain with Dublin City Council.
- The development and eventual management of State's property in Moore Street, transferring to the Office of Public Works (OPW).
- The next phase of development of the National Monument at Nos 14 – 17 taking place under OPW control and, where private contractors are involved, such contracting follows a transparent public tendering process that fully accords

with good international practice as laid down by EU procurement requirements. In addition, engagement and briefing with the Advisory/Oversight Group (see below) as appropriate should be undertaken in respect of this process.

A critical part of the next phase of the process will involve securing consensus by the relevant players to a way forward for Moore Street, its lanes and interfaces. This will require engagement with public bodies, developer interests, traders and voluntary groups.

The Group believes that an Advisory/Oversight Group should be established for this purpose (see Chapter 8). A critical part of this challenge will require engagement by the Group with the public bodies and the developer to seek to find agreement on the way forward. This Group can also serve to maintain momentum for resolution of issues and implementation of change. It advises that this comprise representatives from among the current membership of the Consultative Group, including appropriate Oireachtas and DCC representation, and an independent Chair. The resourcing of this group would be critical and require a strong secretariat as well as access to expert advisors with architectural and town planning expertise.

Quite apart from the practical challenge of negotiating the way forward in conjunction with key players, such an Advisory/Oversight Group can serve to allay public concerns, tackle misinformation and avoid the mistrust and misunderstandings of the past. A critical part of the work of this Group would therefore also involve maintaining dialogue with wider campaign groups and interests. To this end it is anticipated that the Group would liaise, at appropriate intervals, with the membership of the current Consultative Group and such wider interests as it deems appropriate.

Mindful of the years of delay and decline, and of the threat posed to the livelihood of the street traders and others, the Group believes it is essential to maintain momentum. To this end it is recommended that the following timeframes be observed to benchmark progress:

- Agreement and establishment of the Advisory/Oversight group – six weeks.
- Framework of consensus secured on alternative development arrangements for Moore Street and its lanes – six months.

- Planning permission lodged with DCC – within six months subsequently.

In the event of failure by the Advisory/Oversight group to secure substantial progress on consensus on the way forward within six months of its establishment, the Group may, at its discretion, report to the Minister and propose the exercise by the State of such alternative financial, legal and other measures at the State's disposal to protect the public interest in Moore Street and its environs.

10.4 Role of the State

As the ultimate custodian of our history, culture and heritage, as well as the provider of key services, the role of the State in the future of Moore Street and its environs is critical. This reaches to recreating spaces to celebrate key events from 1916, to establishing a visitor centre/and or museum, to supporting the provision of distinctive cultural experiences be they in the Irish language, literature or theatre, and creating the space for cultural groups to showcase their talents.

Recognising the scale and breadth of the challenges for the State, the Group recommends the establishment, at an appropriate time, of a cross-Departmental group, chaired by a lead Minister, with Ministerial representation from OPW, the Department of Public Expenditure and Reform, as well as officials from DCC and line Departments as appropriate. This Group would serve to pull together the State interests and oversee a coherent strong approach by its Agencies in delivering on their respective responsibilities.

Appendices



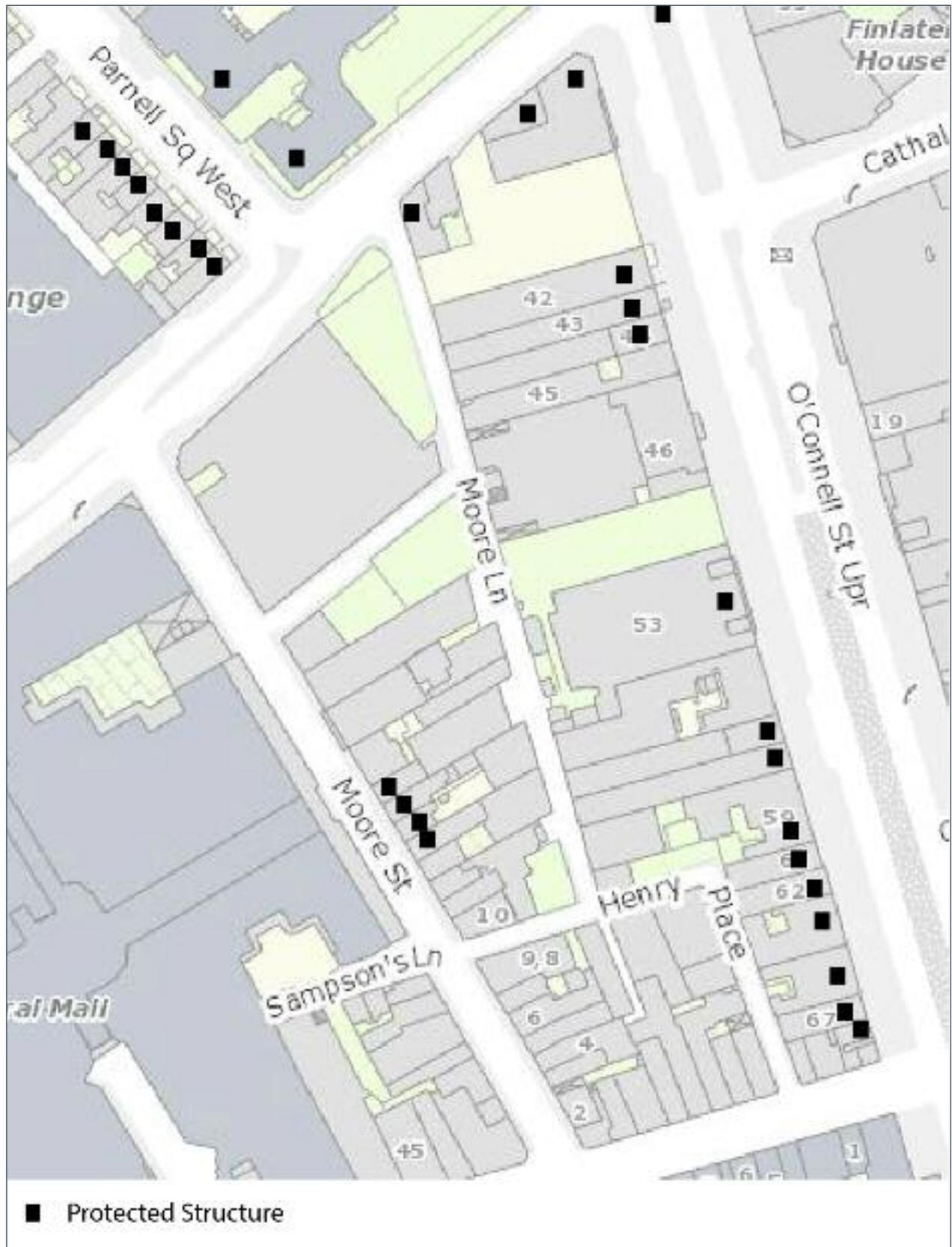
Appendix 1

General Map of Moore Street



Appendix 2

Map of Protected Structures



Appendix 3

Indicative Map of National Monument as Designated by the High Court



The highlighted area is an indicative interpretation of the National Monument as designated by the High Court. The area highlighted in dark green represents the 2007 Preservation Order.

Appendix 4

List of Reports/Sources

The Shaffrey Report commissioned by Dublin City Council 2005

The Plan Design Associates Report to An Bord Pleanála for NGA 2009

The GPO - Moore Street Battlefield Report - Relatives of the Signatories submission 2010

The Shaffrey/Myles Battlefield Report 2011

The Shaffrey Conservation Report - Ministerial Consent Application 2011

The Dublin Development Plan (2011 - 2017) - Conservation Policy

The Department of Arts, Heritage and the Gaeltacht Architectural Heritage Protection Guidelines for Planning Authorities 2011

The Dublin City Council Moore Street Advisory Committee (MSAC) Report 2013

The Broderick Report on No. 18 Moore Street 2014

The Hosford Report - Façade and Brickwork 2014

The Garland Report - Cellars and Remains 2014

The Arnold Report on Nos 14 to 17 Moore Street for MSCG 2016

The Lanes of History, The Lord Mayors' Forum on Moore Street Battlefield Report 2016

HQ 16 - A Citizens Plan for Dublin 2016

International:

The Venice Charter

The Burra Charter

The Granada Convention

Appendix 5

Dublin City Development Plan 2016 – 2022: Relevant Extracts Relating to the Moore Street Area

1. The Dublin City Development Plan 2016 – 2022 was approved by the elected members of the City Council in September 2016 and is the statutory plan under the Planning Acts for the City for the next six years.

The Plan provides an integrated spatial framework to ensure our city is developed in an inclusive way, which improves the quality of life for citizens and visitors.

The Development Plan contains a core strategy which must inform all policies and objectives in the Plan. The Core strategy has three pillars:

- To promote a quality, compact, connected city.
- To promote a prosperous, creative city.
- To provide sustainable neighbourhoods and communities.

2. The Moore Street Area, together with most of the area around O'Connell Street and Henry Street is zoned Z5 in the Dublin City Development Plan 2016 – 2022.

Land Use Zoning Objective Z5:

To consolidate and facilitate the development of the central area, and to identify, reinforce, strengthen and protect its civic design character and dignity.

The primary purpose of this use zone is to sustain life within the centre of the city through intensive mixed – use development. The strategy is to provide a dynamic mix of uses including retail, office, residential, and cultural which interact with each other, help create a sense of community, and which sustain the vitality of the inner city both by day and night.

Ideally, this mix of uses should occur both vertically through the floors of the building as well horizontally along the street frontage. While a general mix of uses eg. retail, commercial, residential etc. will be desirable throughout the area, retail will be the predominant use at ground floor on the principal shopping streets.

O'Connell Street extending to Moore Lane and Henry Place is a designated ACA (Architectural Conservation Area) and Area of Spatial Planning Control (ASPC) in the Development Plan.

Within ACAs the emphasis is on retaining and enhancing the character and heritage value of the built form. The ASPC designation concentrates on the appropriate uses within an ACA eg., fast food outlets and adult shops are not acceptable.

The Development Plan outlines at para 11.1.4 the strategic approach to designating further ACAs will be based on a survey and review analysis.

The survey and review will be conducted outwards from the historic core and will focus on the following 10 phase 1, priority areas, which are set out below. The rationale for selection is that these are areas within the historic core that have high concentrations of protected structures but are presently sited outside designated Architectural Conservation Areas:

- 1) The medieval/walled city – centred on Christchurch
- 2) Temple Bar – including section of the Liffey Quays
- 3) Dame Street – including Dublin Castle, College Green and Trinity College
- 4) Merrion Square – including Government Buildings and Mount Street (Upper/Lower)
- 5) St Stephen's Green – including Harcourt Street and Leeson Street Lower
- 6) Parnell Square (O'Connell Street Upper) – including Frederick Street North and Moore Street area**
- 7) Henrietta Street – including King's Inns
- 8) North Great George's Street – including Denmark Street, Temple Street and Gardiner Place
- 9) Custom House Quay – including Beresford Place and Gardiner Street Lower
- 10) Aungier Street

The development plan also contains a schedule of protected structures under Section 52 – 57 of the Planning Acts.

The existing conservation policy framework is comprised of the Record of Protected Structures with in excess of 8,500 entries, 21 Architectural Conservation Areas and a significant number of Conservation Areas and Conservation Zoning Objective Areas, it is considered to be sufficiently robust at present. However, in order to ensure the policy framework is comprehensively updated in accordance with the relevant planning legislation, guidelines and the recent recommendations from the National Inventory of Architectural Heritage, and so that all areas and structures of special historic and architectural interest have the appropriate legal protection measures applied, Dublin City Council will undertake the following, phased survey and review, area based approach, to protecting and enhancing the city's built heritage.

O'Connell Street, Henry Street and Grafton Street are designated Category 1 Retail Streets in the Development Plan, and constitute the premier retail destination in the country. The Plan contains policies to maintain this premier status, by increasing the vitality of the City Centre, which in turn increases employment.

The Development Plan also contains a schedule of Local Area Plans / Strategic Development Zone Planning Schemes, to be prepared in the future. There are seven areas included in the schedule, including Ballymun, Poolbeg West, Cherry Orchard, and Moore Street / environs. Government advice is that LAPs should be used to bring about the regeneration of significant areas of the City.

The Development Plan also contains the following policies and objectives re. Moore Street.

CEE18: (VI) "To recognise the unique importance of Moore Street Market to the history and the culture of the city and to ensure its protection, renewal and enhancement, in co-operation with the traders as advocated by the Moore Street Advisory Committee Recommendation relating thereto."

RD13: "To affirm and maintain the status of the City Centre retail core as the premier shopping area in the State, affording a variety of shopping, cultural and leisure attractions and having regard to relevant objectives set out in the Retail Core Framework Plan (2007).

RD17: "To promote active uses at street level on the principal shopping streets in the city centre retail core and in Z4 district

centres and having regard to the criteria for Category 1 and Category 2 streets and Special Areas of Planning Control.

CHC20: To support the retention and refurbishment of the cultural quarter associated with 1916 on Moore Street.

CHC011: To continue to review and implement the Dublin City Heritage Plan 2002-2006. To publish the Dublin City Heritage Plan in 2017 based on the consultative process undertaken in 2012.

CHC030: To seek to provide a "revolutionary" or "green" trail in the city, linking sites such as Boland's Mill, GPO, Moore Street, Dublin Castle, Kilmainham Jail and Richmond Barracks, Mount Street Bridge, the Mendicity Institute, Arbour Hill, The Four Courts, Annesley Bridge and North King Street similar to that in Boston, which can be a significant tourist attraction.

CHC031: To develop a 1916 Historic Quarter, including Moore Street, with its National Monument and historic terrace, an appropriately developed street market, the GPO and Parnell Square, creating an integrated historic, literary and commercial focus for the north city centre and providing for tourism and to prepare a Development Brief for the Moore Street Area which addresses the above.

CHC032: To promote and facilitate the development of a mixed use cultural facility in Parnell Square archived by a new City Library, stimulating the regeneration of the North Inner City.

Appendix 6

List of Submissions Received

Concerned Relatives of Signatories of the Proclamation – Helen Litton

Save Moore Street Campaign – Kevin McCann

Colm Moore Legal Team – John Hennessy, Solicitor

GPO Garrison Committee – Proinsias O'Rathaille

Historian, author, lecturer and publisher – Micheál Ó Doibhilín

A National Monument in the Greater Moore Street Area – Professor Chris Fitzpatrick

Moore Street 1916 Battlefield Site and Street Markets Submission – Mel Mac Giobúin

1916 Relative and Save Moore Street Campaigner – Maeve O'Leary

Dublin Civic Trust – Graham Hickey

Véronique Crombé, Conférencière à la Réunion des Musées Nationaux-Grand Palais, Paris

My Vision for Moore Street – Colette Palsgraaf, The Netherlands

National Graves Association – Orlagh Cawley

Kilmainham Tales – Ray Bateson and Micheál Ó Doibhilín

Submission – Taylor Segrest, New York

SIPTU Services Division – Ethel Buckley

How to Save Moore Street Campaign Initiative – Charles Duffy

1916 Relatives GPO Garrison – Donna Cooney

Save 16 Moore Street Committee – James Connolly Heron

Concerned Relatives of the Signatories to the 1916 Proclamation - Honor O'Brolcháin

Save Moore Street From Demolition – Diarmuid Breathnach

Save Moore Street 2016 – Niamh McDonald

The Lord Mayors' Forum on Moore Street - Ardmhéara Criona Ní Dálaigh

Submission – Stephen Doyle, Dublin 15

Submission – Ciarán Mac Lochlainn, Co Galway

Submission – Art Ó Laoghaire, Co Wicklow

Moore Street Bonds Committee – Frank Allen

Save No. 16 Moore Street Committee – John Connolly

Submission – Joni Scanlon, USA

Submission – Peadar O'Ceallaigh, Conservation Surveyor

Submission – Miriam Dalrymple, Isle of Man

Personal Submission – Diarmuid Breathnach

1916 Relatives Association – Brian O'Neill

The Save Moore Street Committee – Michael Barry

Appendix 7

Sources/Models of Other Battlefield Sites and Historic Places

The USA

The Boston Freedom Trail

Historic Philadelphia Incorporated

Historic Preservation Pennsylvania

Gettysburg Heritage Center and Tours

The Alamo - Texas

9/11 Memorial Site - New York

Australia

The Rocks District, Sydney

Europe

Golden Lane, Prague

Oradour-sur-Glane, France

The Warsaw Jewish Quarter

Leopoldstadt - Jewish Vienna

The Anne Frank House, Amsterdam

Rembrandt Studio, Amsterdam

Picasso Birthplace, Malaga

The Globe Theatre, London

Charles Dickens Home and Museum, London

Markets

The English Market - Cork

The Great Market Hall - Budapest

Kauppatori Fish Market - Helsinki

Marché Mouffetard - Paris

Old Spitalfields Market - London

Brixton Market - London

Appendix 8

Cúrsa Cultúra is Gaeilge

Cultúrlann

Buntáistí an tsuímh le haghaidh Lárionad cultúrtha/sóisialta /gnó/fiontraíochta Gaeilge.

- Cúlra stairiúil na háite ó thaobh na Gaeilge agus stair na tíre de (baint leis an ó Rathaille agus leis an bPíarsach, a bhí beirt ina mbaill de Chonradh na Gaeilge agus 1916).
- Suímh lárnach / crosbhóthar, I lár na Cathrach- córas taistil tras-chathrach- tuaisceart/ deisceart, agus le nasc na línte dearga/glása an *Luas*, oirthir/iarthar.

Mar sin, d'fhreastalódh sé ar mhuintir na Cathrach ar fad, agus bheadh tóir agus rath níos fearr ar an tionscadal.

- Chruthódh Lárionad mar seo íomhá tarraingteach, dearfach den cheantar. Bheadh sé mealltach do thurasóirí, agus do shaoránaigh araon.

Faoi láthair, is ceantar siopadóireachta atá ann I rith an lae. Istoíche, bíonn gach rud dúnta, ceantar marbhánta, don chuid is mó atá ann - dorcha, dainséarach, áit a mbíonn drogall ar thurasóirí agus ar mhuintir na Cathrach siúil ann. Bheadh athbheochan an cheantair I gceist leis an togra seo ó dhubh go dubh.

- Caife/bialann/pub/ionad buail isteach
- Amharclann (le n-úsáid sa lá mar ionad leachtaí stairiúla do thurasóirí etc)
- Spás I gcomhair thaispeántais ealaíne/ceoil/seoladh leabhair/
- Seomraí (ar cíós) I gcomhair ranganna ceoil/damhsa/Gaeilge/cruinnithe
- Oifigí for-rochtain na gceann eagrais Ghaeilge chun seirbhísí/eolais a chur ar fáil.

Tá na hoifigí seo scartha amach óna céile faoi láthair. Ní dóigh liom go mbeadh go leor spás ar an sráid anois, len iad go léir a lonnú ann, ach bheadh buntáistí ann dóibh féin agus don phobal, oifigí/ionadaí/ foireann a bheith sa lárionad.

- Taispeántas buan faoi stair an cheantair I nGaeilge agus I mBéarla/stair na Gaeilge/1916
- Turas scoile a chur ar fáil:

Taispeántas, scannán, dráma, ceol, damhsa, ranganna, bualadh le/ cur I láthair ag na ceanneagraíochtaí, lón sa chaife, turas staire, srl

Nil aon áit arbh fhéidir le daltaí scoile na Cathrach nó na tíre cuairt a thabhairt uirthi, chun an teanga /cultúr a chloisteáil/a fheiceáil, taobh amuigh den Ghaeltacht (creid é nó ná creid).

Cruth/Cuma na sráide

Molaim na tithe a chaomhnú mar atá agus aonaid/gnéithe an Lárionad/ Cultúrlann a chur I ngach ceann acu.

- Teach amháin leis an amharclann/ caife/pub(mar atá san IFI)
- Taispeántas buan, dátheangach I dteach eile

Ar ndóigh ba chóir go mbeidh sé cinntithe go mbeidh gach rud a chuireann an Stát agus an Comhairle isteach dátheangach (dualgas dlí é seo faoi Acht Teanga).

Ní cheart go gcuirfeadh aon mholadh maidir leis an bhforbairt seo cur as do na moltaí maidir le 6 Sraid Fhearchair ata ag conradh na Gaeilge agus a bhfuil dluth cheangal aige le 1917-1921 – Banc Shinn Féin – Coileánach etc. Bhronn an stat é se ar Chonradh na Gaeilge i 1966.





HOSPITAL

STREET

OLD BRICK LANE

OLD STREET

ST. ANDREW'S STREET

HENRY STREET

DROGHEDA STREET

GREAT ABBY STREET

BATCHERS

WATER

Watch House

SHIP BUILDINGS

Marlborough

Bowling

Green