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17th June 2021

To the Chairperson and Members of the Central Area Committee

Initiation of the Statutory Process for the Proposed Addition of 45a & 46 Capel Street, Dublin 1 to the Record of Protected Structures in accordance with Section 54 and 55 of the Planning and Development Act, 2000 (as amended).

PHOTOGRAPH OF STRUCTURE



Introduction

It is proposed to initiate procedures under Section 54 and Section 55 of the Planning & Development Act 2000 (as amended) to add 45a and 46 Capel Street, Dublin 1 to Dublin City Council's Record of Protected Structures.

Recommendation for Addition

- Minister for Culture, Heritage and the Gaeltacht (now Minister for Housing, Local Government & Heritage) recommendation received on the 9th of August 2017

Summary of Reasons for Recommending Addition

- *Minister for Culture, Heritage and the Gaeltacht (now Minister for Housing, Local Government & Heritage):* List of recommendations for inclusion on the RPS of structures deemed as being of 'Regional' significance or higher identified during Stage 2 of the Dublin Survey carried out by the National Inventory of Architectural Heritage. Nos. 45a/46 Capel Street, Dublin 1 has been assigned a Regional rating. The Stage 2 recommendations were issued to Dublin City Council on the 9th of August 2017. The recommendation was made under Section 53(1) of the Planning and Development Act, 2000 (as amended) and in bringing the addition forward Dublin City Council (as planning authority) is doing so under Section 53(2)

Methodology for Assessing Early Buildings

In November 2019, the Planning & Property Development SPC agreed a methodology to expedite the proposed additions/deletions to the RPS in a systematic manner, based on the Architectural Heritage Protection Guidelines 2011 and NIAH/Ministerial Recommendations under Section 53(1) of the Planning and Development Act, 2000 (as amended). The methodology agreed to prioritise industrial, twentieth-century, early buildings and underrepresented typologies. On foot of this the Conservation Section carried out a screening process for Early Buildings under the Ministerial Recommendations as per the agreed methodology. 45a/46 Capel Street, Dublin 1 was identified as an early building.

Site Location & Zoning Map

Nos.45a/46 Capel Street, Dublin 1 are located on the east side of Capel Street, between the junctions of Parnell Street and Mary Street.

The structure in question is zoned Z5: "*To consolidate and facilitate the development of the central area, and to identify, reinforce, strengthen and protect its civic design character and dignity*", in the Dublin City Development Plan 2016-2022.

The site is located within the Capel Street Architectural Conservation Area.



Fig 1: Site location and zoning map for 45a & 46 Capel Street

Recent Planning History

There is no relevant planning history for the subject sites.

Recent Planning Enforcement History

There is no relevant planning enforcement history for the subject sites.

Site Access

A site inspection was carried out by Ann Cuffe Fitzgerald, engaged as consultant by Dublin City Council, on 23rd December 2016. Access was provided to both the exterior and interior of the property.

Permission for an up-to-date site inspection was requested in letters posted on 12th November 2020 to the building's occupants. Responses were not received to these letters. A survey of the exterior of the building was carried out on 16th December 2020. Following completion of the Legal Title Search for the property, a requests letter was posted on 19th April 2021. Responses were not received to these letters.

Summary Description

A photographic record is included in Appendix 1 of this report.

Exterior:

Terraced two-bay four-storey former house, built c.1670-90, probably as part of a larger house including Nos. 46a and possibly 47, though it is not fully clear if No.47 was included. It was rebuilt c.1760, when the division between No.46 and 47 would have occurred. A later split, c.1900, divided No.46a, to the north, from 46. The front elevation was rebuilt in 1915. The building is now divided in two with two shopfronts to the ground floor (46 to the north and 45a to the south). M-profile corrugated iron roof concealed behind brick parapet with granite coping. Rendered chimneystack to centre of south party wall with yellow brick chimneystack to centre of rear elevation. Cast-iron downpipe to No.46a may serve both properties. Painted machine-made red brick walling laid to English bond to upper floors. A clear break in the brickwork is visible between the property and those to the north and south. Yellow brick laid in English garden wall bond to rear (east) elevation. Square-headed window openings with gauged flat-arched brick heads, granite sills and replacement timber and fixed-pane windows. Blocked round-headed window opening to

rear elevation, located on stairwell between ground and first floors. Modern timber shopfronts to front elevation.

The building is located to the east side of Capel Street and fronts directly onto street.

Interior:

The interiors of 45a and 46 are separately assessed as 45a has been subdivided from 46 at basement, ground floor and first floor (area to rear only). The upper floors are largely disused except for the first floor room in 45a.

No. 45a

The ground floor shop extends the full depth of the structure with WC in small room enclosed by modern partitions towards the rear. At the rear of the building, a yard has been covered with a corrugated roof on a timber frame. A modern L-plan stairs, located to the rear of the ground floor, leads to the first floor. The section of the first floor located within 45a comprises three small rooms, divided by modern partitions. Little historic fabric survives except for a corner chimneybreast in the southern room which has a painted slate surround and contains a cast-iron oven and hob. The brick to the chimneybreast has been exposed with a gauged brick head to the fire opening and a relieving arch above this. No historic joinery or plasterwork survives, though the window opening at first floor level retains its historic size and shape.

No. 46

The shop at ground floor stretches the full depth of the building and contains no historic fabric of note, except for the stairs leading to the upper floors. The basement is accessed by means of a modern straight stair. The basement has been lined to both walls and ceiling with modern materials and there is a WC to the rear. The section of the basement under 45a has been blocked off. The staircase to the upper floors is located along the north wall of the property, i.e. the party wall with No.47 Capel Street and is largely intact, though some elements have been lost, particularly from second to third floors. The staircase, which is of apparent early date, has a dogleg plan, is of an open string type with carved thread ends and has tall tapered balusters set on pear bases. The staircase has a low pine handrail, which is continuous to landings. Only the threads and risers remain from second to third floor. The deep wear pattern on the treads also indicates considerable age. The staircase connects to the shop floor by narrow winders. Large angled corner chimneybreasts are located to the front and rear rooms at first, second and third floors on both north and south party walls. There is one fire surround surviving to the second floor, which is currently boarded up. A variety of historic timber doors survive including two, four and eight flat-panelled doors, with historic timber architraves. A door at third floor is formed of vertical timber boards and has a surviving rim lock. Historic architraves survive to first and second floors. A simple plaster cornice survives to areas on both the first and second floors. A bressumer beam was noted at first floor level. Coved ceilings, articulating the pitch of the roof, survive at third floor level, with the room to the front (west) of the building being timber battened. Historic timber floorboards survive throughout the building, with wide boards (400mm) visible to the third floor. The floor-to-ceiling height at third floor level is quite restricted.

Historical Background

Historic images including extracts from historic map sources are included in Appendix 1 of this report.

In 1676, Sir Humphrey Jervis approached the then Viceroy, Arthur Capell, 1st Earl of Essex, with a view to developing the former lands of St Mary's Abbey, on the north side of the River Liffey, and building a bridge across the river to connect the new development with the old city. Permission was granted and the new bridge was called Essex Bridge in honour of the Viceroy. Ormond Quay was constructed by Jervis in the 1680s and a rectangular grid of streets was laid out behind the quay, including Capel Street, named

after the Viceroy. This street, which connected with Essex Bridge, was the main thoroughfare of Jervis's development and subsequently became one of the most fashionable addresses in Dublin. This is recognised as an important point in the history of Dublin, as it was the first large scale residential scheme carried out in a short period of time. Jervis has been described as the 'first important private improver'. The street's early layout was of large plots and it was known for its mansions. The street became the main access point for traffic coming from the north of the city.

'Dutch Billy' is a term commonly used to describe the distinctive gable-fronted house architecture that flourished in Dublin during the period 1650-1750. The style developed from the triangular-gabled houses of the early seventeenth-century. Waves of Huguenot and Quaker immigrants arriving in Ireland during the 1600s, as well as tradespeople from Britain, helped develop the style into the elaborate curved and sometimes stepped gables that came to dominate many streets of the city. Building characteristics of these houses include cruciform-shaped roofs, corner chimneybreasts responding to centrally-placed chimneystacks and joinery details such as barley-sugar staircase balustrades, wall panelling and lugged and shouldered architraves.

Changes in architectural fashion and building uses in the eighteenth and nineteenth centuries resulted in many early buildings being modified rather than demolished and replaced. This typically involved extensive interventions to walls and roof structures in the case of buildings from the late 1600s, while later gable-fronted buildings of the early eighteenth-century were often simply cloaked by building up gables into flat parapets, refacing brickwork and often adding a shallower roof structure above a new attic. Change was regularly so comprehensive and convincing that it is often impossible to identify early buildings from their exterior appearance alone.

During the eighteenth century, the character of Capel Street began to change as the large seventeenth-century plots were subdivided and terraces of two-bay brick houses were built. John Rocque's map of 1756 (Fig. 19) depicts a large plot that includes No. 46a, and possibly No. 47 to the north, with No.45a/46, indicating that these may have formed part a single house, which was later subdivided. Dublin Civic Trust's *Survey of Gable-fronted and Other Early Buildings of Dublin* notes that the unusually broad width of the plot at No.46, together with the surviving presence of a large chimneystack to the centre of the south party wall and a chimneystack to the rear elevation suggests a substantial house. Stable Lane ran along the rear of the subject site, with outbuildings denoted on Rocque's map at the end of the garden, and accessed from the lane. Two closet returns are indicated to the rear of the building on the map.

By the start of the nineteenth century, Capel Street had become a commercial hub, with activities including jewellers, apothecaries, hosiers and milliners being established. Over the course of the nineteenth century, as retail activities moved along the street, shops were inserted to the ground floors of buildings and the streetscape took on the architectural appearance we see today.

The 1847 Ordnance Survey map of Dublin shows a much altered streetscape compared to Rocque's map. Two structures occupy plots numbered Nos. 46 and 47. The house numbered 46 occupies a plot equating to Nos. 45a/46 and 46a. A small return is shown to the southeast corner, with a long structure along the north boundary of the site stretching from the rear elevation of the building to the structure on the former Stable Lane, now Jervis Lane.

Shaw's *The Dublin Pictorial Guide & Directory of 1850* (Fig. 20) illustrates the street frontages of a number of streets, including Capel Street, in line drawings. No.46 Capel Street is illustrated as a five-bay, four-storey structure. If the building was originally a Dutch-Billy, it has been altered by this time to reflect changing tastes. The building displays

hierarchical treatment of the windows, which appear to have pronounced window surrounds with hood mouldings to the first floor windows. Shopfronts are shown at street level with a possible recessed entrance, behind gates, to the south end. A heavy cornice tops the building, with the roof, which is lower than its neighbours, hidden behind the parapet. The height of the building appears to be similar to the current height of the building.

The 1864 and 1886 (Fig. 21) OS revisions show no change to the building from the 1847 edition. The Goad Fire Insurance Plan of 1893 provides some information on the property at that time, with the building's general plan unchanged from the previous maps. The building is illustrated as a four-storey building with a three-storey return to the northeast corner, a structure to the southeast corner, a single-storey wooden structure to the rear and a two-storey stable to Jervis Lane along the rear of the site. The roof is noted as slate. The use of the building is given as *Provisions*.

By the time of the c.1910 OS revision (Fig. 22), the division between 46 and 46a had taken place, which is reflected in Thoms Directory for 1912. Two structures are indicated on the map, with some rebuilding of the properties indicated. A small return has been constructed to the rear of No.46. In 1913, the *Irish Builder* records that No.46a Capel Street was under reconstruction following a fire.

An entry in the *Irish Builder* on 27th March 1915 notes alterations being carried out to No.46 Capel Street, to plans prepared by George Patrick Sheridan. The work comprised the rebuilding of the entire front and portion of the party walls, with Bridgewater bricks used to the front elevation and stock bricks to the party walls. The entry noted that the superstructure over the shopfront is to be carried by steel joists supported on steel stanchions. The work also involved various minor repairs including '*...the reslating of the roof, new floors, etc...*'. The division between No.46 and 45a had occurred by 1921, with entries for both recorded in Thoms Directory for that year. It is possible that the division into the two properties occurred during the rebuilding in 1915.

The separate rebuilding of both No.46a (1913) and No.46 (1915) is reflected in the front elevations of the properties. Despite a clear parallel in terms of fenestration and parapet height and the use of a similar brick to the front elevation, there is a clear break between the facades of the two structures, which is also evident in the brickwork of the rear elevations.

The structure occupying the site of No.45a/46 Capel Street has undergone significant alteration since the laying out of the street, including the subdivision of the earlier large plot, leading to the formation of what is now 45a/46. As outlined in the *Building Description* above, notwithstanding the various modifications, No.45a/46 Capel Street retains features signifying the structure's early origins.

References

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NIAH Significance/Rating

The National Inventory of Architectural Heritage (NIAH) survey has been carried out for the area under Stage 2 of the Dublin City survey.

The NIAH uses eight categories of special interest (architectural, historical, archaeological, artistic, cultural, scientific, technical & social) and identifies five categories of rating in seeking to rank buildings. The NIAH rating values are International, National, Regional, Local and Record Only (I, N, R, L, O). Structures which are considered of International, National, and Regional significance are deemed worthy of inclusion on the RPS.

The NIAH record provided in Appendix 2 of this report has assigned 45a/46 Capel Street a 'Regional' rating. These are structures or sites that make a significant contribution to the architectural heritage within their region or area. The NIAH record solely addresses the west elevation of the structure and did not have access to the interior.

The building was included in the list of Ministerial Recommendations for inclusion on the RPS of structures deemed as being of 'Regional' significance or higher identified during Stage 2 of the Dublin Survey. The Stage 2 Ministerial Recommendations were issued to Dublin City Council on the 9th of August 2017, in accordance with Section 53 of the Planning and Development Act, 2000 (as amended).

Assessment of Special Interest under the Planning & Development Act 2000

The National Inventory of Architectural Heritage assigned this building ARCHITECTURAL interest.

The Conservation Section, following an external inspection of the site on 16th December 2020 and taking into account the internal inspection of 23rd December 2016, has considered the opinion of the NIAH and is in agreement with the category of special interest assigned. However, the structure also warrants HISTORICAL interest being ascribed to it. As a result 45a and 46 Capel Street, Dublin 1 is considered to be of special interest under the following headings:

- ARCHITECTURAL:
 - No. 45a/46 Capel Street appears to have been part of a much larger house including No.46a to the north, which was later subdivided, probably at the turn of the twentieth-century. Dublin Civic Trust's *Survey of Gable-Fronted and Other Early Buildings of Dublin* from 2012 states '*The unusually broad width of the plot of No.46, along with a chimneystack in the centre of the plan and*

another to the rear wall, suggests a substantial house, or part of an even larger house, of the late seventeenth or early eighteenth centuries'. Though the original roof and roof structure have been removed and the front and rear elevations rebuilt, the presence of the substantial chimneybreast is indicative of an early construction date and suggests the building corresponds with one of the recognised 'Dutch-Billy' typologies.

- The internal survey has revealed key indicators of the building's early origins such as corner fireplaces, various early doors and coved ceilings to the third floor. The relatively undisturbed upper floors of this premises are of considerable historic interest and are an important exemplar of the character of Dublin in the early 1700s.
 - Though rebuilt, the front elevation retains the hierarchical treatment of the building's fenestration and flat parapet as depicted in an illustration of Capel Street in Shaw's Pictorial Directory of 1850 and typical of Georgian architecture in the city. The alteration of the front façade to match styles from the late eighteenth-century adds further significance in informing our understanding of Dublin's built heritage and the adoption of earlier building types to fit these changing fashions.
 - The early twentieth-century works to the front façade were carried out to designs by the architect George Patrick Sheridan. Many of Sheridan's projects recorded in the Directory of Irish architects were commercial premises, though his work was described as mainly domestic at the time of his death. He also designed a number of Carnegie Libraries such as Limerick, Lismore, Tallow and Cappoquin.
 - The structure, with its layered building history, makes a positive contribution to the streetscape of Capel Street, laid out in the late seventeenth-century and which has witnessed the evolution of Dublin's architectural tastes through the intervening centuries.
- **HISTORICAL:**
 - Capel Street is one of the most historically significant streets in Dublin, forming part of the early expansion of the city on the north side of the river. It was also an important element in the development of the city as the city's first large scale residential scheme. Though, No.45a/56 was originally part of a larger structure, it retains evidence that provides insight on the character of Capel Street's earlier buildings and is therefore an important survivor within the streetscape.
 - Capel Street is considered the most intact old commercial street remaining on the north side of the city. Though the shopfronts and shop interiors are not historic, the survival of commercial uses to the ground floor of the building are an important continuation of use within the streetscape and a reminder of the building's long-established commercial life.

Conclusion

Dublin City Council Conservation Section has carried out an assessment of 45a/46 Capel Street, Dublin 1 and has considered the Ministerial Recommendation. The Section concludes that the structure merits inclusion on the Record of Protected Structures.

The extent of the proposed Protected Structure status and curtilage is outlined in Fig.2 below.

It is now proposed to initiate the statutory process for the proposed addition of this structure to the Record of Protected Structures. This includes undertaking a statutory public consultation process in accordance with Section 55 of the Act. Following the statutory consultation process, a further report will be prepared taking any submissions and observations received into consideration, with a recommendation to the City Council to proceed or not with the proposed addition, or with a recommendation including amendments to the proposed addition.

Recommendation

It is recommended that the statutory process to initiate the proposed addition of 45a/46 Capel Street, Dublin 1 to the Record of Protected Structures, in accordance with Section 54 and 55 of the Planning and Development Act, 2000 (as amended), be noted.

Recommendation	
Address	Description (to appear on RPS)
45a/46 Capel Street, Dublin 1	Commercial Premises



Deirdre Scully
Deputy City Planner

21/06/2021

Date

Extent of Protected Structure Status

The extent of protected structure status & curtilage is shown on the map below in red.

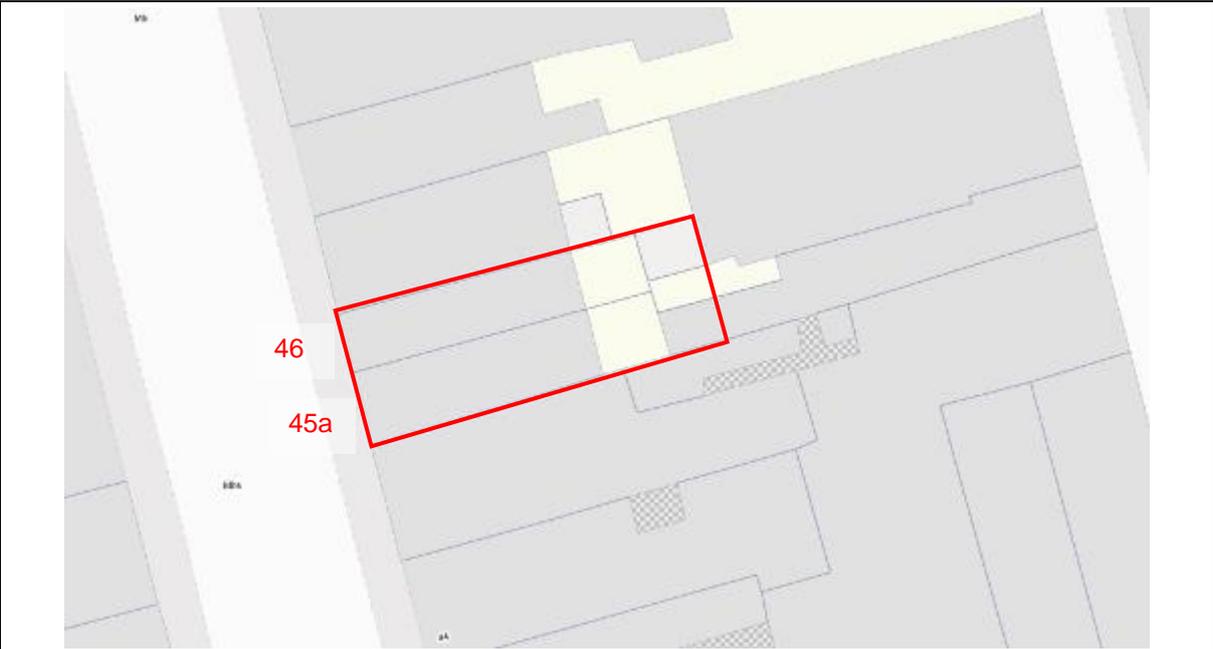


Fig 2: 45a/46 Capel Street, Dublin 1: extent of Protected Structure status and curtilage outlined in red.

Appendix 1: Short Photographic Record & Historical Maps



Fig 3: Front (east) elevation 46 (left) and 45a (right)



Fig 4: Nos. 46a and 46/45a from east; note shared downpipe between the two properties



Fig 5: Rear elevation from northeast



Fig 6: Break in brickwork between Nos.46a and 46



Fig 7: Rear elevation with blocked round-headed opening arrowed red to No. 46



Fig 8: Modern shopfronts at ground floor level Nos 46 (left) and 45a (right)



Fig 9: Context from northwest



Fig 10: Corner fireplace to south party wall, No.45a



Fig 11: Stairs from ground to first floor with blocked round-headed opening



Fig 12: View of stairs



Fig 13: Historic doors at first floor level



Fig 14: Surviving window joinery and cornice to rear wall at first floor; note partition cutting open



Fig 15: Second floor room looking southwest with corner fireplace and surviving historic window joinery



Fig 16: Historic cornice to second floor, angled around corner fireplace



Fig 17: Third floor room to southeast corner looking west; note corner fireplace, timber to ceiling and early timber door



Fig 18: View of rear yard from second floor



Fig 19: Extract from Rocque's *An Exact Survey of the City and Suburbs of Dublin* (1756) with approximate location of building of original single building outlined in red

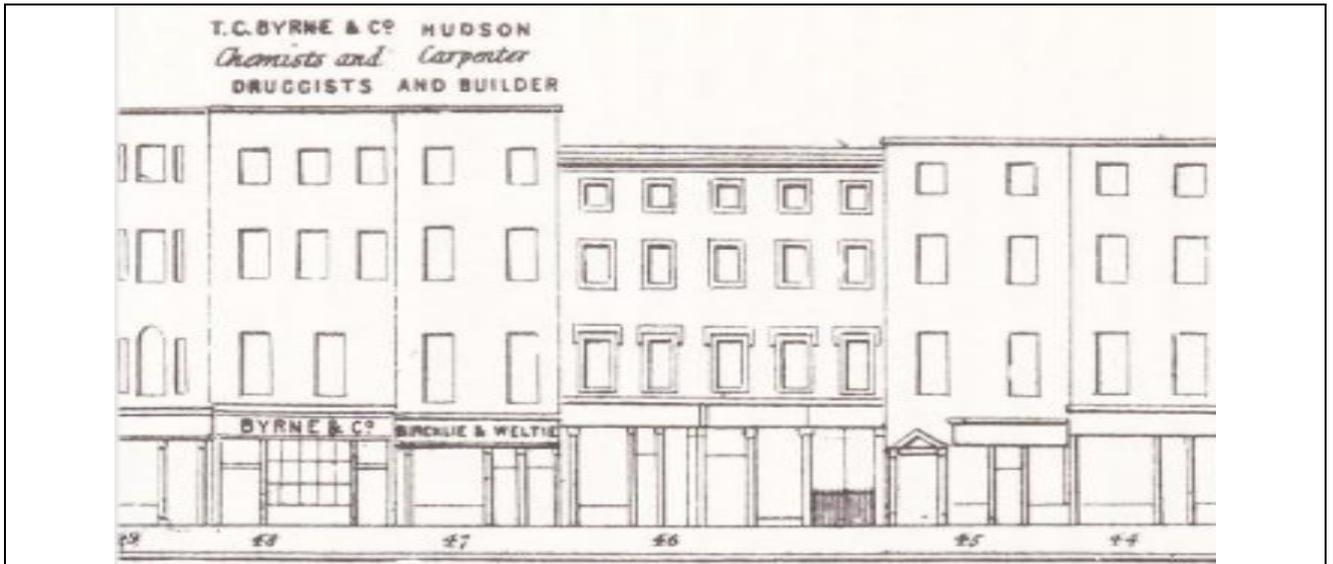


Fig 20: Extract from Shaw's *The Dublin Pictorial Guide & Directory of 1850*, showing No.46 Capel Street



Fig 21: Extract from 1886 Ordnance Survey City of Dublin: Sheet 14 with No. 46, as it was at the time, outlined in red; note this therefore includes No.46a and the original mews buildings to the east



Fig 22: Extract from c.1910 Ordnance Survey revision showing division between No.46 and 46a to the north and prior to the division between No.46 and 45a

Appendix 2: NIAH Ministerial Recommendation for Brenfer/Trend, 45a/46 Capel Street, Dublin 1

	<p>Reg. No. 50060500 Date 1670 - 1780 County Dublin Coordinates 315342, 234543 Categories of Special Interest Architectural Rating Regional Original Use Shop/retail outlet</p>
<p>Description: Terraced two-bay four-storey former house, built c.1670-90 and rebuilt c.1760, having two shopfronts to ground floor. Upper floors now disused. Roof and rainwater goods concealed behind brick parapet with granite coping. Red brick walling laid to English bond to upper floors. Square-headed window openings with brick voussoirs, brick reveals, granite sills and replacement timber and fixed-pane windows. Two doors integrated to modern aluminium shopfronts. Building fronts directly onto street.</p>	
<p>Appraisal: The 'Survey of Gable-fronted and Other Early Buildings of Dublin', by Dublin Civic Trust in 2012, states 'The unusually broad width of the plot of No.46, along with a chimneystack in the centre of the plan and another to the rear wall, suggests a substantial house, or part of an even larger house, of the late seventeenth or early eighteenth centuries. This is corroborated by Rocque's map of 1756, which depicts a large plot that appears to absorb No.46 and the adjacent building plot at No.47. This in turn sits next to an equally large house that would now cover two modern-day plots at No.48. It is therefore likely that No.46 was subdivided from the larger house in the second half of the eighteenth-century.' The building contributes to the historic built form of Capel Street ACA.</p>	