

Planning Committee Report – Agenda Item 5.6 LA01/2017/0251/F – Adelphi Hotel, 67 – 71 Main Street, Portrush	28th February 2018
PLANNING COMMITTEE	

Linkage to Council Strategy (2015-19)	
Strategic Theme	Protecting and Enhancing our Environment and Assets
Outcome	Pro-active decision making which protects the natural features, characteristics and integrity of the Borough
Lead Officer	Principal Planning Officer
Cost: (If applicable)	N/a

**Adelphi Hotel,
67-71 Main Street
Portrush**

LA01/2017/0251/F

Full Planning

28th February 2018

<u>App No:</u>	LA01/2017/0251/F	<u>Ward:</u>	Portrush and Dunluce
<u>App Type:</u>	Full		
<u>Address:</u>	67 Main Street Portrush		
<u>Proposal:</u>	Proposed works involve an additional three storey extension to the existing flat roof in order to accommodate 6 no. additional guest rooms per floor		
<u>Con Area:</u>	N/A	<u>Valid Date:</u>	24 th February 2017
<u>Listed Building Grade:</u>	N/A	<u>Target Date:</u>	
Applicant:	Mark Holmes		
Agent:	Johnston Houston/Patrick McAndrew		
Objections:	0	Petitions of Objection:	0
Support:	0	Petitions of Support:	0

Drawings and additional information are available to view on the Planning Portal- www.planningni.gov.uk

1 RECOMMENDATION

- 1.1 That the Committee has taken into consideration and agrees with the reasons for the recommendation set out in section 9 and the policies and guidance in section 7 & 8 and resolves to **REFUSE** planning permission for the reasons set out in Section 10.

2 SITE LOCATION & DESCRIPTION

- 2.1 This property is a mid-terrace roadside site located on the southern side of Main Street, Portrush. The existing building is three and a half storey at Main Street level and 4 storey level to

the rear lane. The roadside frontage comprises a three bay fronted hotel over three storeys with attic windows aligned above the bay windows. The hotel is finished in smooth render with a slate pitched roof to the front and a flat roof with railings to the rear.

- 2.2 The site is abutted by a two and a half storey building which is the listed element of the adjoining Atlantic Hotel which rises to three and a half stories to the north-west. The existing building is abutted by a two and a half storey shop to the south-east. Finishes in the area are generally smooth render. A public footpath adjoins the Main Street boundary while Mark Street Lane adjoins the south-west elevation. A surf shop is located on the opposite side of Main Street. Critical views are from Main Street, Bath Street, Lower Landsdowne Road and Antrim Gardens public garden. There are also more distant views from Kerr Street and Dhu Varren.

3 RELEVANT HISTORY

C/2002/0597/F

67-71 Main Street, Portrush

Replacement of rear extension and additional rooms

Permission Granted 17.10.2002

C/2002/0603/LB

67-71 Main Street, Portrush

Replacement of rear extension and additional rooms

Permission Granted 17.10.2002

LA01/2015/0428/F

The Adelphi Hotel, 67 Main Street, Portrush.

Remedial Works to Existing Roof Structures and Planning Regularisation.

Appeal Dismissed 30.06.2016

LA01/2015/0429/LBC

The Adelphi Hotel, 67 Main Street, Portrush.

Remedial Works to Existing Roof Structures and Planning Regularisation.

Permission Refused 30.06.2016

LA01/2016/0823/F, Atlantic Hotel, 73 Main Street Portrush.
Extension (upper two storey and three storey to rear) of existing hotel to provide 43 no. new bedrooms.
Permission Granted 19.06.2017

LA01/2017/0043/LBC.
Atlantic Hotel, 73 Main Street Portrush.
Extension (upper two storey and three storey to rear) of existing hotel to provide 43 no. new bedrooms.
Permission Granted 19.06.2017

4 THE APPLICATION

- 4.1 Proposed works involve an additional three storey extension to the existing flat roof in order to accommodate 6 no. additional guest rooms per floor.
- 4.2 A rear extension to the property comprising three stories was granted planning permission in 2002 (Ref: C/2002/0597/F). However, that approval was not carried out. Instead, the existing development, comprising an additional floor (now four stories) and additional floor space was carried out. Therefore a planning application for retention of the entire rear unauthorised extension is required to regularise the matter. The applicant was served a Submission Notice on 31 January 2017 requiring the submission of a planning application for the unauthorised rear extension to the listed building (Ref: LA01/2016/0220/CA). In response to this, the applicant submitted the subject planning application for an additional three storey extension incorporating plans for an “existing third floor for regularisation purposes” (Ref: LA01/2017/0251/F). This application did not meet the requirements of the Submission Notice.
- 4.3 As the entirety of the rear extension was unauthorised, it was not possible to consider the “insertion” of an additional floor.
- 4.4 This application was presented previously to the Planning Committee in August 2017. The Committee deferred the application on the condition that a regularisation application for the existing development was submitted. This was received on 5th October 2017. (Reference LA01/2017/1287/F)

5 PUBLICITY & CONSULTATIONS

External

5.1 **Neighbours:** No objections received.

Internal

5.2 **Transport NI:** Has no objection to the proposal.

DAERA: Has no objection to the proposal.

NI Water: Has no objection to the proposal.

Environmental Health: Has no objection to the proposal.

Historic Environment Division: Has objected to the proposal

6 MATERIAL CONSIDERATIONS

6.1 Section 45(1) of the Planning Act (Northern Ireland) 2011 requires that all applications must have regard to the local development plan, so far as material to the application, and all other material considerations. Section 6(4) states that in making any determination where regard is to be had to the local development plan, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

6.2 The development plan is:

- Northern Area Plan 2016

6.3 The Regional Development Strategy (RDS) is a material consideration.

6.4 The Strategic Planning Policy Statement for Northern Ireland (SPPS) is a material consideration. As set out in the SPPS, until such times as a new local plan strategy is adopted, councils will apply specified retained operational policies.

6.5 Due weight should be given to the relevant policies in the development plan.

- 6.6 All material considerations and any policy conflicts are identified in the “Considerations and Assessment” section of the report.

7 RELEVANT POLICIES & GUIDANCE

Northern Area Plan 2016

Strategic Planning Policy Statement (SPPS)

Planning Policy Statement 3 (PPS3) Access Movement and Parking

Planning Policy Statement 6 (PPS 6) Planning, Archaeology and The Built Heritage

Planning Policy Statement 16 (PPS 16) Tourism

A Planning Strategy for Rural Northern Ireland (PSRNI)

8 CONSIDERATIONS & ASSESSMENT

- 8.1 The main considerations in the determination of this application relate to: the principle of development; impacts on townscape character, impacts on the listed building and other issues.

Planning Policy

- 8.2 The site is located within the designated town centre and Settlement Development Limit of Portrush, as defined in the Northern Area Plan 2016. It is also within an Area of Archaeological Potential. The site is located close to an archaeological site and monument.
- 8.3 The principle of the type and scale of development proposed must be considered having regard to the SPPS and PPS policy documents specified above.

- 8.4 The Strategic Planning Policy Statement for Northern Ireland (SPPS) is a material consideration. As set out in the SPPS, until such times as a new local plan strategy is adopted, councils will apply specified retained operational policies.

Planning History

- 8.5 Application references LA01/2015/0428/F and LA01/2015/0429/LBC involved remedial works to the existing roof structure of the Adelphi. These applications referred to the retention of the projecting lift shaft/platform. The applications were both refused on the basis that the proposal would have a detrimental impact on the character of the area in terms of design, scale and use of materials. They were also refused on the basis that the proposal would detract from the appearance and character of the listed building as it would result in a loss of its architectural integrity. The applications were dismissed at appeal.
- 8.6 The current application would have an even greater detrimental impact on the character of the area and the listed building given it involves a three storey extension. It would have a significant visual impact and would be visible from Main Street, Bath Street, Causeway View and Bath Road. There also long range views from Kerr Street and Dhu Varren and the proposal would have a detrimental impact on the existing skyline of Portrush.
- 8.7 A recent application has been granted permission at the Atlantic Hotel at 73 Main Street Portrush for a two storey extension (Ref: LA01/2016/0823/F). Although this application involves an increase in height, it has a larger frontage which reduces the overall impact of the proposal. Effectively, the Atlantic Hotel can better accommodate its proposed extension. The building to which this application relates is not listed (with the exception of a small portion to one end). This contrasts the subject application which involves an extension to a listed building along the full width of its frontage to Main Street.

Principle of tourist development

- 8.8 One of the main policies related to this application is Policy TSM 1 of Planning Policy Statement 16. With regard to this policy planning permission will be granted for a proposal for tourism development within a settlement if it is of an appropriate nature which respects the site context in terms of scale, size and design.
- 8.9 This application involves a three storey extension to a listed building and it does not respect the character of the area given the scale, size and design of the proposal. Although the proposal will be set back from the main building by 7 metres it will project 8 metres above the current building. The finishes include zinc cladding panels, glazing with rendered walls which would not be appropriate at this location.

General Criteria for Tourism Development

- 8.10 Policy TSM 7 of PPS 16 Tourism provides 15 criteria for tourism development. These criteria relate to movement pattern, design, layout, boundary treatment, drainage, crime, impact on character and neighbouring residents, access arrangements, sewage disposal and impacts on features of natural or built heritage.
- 8.11 This proposal is contrary to criteria (b) relating to building design, criteria (g) relating to impact on the character of the area and criteria (i) which relates to impact on natural or built heritage. The proposal otherwise meets the other criteria.

Impact on Townscape

- 8.12 Other key policies in relation to the proposal are Policies SP 18 and DES 2 of a Planning Strategy for Rural Northern Ireland. Policy SP 18 requires a high standard of design. Policy DES 2 requires development proposals in towns and villages to make a positive contribution to townscape and be sensitive to the character of the area in terms of design, scale and use of materials. In this case the proposed development is unacceptable as it is not sensitive in terms of scale, layout, design and materials in relation to adjoining buildings and views. Specifically, the increased height of the structure would

jar with existing development to such an extent that it would dominate this part of Main Street and appear highly incongruous. The proposed development would appear simply out of place.

Impacts on the Listed Building

- 8.13 Policy BH 8 of Planning Policy Statement 6 is a key policy in relation to this proposal. The Planning Authority will normally only grant consent to proposals for the extension or alteration of a listed building where all the following criteria are met; the essential character of the building and its setting are retained and its features of special interest remain intact and unimpaired; the works proposed make use of traditional and/or sympathetic building materials and techniques which match or are in keeping with those found on the building; and the architectural details (e.g. doors, gutters, windows) match or are in keeping with the building.
- 8.14 Historic Environment Division considers that the proposal fails to satisfy the policy requirements of the SPPS and Policy BH 8 of PPS 6. They advise that the proposal results in the loss of the buildings architectural and historic integrity by reason of its detailed design which is out of keeping with the listed building in terms of scale, massing, proportions, height and alignment. The Planning Authority is in agreement with this assessment.
- 8.15 Policy BH 11 of Planning Policy Statement 6, which refers to the setting of listed buildings is another key policy in relation to this proposal. The listed building to which the proposal has an impact is the listed element of the neighbouring Atlantic Hotel at 67-71 Main Street Portrush. The development will normally only be considered appropriate where all the following criteria are met; the detailed design respects the listed building in terms of scale, height, massing and alignment, the works proposed make use of traditional or sympathetic building materials and techniques which respect those found on the building; and the nature of the use proposed respects the character of the setting of the building.
- 8.16 Historic Environment Division considers that the proposal fails to satisfy the policy requirements of the SPPS and Policy BH 11

of PPS 6. They advise that the proposal is likely to have an adverse impact on the setting of the listed building at 67-71 Main Street Portrush by way of its detailed design which is not in keeping with character of the surrounding listed buildings in terms of scale, massing, proportions, height and alignment. The Planning Authority is in agreement with this assessment.

Parking

- 8.17 The application site lies within the designated Town Centre of Portrush as indicated on the Northern Area Plan 2016. Transport NI has no objections to the proposal and did not request further car parking.

Support Statement

- 8.18 A support statement has been provided as part of this application in which the design, need and economic benefit has been considered. The statement also provides details in regard to how the proposed development meets relevant planning policy.

Design

- 8.19 In regard to the chosen design consideration was given to the approval at the neighbouring property at 73 Main Street in which a more modern design was considered acceptable. This involved a two storey extension to the existing building. The proposed design was chosen to match these finishes. The applicant also makes mention to Annex E of Planning Policy Statement 6 which states:

“However when more extensive changes are being considered, for example the addition of a substantial wing, then it may be acceptable for the new work to make its own architectural statement which could contrast, but must never compete, with the original building.”

- 8.20 The proposed development would compete with the original building and would appear as a dominant feature which would have a detrimental impact on the historical character of the existing building. In regard to the approval for the Atlantic Hotel located at 73 Main Street the extension was on the building which was not listed. The building at 73 Main Street also has a

wider street frontage and is more capable of facilitating the extension as approved. The Adelphi building is narrower and an extension of this scale would be more dominant in relation to the character of the area.

Impacts on Listed Building

8.21 Within the supporting statement provided by the applicant mention is made to a buildings survey carried out by HED which states that the building has no merit in being listed. Currently the Adelphi building is listed and as such has been considered under the relevant planning policy criteria in Planning Policy Statement 6.

Need and Benefit to the Local Economy/ Tourism Benefit

8.22 Within the supporting statement the applicant states that this extension is required to provide additional rooms as the hotel is currently at capacity during summer months and shoulder months. It is stated that there is a need to provide additional rooms to cope with demand. The hotel currently has 28 rooms and it is stated that hotels with less than 30 rooms are rarely viable without an extensive bar trade. It is stated that the overall extension will provide 48 rooms which will secure the economic viability of the business.

8.23 In regard to benefit to the Economy it is stated that the proposed expansion will provide the following benefits.

- An investment in excess of £2m.
- Potential to provide additional guest nights.
- Provide an additional 15 jobs.
- Will bring in in excess of £3 million annually to the local economy.

While these general benefits are recognised, they are unsubstantiated.

8.24 In addition to this a consideration of relevant Planning policy in regard to Tourism and development within the town centre has been provided within the planning support statement. It is stated that the Adelphi could close if it becomes uneconomical and this would have a detrimental impact on Portrush. It is also

stated that the Adelphi contributes to the vibrancy of Portrush. This information has been considered in the assessment of this application and are relevant material considerations.

- 8.25 In line with paragraph 3.3 of the SPPS, economic considerations are to be accorded appropriate weight. It also states that furthering sustainable development means balancing social, economic and environmental objectives, all of which are considerations in the planning for and management of development. It is accepted that the proposed development will provide economic benefits. However, on balance, it is considered that the harm to the listed building, the neighbouring listed building and townscape generally definitively outweighs the economic benefits.

Other Issues

- 8.26 As the initial permission was not implemented at this site, the existing extension to the rear is unauthorised. As such, this proposal involves an extension to an unauthorised building which is unacceptable. To approve this application would infer that the existing development is authorised.

Habitats Regulations Assessment

- 8.27 The potential impact of this proposal on Special Areas of Conservation, Special Protection Areas and Ramsar sites has been assessed in accordance with the requirements of Regulation 43 (1) of the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended). The proposal would not be likely to have a significant effect on the features, conservation objectives or status of any of these sites.

Design and Access Statement

- 8.28 A design and Access Statement has been provided as part of this application. The design has been found unacceptable.

9 CONCLUSION

9.1 The proposal is considered unacceptable in this location having regard to the Northern Area Plan, and other material considerations, including the SPPS. It fails to meet the principle policy requirement for an extension to a hotel under Policy TSM 1 and 7 of PPS 16, it also fails to meet Policy BH 8 and BH 11 of PPS 6 and Policy DES 2 of a Planning Strategy for Rural Northern Ireland. The proposal would have an unacceptable adverse impact on the subject listed building, on adjacent listed building and townscape generally. Overall the proposal does not respect the character of the area or the listed building given the scale, size and design of the proposal. These issues are determining over the economic and tourism benefits. Refusal is recommended.

10 REASONS FOR REFUSAL

10.1 Reasons:

1. The proposal is contrary to paragraph 4.27 of the SPPS and Policies SP18/DES2 of the Planning Strategy for Rural Northern Ireland in that the development would, if permitted, not be sensitive to the character of the area surrounding the site in terms of design, scale, height and use of materials.

2. The proposal is contrary to paragraph 6.13 of the SPPS, Policy BH8 (Extension or Alteration of a Listed Building) and Policy BH 11 (Development affecting the Setting of a Listed Building) of Planning Policy Statement 6: Planning, Archaeology and the Built Heritage, as the proposal has an adverse impact on the existing listed buildings. The scheme as submitted detracts from the appearance and character of the listed buildings and results in a loss of its architectural integrity by reason of:
 - a) its detailed design which is out of keeping with the architectural form, design and character of the building in terms of scale, form, massing, proportions, height and;
 - b) The inclusion of architectural details which are out of keeping with those found on the building.

3. The proposal is contrary to paragraph 6.265 of the SPPS and Policies TSM 1 and TSM 7 of Planning Policy Statement 16: Tourism as the proposal is not of a nature appropriate to the location and would have a detrimental impact with respect to the character of the area given the scale, size and design of the proposal.

4. The proposal is contrary to Para 5.72 of the Strategic Planning Policy Statement for Northern Ireland (SPPS) in that the proposal seeks to extend an unauthorised building. The time for enforcement action has not expired.

Site Location

