

APPLICATION NO: 24/00353/FUL **CASE OFFICER:** Andrew Hunt

WARD: Roby **PARISH:** N/A

LOCATION: Bowring Park Golf Club, Roby Road, Roby, Knowsley, L36 4HD

PROPOSAL: ERECTION OF PARK HOUSE, PROPOSED RECEPTION, GOLF SHOP AND GOLF BUGGY STORAGE AREA AND EXTENSION TO EXISTING COACH HOUSE (PART RETROSPECTIVE).

Site Description

The application site is small irregularly shaped piece of land located at the northern part of Bowring Golf Course. The site located close to the existing Coach House and Stables Building. There is a car park to the east and grassed areas with trees to the north, south and west. Further to the west is the M62.

Proposal

The proposal is for the erection of a park house, proposed reception, golf shop and golf buggy storage area and extension to existing coach house (Part Retrospective). The park house (12.1 m x 7.2m is size) would be a two storey building with the ability to be used for a flexible range of uses. The reception (9.78 x 6.84m in size) would include a golf shop and reception. Both buildings would be located to the south west and south of the stables building respectively. The reception includes a Golf Container Store. The Coach house extension has already been built and consists of clad containers and seating with a tent covering the seating area

Consultations

Arboricultural Officer – No objection.

Environmental Health – No objection subject to conditions in relation to contaminated land, construction hours, a construction management plan, importation of soil/material, fixed plant noise, and opening hours.

Environmental Sustainability Services – No Objection.

Merseyside Environmental Advisory Service – A bat survey is required due to works to trees and details of Biodiversity Net Gain are required prior to determination. Conditions are also requested in relation to Reasonable avoidance measures, breeding birds, bird nesting boxes and a Construction Environmental Management Plan.

Merseyside Fire and Rescue – No Objection subject to informatives.

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Police Architectural Liaison Officer – No Objection - recommended certain measures to reduce crime.

United Utilities – No Objection subject to informatives.

Representations

This application has been publicised by letters sent to 8 neighbours. No representations have been received.

Planning History

Several applications have been approved at the site, however none are directly relevant.

Relevant Policy

Paragraph 11 of the National Planning Policy Framework (NPPF) states that planning decisions should apply a presumption in favour of sustainable development. This means approving development proposals that accord with an up-to-date development plan without delay; or where the development plan is absent, silent or out of date planning permission should be granted unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

Paragraph 12 of the NPPF clarifies that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan, permission should not normally be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

The development plan in Knowsley comprises the Saved Policies of the Replacement Unitary Development Plan, the Core Strategy Local Plan and the Joint Waste Local Plan. The following policies are relevant to the determination of this application.

KNOWSLEY LOCAL PLAN: CORE STRATEGY

CS2 - Development Principles
CS5 - Green Belt
CS8 - Green Infrastructure
CS19 - Design Quality and Accessibility in New Development
CS21 - Greenspaces and Trees

SAVED POLICIES - KNOWSLEY REPLACEMENT UNITARY DEVELOPMENT PLAN (ADOPTED JUNE 2006)

N/A

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Article 35 Statement

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating with the applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.

ISSUES AND ASSESSMENT:

PRINCIPLE OF DEVELOPMENT 1 (GREENSPACE)

The application site is situated within Urban Greenspace.

Policy

Core Strategy Policy CS21 States that new development which would result in the loss of urban greenspace, will not be permitted unless at least one of the following criteria are met:

- a) A surplus of provision for all types of greenspace would be maintained relative to local standards;
- b) The land is considered unsuitable in terms of size, location or character to prevent or address individual deficiencies of different types of greenspace relative to local standards;
- c) Appropriate mitigation is provided through replacement facilities of at least an equal quantity, quality and accessibility;
- d) The development is required to improve greenspace provision or for ancillary facilities to support sport or recreation; or
- e) Where the proposal relates to the loss of indoor or outdoor sports provision, and there is no evidence of future or continuing need for sports use, or alternatively only land incapable of forming a playing pitch or sporting facility is affected and its release accords with either clause 2)a) or 2)b).

NPPF Para 103 states that Existing open space, sports and recreational buildings and land, including playing fields and formal play spaces, should not be built on unless:

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

Assessment

Whilst the site is officially designated as open space, the coach house extension occupies an existing area of hardstanding between 2 buildings which did not function as open space. Therefore the extension does not result in loss of open space area within the site.

In relation to the proposed Park house and Reception buildings, these buildings are for sport and recreation uses which would enhance the use of the site overall and help support its

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vitality and commercial viability. Therefore, the proposal is permissible under Core Strategy policy CS21 d).

PRINCIPLE OF DEVELOPMENT 2 (GREEN BELT)

The site is located within the Green Belt.

Core Strategy Policy CS5 states that inappropriate development will not be permitted in the Green Belt except in very special circumstances in which it has been demonstrated that the harm to the Green Belt (including any harm to its openness, purposes or to its visual and recreational amenities) would be clearly outweighed by other considerations.

NPPF para 154 states that Development in the Green Belt is inappropriate unless one of the following exceptions applies: Para b) is considered of relevance.

b) the provision of appropriate facilities (in connection with the existing use of land or a change of use), including buildings, for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;

The proposed development would consist of ancillary buildings related to the existing use of the site. The coach house extension would merely extend an existing use at the site whilst the Park House and proposed Reception would be for sport and recreation.

In relation to openness, the Eurogarages Judgement (*Euro Garages Ltd v The Secretary of State for Communities And Local Government & Anor [2018] EWHC 1753 (Admin) (11 July 2018)*) clarifies that the impact on the openness of the Green Belt as a whole is assessed and not that of the individual site.

The coach house extension is built on an existing hardstanding area between two buildings (the existing coach house to the east and the stables to the west, this limits the visual impact from the development. The proposed park house and reception would be screened by trees to the south and west and by the stables building to the north. Therefore, there would be limited visual impact from the proposal. In relation to the size of the buildings, these are relatively small and are both less than half the size of the stable building. All built development would take place at the northern part of the wider Golf Course site, where there is existing built development. All built development would be relatively temporary buildings with the use of containers and portable elements. Therefore, the Green Belt function of the wider site would not be compromised. The proposal will therefore not cause harm to openness of the Green Belt as a whole and would not conflict with the purposes of including land within it.

Overall, the proposal would be for appropriate facilities in connection with the existing use of the land that would not result in harm to the openness of the Green Belt. The proposal therefore complies with Core Strategy Policy CS5 and NPPF para 154.

CHARACTER OF AREA

Policy CS19 in the Core Strategy requires new developments to respond to and integrate positive characteristics of immediate surroundings, including local materials, scale, mass, form, layout, alignment and density of the existing built environment.

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The Park House would consist of containers which would be painted black whilst the reception area would also consist of containers and a portable office. However, the portable office would include timber cladding. The Coach house extension is also a modified container covered in wooden cladding and a tent. The proposed materials and design is considered acceptable given the temporary nature of the use. The wooden cladding for the reception and coach house extension is considered to soften the appearance of the containers whilst the park house would be surrounded by trees.

RESIDENTIAL AMENITY

Policy CS19 in the Core Strategy requires new developments to maintain a good standard of amenity for all existing and future occupants of land and buildings by avoiding unacceptable impacts on existing residents and future occupiers.

The buildings are small scale and located well within the site away from the boundary, they will therefore not have any adverse impact on the amenity of residents. The nearest dwelling is to the east over 200metres away from park house and reception area. The development therefore complies with Policy CS19 of the core strategy. Due to the distance to neighbouring properties it is considered that a restriction on opening hours is not necessary, particularly as it is currently operating without any issues and this matter is already controlled by a licensing condition. A key principle of the planning system is that it should avoid duplication of other regulatory consent regimes.

ECOLOGY

Policy CS8 (Green Infrastructure) in the Core Strategy states that new developments should sustain and promote biodiversity in accordance with its importance and contribution to ecological networks.

A number of Ecological Surveys have been submitted in support of the application. They identify that the proposed development would not have a significant impact on protected species or their habitats. Merseyside Environmental Advisory Service have requested a bat survey due to works to trees, however, the applicant has clarified that no trees would be felled or works carried out to trees. So, a bat survey is no longer required.

The development proposal is also required to meet the mandatory 10% Biodiversity Net Gain (BNG) requirement. The applicant has stated that an additional 0.918 BU will be added raising the total post development value to 2.358 units which surpasses the required 10% net gain.

In relation to biodiversity net gain, Merseyside Environmental Advisory Service have requested additional details are provided in the form of landscape plans. However, there is considered sufficient information provided with the application to demonstrate that biodiversity net gain can be achieved particularly given the large areas of open space controlled by the applicant on the wider Golf Course site. Details of biodiversity net gain can therefore be dealt with via a planning condition.

Two planning conditions have been drafted – one to secure the submission of a biodiversity net gain plan and a second to secure the submission of a landscaping scheme. The required landscaping scheme will directly inform the BNG Plan.

Overall, the proposal complies with Core Strategy Policy CS8.

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TREES

Part 10) of Core Strategy Policy CS21 states that the Council will encourage proposals for new development to incorporate:

a) Retention of existing trees, woodland, vegetation and other habitat features which offer a positive contribution to the local environment in terms of visual amenity, recreation value or biodiversity/wildlife interest;

In relation to trees, an updated tree survey has been produced which demonstrates that no trees would be felled and that no works would be carried out to existing trees. The proposal has also been reviewed by the council's arboricultural officer who has no objection to the development.

OTHER CONSIDERATIONS

It is considered that issues in relation to contamination can be adequately addressed through conditions, which is supported by the views of relevant consultees.

In relation to construction noise and disturbance, this will be minimised through the provision of a construction environmental management plan.

CONCLUSION

The development is acceptable in principle and would not cause harm in relation to the character of the area, ecology, trees or amenity. The proposed development complies with policies included within the Core Strategy (2016), Knowsley Replacement Unitary Development Plan (saved policies 2009) and National Planning Policy Framework (2019).

RECOMMENDATION:

That Planning Permission be granted subject to the following condition(s):-

- 1) The development (of the park house and reception) must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: In order to comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended).

- 2) Plans

The development hereby permitted shall be carried out in accordance with the following approved plans and documents:-

- a. Path Details - (Received 24/01/2025)
- b. Existing Site Plan - (Received 04/10/2024)
- c. Location Plan - Received 04/10/2024)
- d. Proposed Site Plan - (Received 31/07/2024)
- e. Coach House – Proposed Plans - (Received 28/06/2024)
- f. Coach House – Proposed Elevations - (Received 28/06/2024)
- g. Coach House – Proposed Elevations 2 - (Received 28/06/2024)

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- h. Reception – Proposed Plans - (Received 28/06/2024)
- i. Reception – Proposed Elevations - (Received 28/06/2024)
- j. Park House – Proposed Plans - (Received 28/06/2024)
- k. Park House – Proposed Elevations - (Received 28/06/2024)

Reason: For the avoidance of doubt.

Pre Commencement

Biodiversity gain plan

3)

Prior to the commencement of development of works on the park house and reception, a biodiversity gain plan must be submitted to the local planning authority.

The plan must include the following:

- (a) information about the steps taken or to be taken to minimise the adverse effect of the development on the biodiversity of the onsite habitat and any other habitat,
- (b) the pre-development biodiversity value of the onsite habitat,
- (c) the post-development biodiversity value of the onsite habitat,
- (d) any registered offsite biodiversity gain allocated to the development and the biodiversity value of that gain in relation to the development,
- (e) any biodiversity credits purchased for the development, and
- (f) such other matters as the Secretary of State may by regulations specify.

The plan will be informed by a landscaping scheme (see condition 5).

Development cannot commence until the biodiversity net gain plan has been approved by the local planning authority.

Reason: To comply with the Environment Act 2021.

4)

Construction Environmental Management Plan

Prior to commencement of development of works on the park house and reception, a Construction Environmental Management Plan shall be submitted to and agreed in writing by the Local Planning Authority that details the means of mitigation of construction effects. This shall include but not be limited to the following:

- a. Layout of the site compound including identification of areas for the storage of plant and materials, loading/unloading and turning areas for delivery vehicles [for each phase as necessary].
- b. Management of deliveries including prevention of waiting/layover of construction related traffic on the highway, measures for the control of traffic to and from the site and consideration of any temporary traffic management arrangements which may be necessary during periods of construction. Note reversing on the highway is not permitted without a trained Banksman (RoSPA or equivalent)
- c. Construction staff parking arrangements
- d. Control of transfer of mud out of the site - details of wheel washing facilities including location and type.
- e. Methods for dust control and suppression.
- f. A programme of works including phasing, if applicable.
- g. Adequate provision for addressing any abnormal wear and tear to the highway, if applicable.
- h. The location in a pedestrianised area subject to vehicular access restrictions from 10am - 5pm.

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- i. Details of relevant pest control measures that will be in place, or will be put in place, should evidence of pests become apparent during the construction works.
- j. Measures to protect breeding birds
- k. Measures to protect terrestrial mammals
- l. Measures to protect amphibians
- m. Standard pollution control measures to protect all retained habitats, including woodlands.

All site works shall then be carried out in accordance with the approved Plan unless otherwise agreed in writing beforehand with the Local Planning Authority

Reason: To ensure the satisfactory development of the site and in the interests of protecting the amenity of neighbouring occupiers and to comply with saved Policies H5, and ENV2 of the Knowsley Replacement Unitary Development Plan, adopted June 2006 and Policy CS2 of the Core Strategy, adopted January 2016.

Pre occupation

5) Landscaping Scheme

Notwithstanding the details shown on the approved drawings, no part of the development shall be occupied until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority.

The details shall relate to all land surfaces not built upon and shall include:

- a) Land-levels and gradients resulting in the formation of any banks, terraces or other earthworks
- b) hard surfaced areas and materials,
- c) planting plans, specifications and schedules, planting size, species and numbers/densities, trees to be retained and a scheme for the timing / phasing of work. This should include:
 - i. The planting of 4 new trees;
 - ii. Introducing 0.0165 ha of woodland wildflowers; and
 - iii. Enhancing the condition of 10 existing trees through deadwood removal.
- d) existing plants / trees to be retained
- e) A detailed regime for the ongoing and longer term maintenance of all soft landscaping is also required to be submitted for approval.

The approved landscaping works shall be implemented and completed prior to the occupation of the dwelling to which it relates unless otherwise agreed in writing by the Local Planning Authority.

Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and to comply with Saved Policy H5 of the Knowsley Replacement Unitary Development Plan, adopted June 2006, Policy CS19 of the Knowsley Local Plan Core Strategy, adopted January 2016, and the National Planning Policy Framework.

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6) Bird Boxes

Prior to the occupation of the reception or Park House, details of bird and bat boxes (including their number, location and detailed specification as well as timing of installation) shall have been submitted to and have been approved by, the local planning authority. Evidence of implementation (i.e. photographs) will need to be provided to the Local Planning Authority to enable discharge of the condition. All works shall be carried out in accordance with the approved details and retained as such hereafter.

Reason: In order to secure bird boxes on the site to improve biodiversity.

Ongoing

7) Construction Hours

No construction work shall take place outside the hours of 08:00 - 18:00 hours Monday to Friday, 08:00- 13:00 hours Saturday and not at all on Sundays/Public Holidays.

Reason: In order to avoid harm to amenity.

8) Soil Importation

No top soil is to be imported to the site until it has been tested for contamination and assessed for its suitability for the proposed development; a suitable methodology for testing this material should be submitted to and agreed by the Local Planning Authority prior to the soils being imported onto site. The methodology should include the sampling frequency, testing schedules, criteria against which the analytical results will be assessed (as determined by the risk assessment) and source material information. The analysis shall then be carried out and evidence submitted to and approved in writing to by the Local Planning Authority.

Reason: In order to protect human health from contamination.

9) Fixed Plant Noise

Fixed plant and machinery associated with the development shall be designed to a level that is at least 5dB(A) below the existing LA90 background noise level as measured during the relevant time period. Any tonal, impulsive and/or irregular noise would be addressed by imposing a penalty as per the methodology set out in BS 4142:2014+A1:2019, Methods for rating and assessing industrial and commercial sound. Noise limits for fixed plant are to apply at a position 1 metre from the closest affected window of the nearest noise sensitive property. made available for use.

Reason: In order to protect residential amenity from excessive noise.

10) Breeding Birds

No tree felling, scrub clearance, hedgerow removal, vegetation management, ground clearance or building works is to take place during the period 1 March to 31 August

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inclusive. If it is necessary to undertake works during the bird breeding season then all buildings, trees, scrub, hedgerows and vegetation are to be checked first by an appropriately experienced ecologist to ensure no breeding birds are present. If present, details of how they will be protected are required to be submitted for approval.

Reason: In order to protect breeding birds.

Signed Case Officer¹:

Andrew Hunt

**Signed Authorising
Officer²:**

Jo Sheridan

Date:

14/03/2025

1 I confirm that I do not have a personal relationship with the applicant, agent or other interested parties; I also confirm that I do not have a financial interest in the site or the development proposed

2 I confirm that I do not have a personal relationship with the applicant, agent or other interested parties; I also confirm that I do not have a financial interest in the site or the development proposed

INFORMATIVES

1) Contamination

Based on the information available we are not aware of any contamination on this site. However, the responsibility to properly address contaminated land issues lies with the owner/developer of the site, irrespective of any involvement by this Authority. The applicant/developer is requested to contact the Council's Environmental Protection Unit (Tel: 0151 443 4712) as soon as is practicable should contamination be encountered during the development of the site.

If contaminated material is encountered the applicant/developer is required to dispose of the contaminated arisings appropriately. They should also be aware of their health and safety responsibilities to workers in respect of handling such materials. The developer should also ensure that no pathways are created by which any contamination may either migrate off-site or affect site users.

- 2) Crime Avoidance Measures - See Letter**
- 3) United Utilities – See Letter**
- 4) Merseyside Fire and Rescue – See Letter**

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