SCHEDULE A: Applications with Recommendation

13/0576

Item No: 15 Date of Committee: 20/12/2013

Appn Ref No:Applicant:Parish:13/0576Mr & Mrs BoweDalston

Agent: Ward: Brian Child Dalston

Location: Rose Bank Saw Mill, Dalston, Carlisle, CA5 7DA

Proposal: Extension To Existing Workshop To Provide Additional Undercover

Timber Drying Storage And Biomass Boiler Heating System

Date of Receipt: Statutory Expiry Date 26 Week Determination

26/07/2013 23:00:06 20/09/2013 23:00:06

REPORT Case Officer: Stephen Daniel

1. Recommendation

1.1 It is recommended that this application is approved with conditions.

2. Main Issues

- 2.1 The Principle Of Development
- 2.2 The Scale & Design Of The Development
- 2.3 Impact Of The Proposal On The Ancient Woodland
- 2.4 Other Matters

3. Application Details

The Site

3.1 Rose Bank Sawmill consists of some existing workshop buildings, an office, extensive areas of storage, customer parking and a dwelling, which is occupied by the owners of the site. The eastern part of the site, which slopes downhill away from the main site, is designated as Ancient Woodland and forms part of Rose Wood, the majority of which is owned by the Church Commissioners. Rose Bank Sawmill owns 1.5 acres of Rose Wood and a small section of this has been cleared and is currently used for

the storage of timber posts.

- 3.2 Until 2001, the core business of Rose Bank Sawmill was the production of posts and rails for the agricultural sector. Since 2004, the business has diversified from its agricultural focus to also serve the public, commercial and industrial sectors. The requirements of the various sectors are currently met through the sale of pressure treated timber, the erection of timber and metal fencing, the sale of gates, posts, rails, decking, garden furniture and accessories. Agricultural posts are processed on site and this results in peelings and post points residue, which are disposed of as waste products.
- 3.3 Some residential properties lie to the west of the office building and these dwellings have fields to the rear. An area of Ancient Woodland adjoins the site to the east, beyond which lies Rose Castle Farm and Rose Castle, with Ancient Woodland also adjoining the site to the south. A public footpath runs along the eastern edge of the site.

The Proposal

- 3.4 The proposal is seeking to extend the existing treatment plant and workshop buildings to provide additional undercover timber drying storage and a biomass boiler heating system. The extension would run the full length of the existing building (30.8m) and would measure 16.9m in width. The east elevation would have an eaves height of 8.2m and this would be level with the eaves height of the west elevation due to the change in levels. The ridge height of the extension would match that of the existing building. The lower section of the walls would be constructed of blockwork painted off white, with the upper sections of the walls and the roof being constructed of juniper green profiled insulated metal panels.
- 3.5 The northern section of the building would contain a biomass boiler and a fuel storage area, which would be used to store wood chip that is currently stored in the existing waste storage bunkers. The western side of the building would be used to store round timber posts, for drying. The eastern section of the building would be left clear so that vehicles (a JCB and fork-lift) can access the storage areas.
- 3.6 The building would be sited on an area that is currently used for the storage of timber posts. This area forms part of the area of Ancient Woodland but has been cleared of all trees and hardcore has been added to the surface.
- 3.7 The applicant has submitted some supporting information, which explains why the building is needed and why it needs to be in the proposed location.
 - the extension would be attached to the existing treatment plant, which lies in close proximity to other buildings on the site;
 - the siting of the biomass boiler in close proximity to existing buildings would allow easy access for the heating system to permeate all the buildings, including staff working areas, which would improve the working

conditions for staff:

- the workshop extension would allow waste post points/ timber from the yard to be used in a biomass heating system. This would minimise waste and provide renewable energy;
- equipment in the existing treatment plant currently freezes up in the winter months. The new extension would act as a buffer for the existing treatment plant, which would increase the temperature within the existing building and this would help to ensure continuity of employment in adverse weather conditions and improve the economic position of the business;
- the storage of more timber products under cover would improve the viability of the business.

4. Summary of Representations

4.1 This application has been advertised by means of site and press notices as well as notification letters sent to seven neighbouring properties. No verbal or written representations have been made during the consultation period.

5. Summary of Consultation Responses

Cumbria County Council - (Econ. Dir. Highways & Transportation): - no objections;

Dalston Parish Council: - comments awaited;

Cumbria County Council - (Highway Authority - Footpaths): - Public footpath 114043 crosses the entrance to the site and must not be obstructed during or after the completion of the development:

Local Environment - Environmental Protection: - no objections;

Forestry Commission: - consider that the areas that have had rubble dumped and hardcore put in place should be left to development, as it will be beyond repair as regards comments the Ancient Woodland and also mindful of a woodland based business. A new boundary line should be drawn to delineate a final boundary for the Ancient Woodland that should have no further development beyond it. A Tree Preservation Order is a good tool to prevent woodland erosion.

6. Officer's Report

Assessment

- 6.1 The relevant planning policies against which the application is required to be assessed are Policies CP2, CP3, CP5, EC11 and LC8 of the Carlisle District Local Plan 2001-2016. The proposal raises the following planning issues:
 - 1. Whether The Proposal Would Be Acceptable In Principle
- 6.2 The proposal is seeking to extend an existing building which is located on an established employment site in the rural area and this would be acceptable in

principle. The building would, however, be sited on an area of Ancient Woodland and this issue is considered in Section 3 below.

- 2. Whether The Scale And Design Would Be Acceptable
- 6.3 The proposed extension would be attached to the eastern side of the existing treatment plant. It would run the full length of the existing building (30.8m) and would measure 16.9m in width. The east elevation would have an eaves height of 8.2m and this would be the level with the eaves height on the west elevation of the existing building due to the change in levels. The ridge height of the extension would match that on the existing building. The building needs to be of the size specified as it would contain a biomass boiler, a fuel storage area, storage areas for drying round timber posts and space would be needed so that vehicles (a JCB and fork-lift) can access the storage areas.
- The lower section of the walls would be constructed of blockwork painted off white, with the upper sections of the walls and the roof being constructed of juniper green profiled insulated metal panels. The existing building is constructed of juniper green profiled metal panels, as are the adjacent buildings, so the proposed materials would be acceptable.
- In light of the above, the scale and design of the proposed extension would be acceptable.
 - 3. Impact Of The Proposal On The Ancient Woodland
- 6.6 The building would be sited on an area that is currently used for the storage of timber posts. This area forms part of the area of Ancient Woodland but has been cleared of all trees and hardcore has been added to the surface. The removal of the trees was permitted (the applicant can fell 5m3 of trees every quarter) but the change of use of the land to a storage area requires planning permission. If this application is approved, this would rectify the current breach of planning permission.
- 6.7 The Council's Tree & Landscape Officer has objected to the proposal which would lead to the loss of Ancient Woodland, which is a highly valuable biodiversity resource and which once lost is lost forever and the loss cannot be mitigated. He considers that the loss of the Ancient Woodland is unacceptable as the proposal does not provide significant benefits. The proposal is, therefore, contrary to Policy CP2 (Biodiversity) of the adopted Local Plan, which requires that proposals should seek to conserve and enhance the biodiversity value of the areas which they affect. Furthermore, Policy CP3 (Trees and Hedges on Development Sites) states that the Council will resist proposals which cause unacceptable tree loss.
- Paragraph 118 of the National Planning Policy Framework states that planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including Ancient Woodland and the loss of aged or veteran trees found outside Ancient Woodland, unless the need for, and benefits of, the development in that location clearly

outweigh the loss.

- 6.9 The Council's Tree & Landscape Officer considers that the applicant has not provided sufficient justification for the building or the reasons why this development must be in this location. Sufficient space is available elsewhere on the site that would not result in the further loss of Ancient Woodland, and this should be used. He considers that the proposal is, therefore, also contrary to the National Planning Policy Framework.
- 6.10 The applicant has provided information about the need for the proposal and why it needs to be in this location. The extension would allow a biomass boiler to be provided on the site, which would reduce waste and provide renewable energy. It would also allow more timber to be stored undercover which would reduce the loss of timber products during the winter months and which would ensure continuity of employment during adverse weather conditions. The above benefits would improve the economic position of the business and the working conditions of staff.
- 6.11 The building needs in the proposed location as it would consolidate the buildings in one part of the site, would provide easy access for the heating system to permeate all of the buildings in the area, including staff working areas and it would to act as a buffer for the existing treatment tank building where equipment is subject to freezing in the winter months. At present heaters are used but these are expensive to run and are not environmentally friendly. Without the extension there is a strong possibility of the business regressing and jobs being lost, or staff working reduced hours during winter months.
- 6.12 The Forestry Commission has been consulted on this application and considers that the application site should be left to development, as it is beyond repair as regards the Ancient Woodland and it is also mindful of the woodland based business operating from this site.
- 6.13 In light of the above, it is considered that the economic and environmental benefits of the scheme would out weigh the loss of the Ancient Woodland in this case.
- 6.14 The Forestry Commission's interest is in drawing a new boundary line that would delineate a final boundary of the Ancient Woodland that should have no further development beyond it. It considers that a Tree Preservation Order would be the best tool to prevent further woodland erosion. The Council's Tree & Landscape Officer has put a Tree Preservation Order on the woodland in the applicant's control and this would mean that permission would be required in the future to fell any trees in this area. This would protect the woodland from any further encroachment. The Tree Preservation Order is due to be determined by this committee.
- 6.15 It is suggested that if the committee is minded to approve the application, conditions are added to the consent to require the applicant to submit details of boundary treatment which should be erected along the boundary of the Sawmill site and the adjacent Ancient Woodland to prevent further

encroachment. The Tree/ Landscape Officer has stated that this should be a robust material and has suggested the use of Ascot post and rail fencing. The submitted plans show post and wire fencing but this would not be acceptable.

6.16 It is also suggested that conditions are added to the permission to ensure that a scheme of tree protection is submitted to ensure that there is no damage to the trees to be retained within the adjacent Ancient Woodland and to ensure the submission of a landscaping scheme.

Conclusion

6.17 The proposal would be acceptable in principle and the scale and design of the extension would be acceptable. Whilst the building would be sited in an area of Ancient Woodland (which has been cleared) the economic and environmental benefits of the proposal are considered to outweigh the loss of the Ancient Woodland. Conditions are suggested to be added to the permission which would protect the remaining areas of Ancient Woodland from development and would lead to the enhancement of the retained woodland.

7. Planning History

- 7.1 In December 1988, planning permission was granted for the erection of steel framed building to replace existing saw mill and drying shed (88/1058).
- 7.2 In July 2004, planning permission was granted for the demolition of existing building and erection of new office to replace existing portacabin and WC block (04/0752).

8. Recommendation: Grant Permission

1. The development shall be begun not later than the expiration of 3 years beginning with the date of the grant of this permission.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

- 2. The approved documents for this Planning Permission comprise:
 - 1. the submitted planning application form, received 26 July 2013;
 - 2. Design & Access Statement, received 26 July 2013;
 - 3. Business Case, received 1 November 2013;
 - 4. Tree Survey & Report, received 3 December 2013;

- 5. Site Location & Block Plan, received 26 July 2013 (Dwg No. 11238-01);
- 6. Existing Plan & Elevation, received 26 July 2013 (Dwg No. 11238-10);
- 7. Proposed Elevations & Plan, received 23 October 2013 (Dwg No. 11238-11A);
- 8. Existing Site Layout & Proposed Fence Lines, received 23 October 2013 (Dwg No. 11238-12A);
- 9. Tree Constraints & Protection Plan, received 3 December 2013;
- Location of T2, G9, T11 & T12 Tree Protection Zones, received 5 December 2013;
- 11. the Notice of Decision; and
- 12. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

3. The materials (and finishes) to be used in the construction of the proposed development shall be in accordance with the details contained in the submitted application, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the objectives of Policy CP5 of the Carlisle District Local Plan 2001-2016 are met and to ensure a satisfactory external appearance for the completed development.

4. No development shall take place until full details of soft landscape works, including a phased programme of works, have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved prior to the occupation of any part of the development or in accordance with the programme agreed by the Local Planning Authority. Any trees or other plants which die or are removed within the first five years following the implementation of the landscaping scheme shall be replaced during the next planting season.

Reason: To ensure that a satisfactory landscaping scheme is prepared and to ensure compliance with Policy CP5 of the Carlisle District Local Plan 2001-2016.

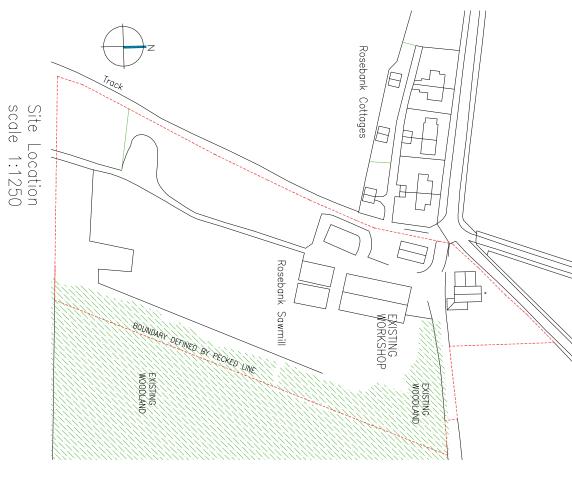
5. No development shall commence until details of the fence to be erected along the boundary between the sawmill site and the Ancient Woodland have been submitted to and agreed in writing with the Local Planning Authority. This fence shall then be erected in accordance with those details and retained at all times thereafter.

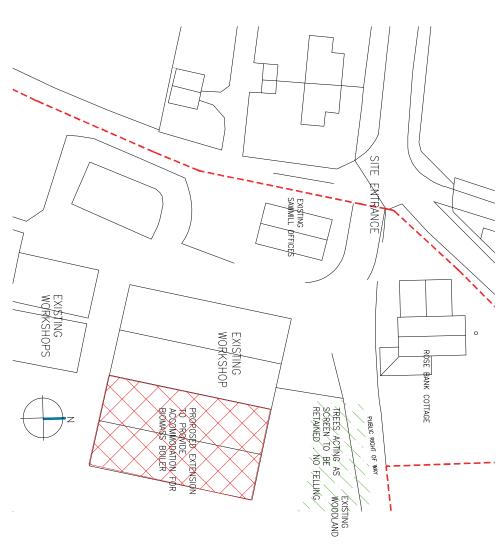
Reason: To ensure the design and materials to be used are appropriate

and to ensure compliance with Policy CP5 of the Carlisle District Local Plan 2001-2016.

- 6. Prior to the commencement of development, a scheme of tree protection shall be submitted to, agreed in writing by the Local Planning Authority, and implemented prior to commencement on site. Within the fenced off area:
 - 1 No equipment, machinery or structure shall be attached to or supported by a retained tree or by the tree protection barrier.
 - 2 No mixing of cement or use of other contaminating materials or substances shall take place within, or close enough to, a root protection area that seepage or displacement could cause them to enter a root protection area.
 - 3 No alterations or variations to the approved tree and hedge protection schemes shall be made without prior written consent of the local planning authority.
 - 4 No materials or vehicles shall be stored or parked within the fenced off area.
 - 5 No alterations to the natural/existing ground level shall occur.
 - 6 No excavations will be carried out within the fenced off area.
 - 7 The tree and hedge protection fencing must be maintained to the satisfaction of the Local Planning Authority at all times until completion of the development.

Reason: To ensure that the existing trees are protected in accordance with Policy CP3 of the Carlisle District Local Plan 2001-2016,



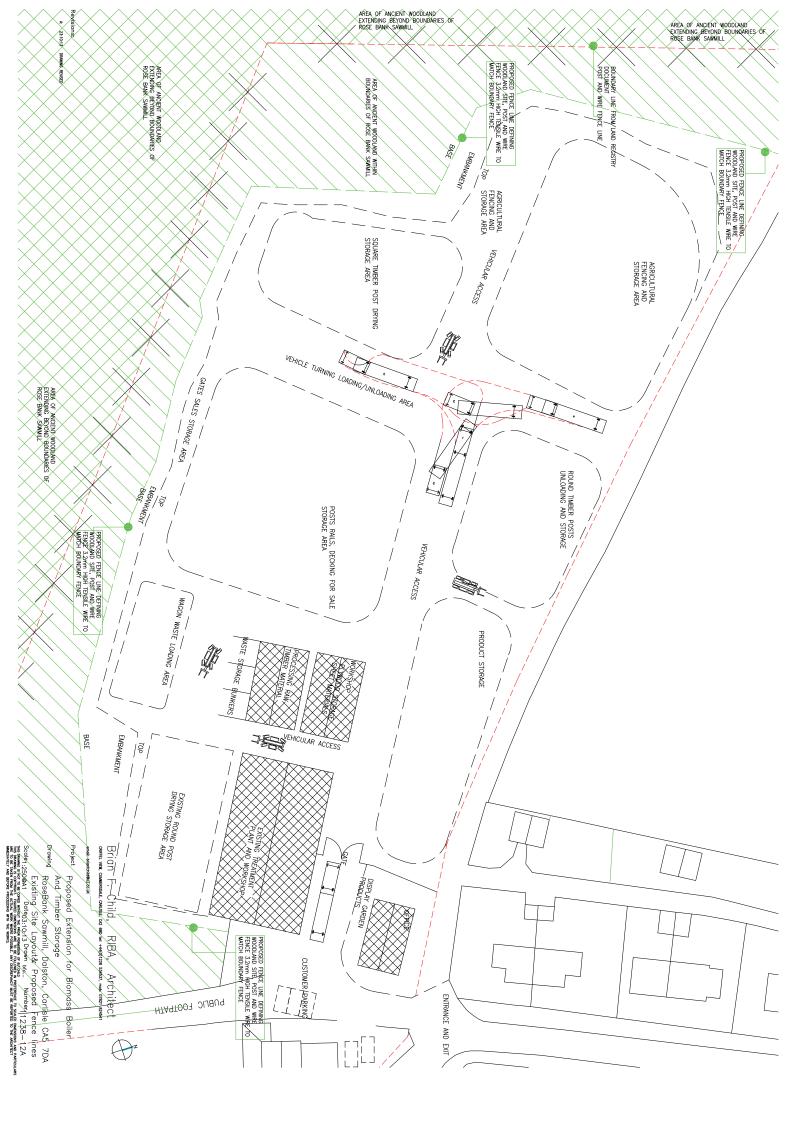


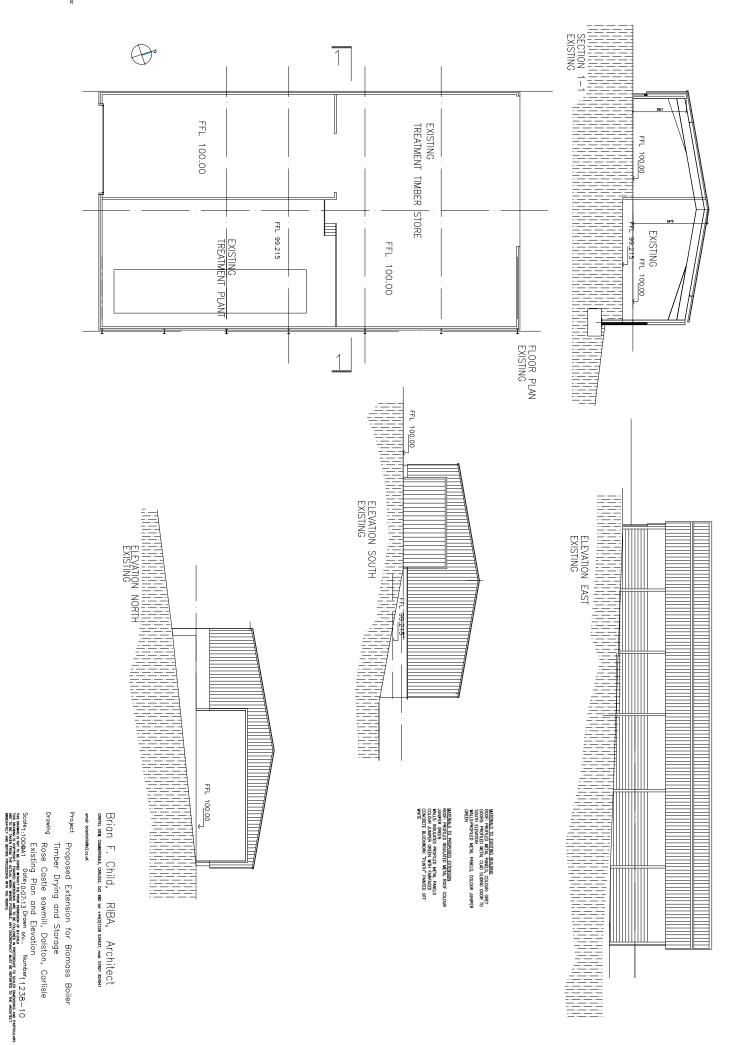
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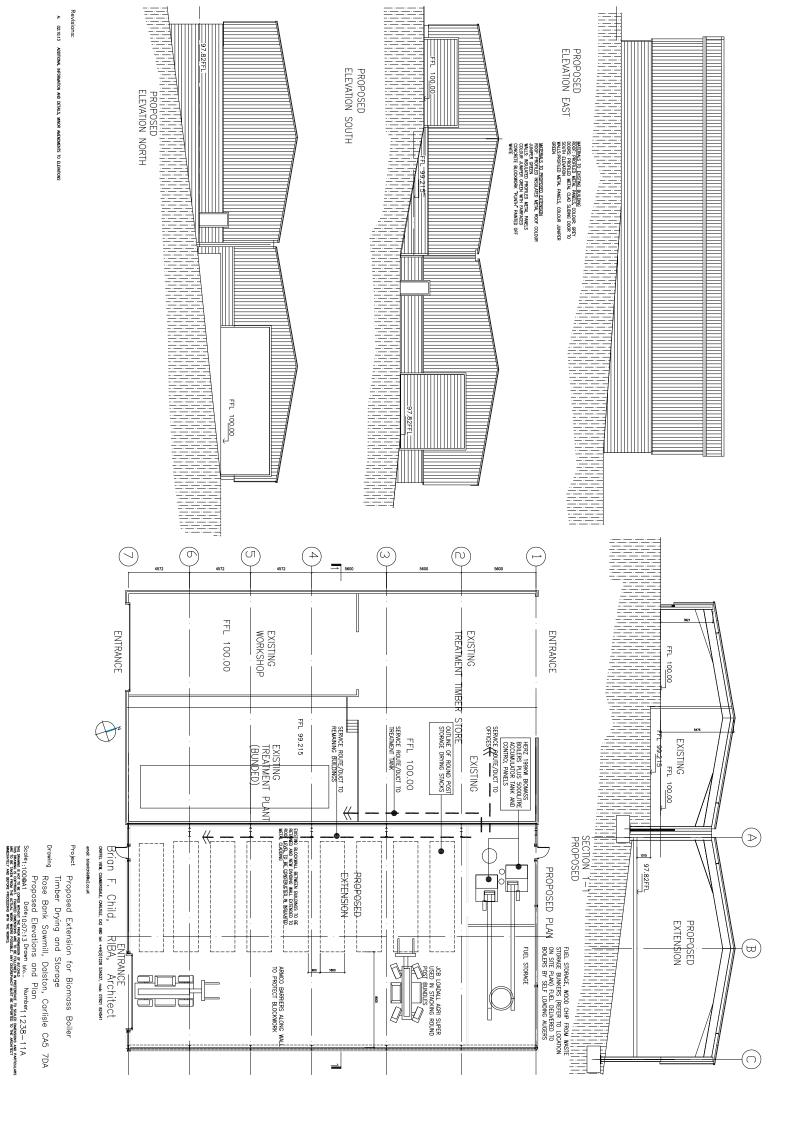
NOTE THAT BUILDINGS IDENTIFIED BY HATCHING ARE TO BE REMOVED OR DEMOLISHED

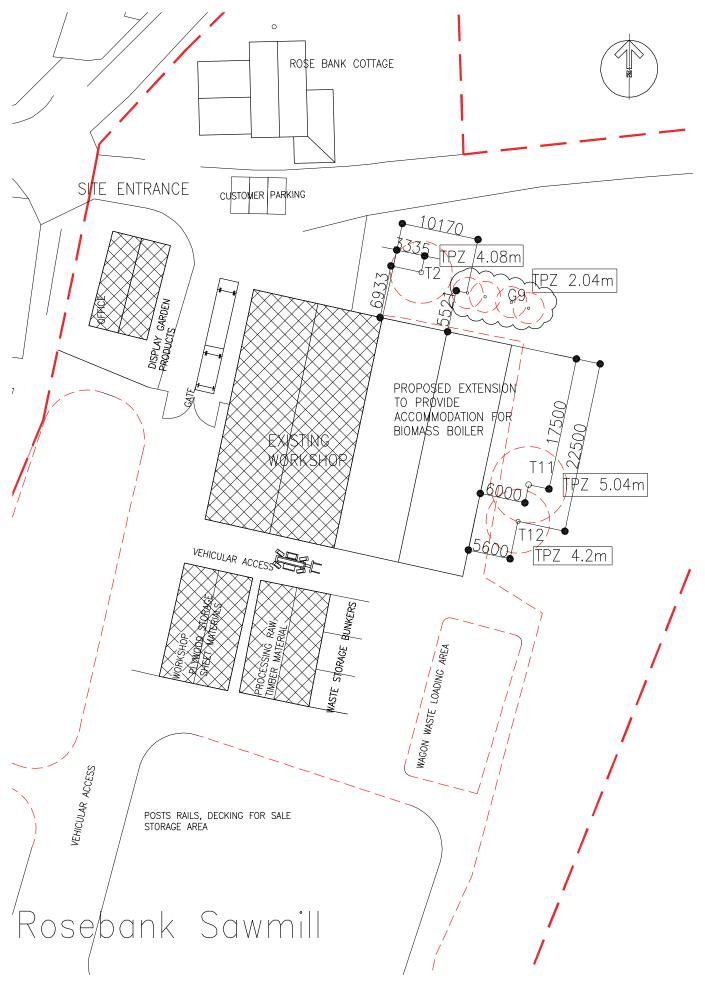
Brian F Child Dip ARCH RIBA Criffel Vew, Cummersdole, Carlisle tel 01228 534537 mab 07821824541 personal briantabild@o2.co.uk

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Project: Proposed Extension, Rose Bank Sawmill, Dalston. Location of T2, G9, T12 and T12 Tree Protection Zones

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ROSE BANK SAWMILL LIMITED – PLANNING APPLICATION 13/0576 THE BUSINESS CASE

Rose Bank Sawmill business was formed by the Church Commissioners in 1945. David Bowe's grandfather helped set it up. The Church Commissioners leased the business to the Bowe family in 1989 and sold it to them in 1997. The entire site is 4.67 acres, or just under 1.9 hectares. The site includes the entire business; home and garden of David and Julie Bowe, a public footpath and a stretch of woodland, which adjoins 35 acres of woodland owned by the Church Commissioners.

The business employs 7 staff and qualified sub-contractors for some of its off-site work.

Rose Bank Sawmill now plays a relatively strong part in the economy of Carlisle City Council area for an SME. Over the past seven to eight years its customer base has expanded from its agricultural dependency, through staged development and management systems, to service the public, commercial and DIY sectors.

The attached schedule shows customer base and % of trading. Not an exact science but a strong indicator. Figures can be skewed by farmers buying from agricultural merchants and DIY customers could start out as such and fit another category at some point later.

2011 - 2012	% of	2012 – 2013 (to date)	% of
	income		income
Farmers	14	Farmers	11
Contractors/Fencing	6	Contractors/Fencing	5
Contractors/Agricultural	3	Contractors/Agricultural	4
Sawmills	9	Sawmills	3
Merchants/Builders	16	Merchants/Builders	16
Merchants/Agricultural	10	Merchants/Agricultural	11
Builders/Joiners	7	Builders/Joiners	4
Estate/Agents	5	Estate/Agents	3
Civic Eng/Plant Hire	1	Civic Eng/Plant Hire	5
Landscape/Gardeners	3	Landscape/Gardeners	3
DIY/Small Customer	26	DIY/Small Customer	35

British timber is used for agricultural posts i.e. Keilder, Forestry Commission land. Sawn timber is purchased through British Chain of Custody suppliers and a small supply comes from European outlets from sustainable sources.

The business serves customers across Cumbria, SW Scotland, Lancashire, Cheshire and parts of the North East. It has a strong and increasing customer base in West Cumbria through targeted marketing, following the closure of a similar business in that area and through supplying to some West Cumbrian Agricultural Merchants who purchase traditional posts, rails and gates for their own trading purposes.

Loss of another well established business in Carlisle has recently given us the opportunity to target our marketing at the joinery sector and this is becoming increasingly successful.

To remain able to service the increased customer base we need to keep our products readily available, in sufficient quantities and competitively priced. Matching supply and demand requires intense management ability, due to the restrictive size and nature of the site and the equipment at our disposal.

Agricultural posts are processed on site and these along with all sawn timbers are treated on site. Drying to correct moisture content is paramount before treatment takes place. Depending on weather conditions, between 130,000 and 150,000 posts are machined and treated on site annually.

The extension to house a biomass boiler, drying and storage facility represents a significant investment for Rose Bank Sawmill but without such investment there is a strong possibility of the business regressing and jobs either lost, or staff placed on short time work during winter months. The purpose of the planning application is to sustain and strengthen the business and keep production going throughout twelve months of the year. The Sawmill would use its own post points for the biomass boiler.

The treatment tank is subject to freezing in the winter and currently space heaters are used to mitigate damage to the equipment but the tank cannot run. Space heaters are expensive to run and not particularly environmentally friendly. They are run on red diesel and have to be filled up seven days a week, three times a day over a 24 hour period.

Production is lost during this period and every time the treatment tank freezes up there is a weakening of the equipment. Repairs can be lengthy and difficult. A new treatment tank would cost in the region of £250,000.

Compounding this problem is the fact that the timber also freezes, as it is stored outside. The proposed heated buildings would allow a limited but steady flow of packs of timber to be dried internally and treatment would continue uninterrupted.

There are also losses of garden products during the winter and some of these could be stored internally to help maintain profit.

Rose Bank Sawmill also treats timber for other Sawmills and businesses.

As part of its ISO 9001 – 2008 certification the business is also accredited to treat timber to Highway Standards. There are few Sawmills in the country with this accreditation.

Global, national and local issues which have affected the business

Local issues

2001 Foot and Mouth – no agricultural requirements – business almost closes.

2005 Floods and storms – business slow as people recover

2008 West Cumbria floods - business slow as people recover

2009 – 2011 Adverse weather conditions – stops production and treatment equivalent to three months trading loss.

Land too wet to fence.

Little demand for garden furniture but increased demand for panels and posts to replace those damaged in storms

2012 – Business static – no increase on 2011 figures.

General and increasing compliance requirements placed on businesses

Global and National issues

Banking crisis – deep and varied issues

Triple dip recession

Loss of businesses

Loss of jobs

Cut-backs in local authority and public sector budgets

Uncertainty for all sectors

General and increasing compliance requirements placed on businesses.

In 2005 the business turnover was about £250,000. That turnover level is now required on compliance issues alone. This is despite the current turnover of the business being less than one million per annum.

Planning Application and response to objection.

National Planning Policy Framework

Planning permission should be refused for development resulting in the loss or deterioration or irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss

This policy is endorsed in the Local Plan. However, National and Local Policy is also clear about supporting the economy. The Local Plan is holistic. Economic recovery is paramount to survival and revival and as such we believe the emphasis should be on supporting business development. If the extension wasn't needed and we could not see any benefits, then we would not be making this application, given the long-term financial outlay to the business.

The above policy framework is all encompassing and we have made our case about protection of the environment and historic land usage of the area under consideration in on-going TPO correspondence.

We must make the case that under National Policy there could be over 70 ancient woodlands removed to make way for the HS2 scheme. We are not asking to remove any woodland and the particular site has been eroded for years.

Why should the building be in this location?

As set out in pre planning papers and following the site visit we trust agreement has been reached that this is the most appropriate site for a number of reasons already conveyed in pre planning papers. Boilers must be fed regularly and the post points are in adjacent bunkers. The site is used to capacity and health and safety issues must be a consideration throughout.

Benefits to be gained

As per pre-planning papers
Reduction in CO2 emissions
Re-use post points from Sawmill activity – recycling – environmental
Cutting transportation of post points from site – environmental

Related Matters for consideration

The building to which the extension is required was erected in 1992. The Bowe family rented the business at the time and the Church Commissioners would submit the Planning Application. For planning permission to be granted and Carlisle City Council Building Control Officers to be satisfied with the application there must have been no possibility of root disturbance to that building. Bushes however, do grow rapidly and come and go, through business and natural circumstances.

Years ago timber was stored not only on the working site but in the woodlands; coppicing took place; Christmas Trees were grown and harvested. Machinery was taken into the woodlands. Tin huts and sheds were built in the woodland. It was a working woodland. This did not only occur on the small portion belonging to the Sawmill but throughout that known as Rose Wood.

Today there is clearer delineation, as the Bowe family woodland is/was simply woodland to be enjoyed as a family asset and the Sawmill site is a contained and organised business.

Rose Bank - Ancient Woodland

We received copies of the 1994 Ancient Woodland Inventory Revision from Charles along with the 'current Ancient Woodland' mapping but cannot reconcile the two. The 1994 Ancient Woodland Inventory Revision shows the entire sawmill and rose wood as woodland, which is obviously not correct and the plan marked 'Ancient woodland current' shows the working site clear of woodland, except for the piece of land immediately behind the treatment tank and the Sawmill woodland adjoining the Church Commissioners site.

Ancient Woodland surveys only took account of sites of over 2 hectares but we are not aware whether consideration was given to legal ownership of parts of the whole if there was joint ownership of a unit of woodland. Rose Bank Sawmill woodland would not have appeared in the ancient woodland map at all if the two hectare rule had been applied.

Given the emphasis in the objection on the importance of the particular piece of ground proposed for the extension, it is still unclear to us why the TPO area is drawn to exclude the site in question.

Policy CP1 Landscape Character. 3.7

"The countryside is a valuable resource which should be protected for its own sake. Some development will inevitably take place in the countryside where it is essential for agriculture, forestry, tourism or other needs of the rural economy. Therefore the Council will seek to ensure that development does not unacceptably damage local character and where possible enhances the distinctive character of the area".

The Sawmill has been also a valuable resource in the countryside since 1945 and as such is part of the character of the area.

See also 3.9

"The rural environment may have the environmental capacity to accommodate small-scale development without damage to the irreplaceable characteristic species, habitats, historical and landscape features".

Given the space and condition of the area in question and the extent and care of the surrounding landscape we consider there is plenty of environmental capacity to accommodate this development.

Conditions to be imposed if development approved

Stephen please could you look carefully at the conditions Charles wishes to see if this application is approved. Safeguarding issues are generic but the management issues are in a grey area. Do management plans, if needed, not have to be agreed with the Forestry Commission?

Charles has suggested Ascot rail fencing for the internal boundary around the site (again if planning is approved). He has suggested this with the best intentions as he thought we would have the stock to do the work. However the cost of this would be £6,236 requiring a turnover of £24,000 approx

Post and wire fencing is £1,200 requiring a turnover of £5,000 approx and this is what has been put on the plan Brian submitted.

There is also the dividing fence to be re-instated at cost. This boundary fence is crossed by shooting parties and would also be post and wire, as before. Again this is all additional cost for the business.

We had already contacted two people for prices to carry out tree surveys and woodland management plans and are still waiting for responses from them. However, we are expecting another contact to come out on Saturday morning to discuss the woodland area. We have also asked Cumbria Woodlands for advice but they now signpost to the private sector.

Please let me know if you need more information. Pat Jefferson