

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 17

PLANNING APPLICATIONS COMMITTEE: 14 January 2015

Ward: Out of Borough

App No.: 141980

Address: Land at the Berkshire Retail Park, Pincents Lane, Tilehurst, Reading

Proposal: Section 73: Variation of Conditions: 2 - Approved Plans, 4 - Grey Metal Cladding, 7 - Landscaping, 13 Ecological Mitigation Measures, 14 - Pond Works, 19 - Flood Risk Assessment, 21 - Construction Environmental Management Plan, 23 - Dust Mitigation Measures and 30 - Surfacing of Equestrian Route, of planning permission reference 11/00218/COMIND (Erection of Class A1 retail store with associated car parking, landscaping, servicing and access arrangements).

Applicant: IKEA Properties Investments Ltd

Date received: 20th November 2014 (by West Berkshire Council)

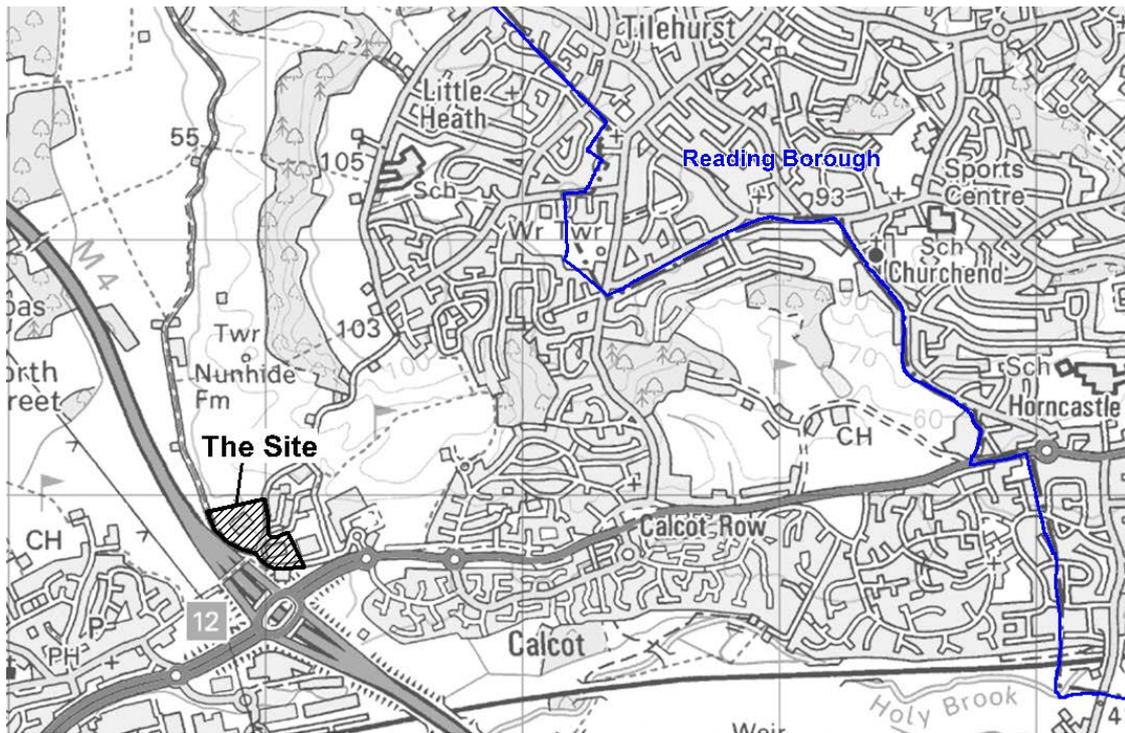
Major Application: West Berkshire Council 13 week target decision date: 19th February 2015

RECOMMENDATION:

That West Berkshire Council be informed that Reading Borough Council raise NO OBJECTION to the proposal but requests that if minded to grant planning permission a financial contribution is secured as part of a S106 agreement to mitigate the identified impact on Reading's transport network and that West Berkshire Council is sent a copy of this report for their information and use.

1. INTRODUCTION

- 1.1 Reading Borough Council (RBC) has been consulted on this application by West Berkshire Council (WBC). The application seeks to vary a number of conditions relating to permission 11/00218/COMIND (WBC reference) for erection of a retail store for IKEA Ltd, which was granted on 2nd August 2012.
- 1.2 RBC was consulted on the original application, and Planning Applications Committee considered the application on 22nd June 2011, and resolved to raise no objection to the proposal. However, Committee did request that a financial contribution as part of a S106 agreement be secured to mitigate the identified impact on Reading's transport network.
- 1.3 The main change proposed as part of the current application is to reduce the size of the IKEA store. This would mean an 18% reduction in overall floorspace, and the height would be reduced from three to two storeys.



Location - not to scale

2. PROPOSAL

- 2.1 The proposal seeks to vary a number of conditions relating to the approved development of an IKEA store at Pincent's Lane, Calcot. The original permission (WBC ref 11/00218/COMIND; RBC ref 111864) was granted on 2nd August 2012.
- 2.2 The main change sought is to the approved plans, and involves a significant reduction in the size of the store. This affects both the overall amount of floorspace, and the height. In terms of floorspace, these amended proposals reduce the size of the store from 39,612m² to 32,500m², a reduction of 7,112m² (18% reduction). As a result the number of car parking spaces is also proposed to be reduced from 1,179 spaces to 984 spaces. In terms of appearance, the store would change from a three storey to a two storey store with a height reduction of approximately 8 metres but there is a slight increase in the footprint of the building.
- 2.3 The other conditions to be changed relate to more minor matters including landscaping and a variety of environmental mitigation measures, which are not expected to affect Reading Borough.

3. RELEVANT PLANNING HISTORY

- 061466 (WBC reference 06/01471/COMIND) - Demolition of existing retail warehouse units and development of new retail warehouse unit, car parking, access and landscaping. Observations sent.
- 111864 (WBC reference 11/00218/COMIND) - Erection of Class A1 retail store with associated car parking, landscaping, servicing and access arrangements. Observations sent.

4. CONSULTATIONS

4.1 WBC has carried out its own consultations. RBC's consultation responses are outlined below

4.1 RBC Transport Development Control:

This application covers amended proposals for the consented IKEA store at Calcot, within West Berkshire which will be located on Pincents Lane behind the Sainsburys Superstore. These amended proposals reduced the size of the store from 39,612m² to 32,500m², a reduction of 7,112m² (18% reduction). As a result of the changes the number of car parking spaces reduces from 1179 spaces to 984 spaces.

The applicant has submitted a transport assessment addendum, which details the implications of these latest proposals against the consented scheme. It provides further analysis of the proposed junction arrangements to Junction 12 of the M4, the A4 / Pincents Lane junction which will be converted from a roundabout to a signalised junction and the implications of the West Berkshire, DfT funded Pinch Point scheme on the A4 at Calcot. Therefore as detailed within my response on the original application of the 17th May 2011, these improvements are all outside this Highway Authorities remit and therefore the analysis and the acceptance of the proposals are down to the two relevant highway authorities, The Highways Agency and West Berkshire.

As with my previous comments, I can only provide comments on the effects of the proposals on Reading and I can confirm that the revised figures within the amended Transport Assessment do not affect the analysis previously undertaken by IKEA's consultants on Reading's Highway Network.

The predicted traffic levels, following development, crossing the boundary into Reading at the top of Langley Hill and at the A4 at Horncastle will be lower, given the reduction in the store size, to the traffic flows previously agreed between Transport Development Control and the applicant and included within the applicants Technical Report - Impact of IKEA on the A4 Bath Road within Reading Borough Council. Therefore the detailed analysis of the proposals on Reading's Highway Network included within my 17th May 2011 response, which was reported to PAC in June 2011 are unchanged by these latest amendments, as the traffic flows predicted will be lower than that originally assessed.

However when the 2011 proposals were assessed, it was recommended that a S106 contribution was sought to mitigate the implications of the traffic Reading as detailed below.

"S106 Contributions

While the proposals are within West Berkshire, the TA does conclude that additional traffic will be added to Reading's Highway Network. If the site was within Reading SPG contributions would be required to mitigate the effects of the additional trips, for all modes on the transport network. Even though the details above state that there is capacity on the A4, the additional vehicular movements will hindered access on to the A4 from side roads and the ability for sustainable modes to cross the road to the detriment of road safety. Therefore road safety improvements would be

required together with improvements to the bus infrastructure to improve reliability of services and to encourage even further modal shift.

In accordance with the SPD, the net up lift in floor area of 7339m² would require a contribution of £7,477 per 100m² equating to £548,737, however as only 24% of trips will be coming from Reading this amount can be reduced to 24% of the total , £131, 696.

Therefore can this value be forwarded to West Berkshire and then included within the Section 106 agreement."

When WBC approved the earlier application as the relevant LPA, WBC officers recommended a contribution to Reading was not required given the works the applicant was undertaking to J12 and the main access to the store and Sainsburys from the A4. However I see no issues in requesting a contribution again although reducing the figure by 18% given the size of the store has reduced. The new figure would be £107,990.

In conclusion and subject to the comments regarding a S106 contribution, I have no objections to the proposals.

5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) - among them the 'presumption in favour of sustainable development'.
- 5.2 The following local and national planning policy and guidance is relevant to this application:

National Planning Guidance
National Planning Policy Framework

West Berkshire Local Development Framework
West Berkshire Core Strategy (Adopted July 2012)
Saved Policies from the West Berkshire District Local Plan 1991-2006

6. APPRAISAL

- 6.1 The main issues where there are considered to be potential impacts on RBC are in terms of transport and retail impact.

(i) Transport Implications

- 6.2 The new proposals result in an 18% reduction in floorspace of the permitted store. As such the levels of traffic crossing the Borough boundary are expected to be lower than under the permitted scheme. Therefore, the response from Transport Development Control does not change from that reported to Planning Applications Committee on 22nd June 2011, as a result of which no objections on transport grounds were submitted to WBC.
- 6.3 There is not therefore considered to be any grounds to object to the current proposal as a result of transport impact.

6.4 However, as was the case for the agreed response in 2011, it is considered that it would be justified to again seek a Section 106 contribution, given that it is recognised that there would be highway impacts on Reading Borough (albeit that WBC did not secure such a contribution on the permitted scheme). However, it is considered that the amount requested should be reduced by 18% in line with the reduction in the size of the store.

(ii) Retail Impact

6.5 RBC considered the potential retail impact on Reading town centre of the permitted scheme at application stage, and, with a possible trade diversion of only 0.18% from the town centre, it was not considered that an objection on retail impact grounds was necessary.

6.6 The applicant has provided an addendum to the retail impact assessment to support the current application. This does not re-run the quantitative impact assessment, but rather asserts that a reduction in floorspace will mean a reduction in potential impact. This is a reasonable conclusion, given that there are not expected to have been substantial changes to shopping patterns since 2011.

6.7 A sequential assessment was also carried out in 2011. Three locations in Reading were assessed as part of this analysis (the Cattle Market, North of Station site and Forbury Retail Park). The Council's conclusions on the suitability of those locations for this type of retail, set out in the 22nd June committee report, have not changed, and it is agreed that the application has demonstrated compliance with the sequential approach required by the NPPF.

6.8 It is therefore considered that no objection is necessary on retail impact grounds.

7. CONCLUSION

7.1 It is recommended that RBC raise no objections to WBC, but should request that if minded to grant planning permission, a financial contribution of £107,990 be secured as part of a S106 agreement to mitigate the identified impact on Reading's transport network.

Case Officer: Mark Worringham

