

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 16th December 2014

Report of
Assistant Director,
Planning, Highways &
Transportation

Contact Officer:
Andy Higham 020 8379 3848
Sharon Davidson 020 8379 3841
Mr Richard Laws 020 8379 3605

Ward: Upper
Edmonton

Ref: P12-01399PLA

Category: Full Application

LOCATION: 6, Glover Drive, London, N18 3HF

PROPOSAL: Extension to west of building to provide 3,929 sq.m. of additional floor space with undercroft car parking, together with extension to existing mezzanine to provide 1,183 sq.m. of additional floor space.

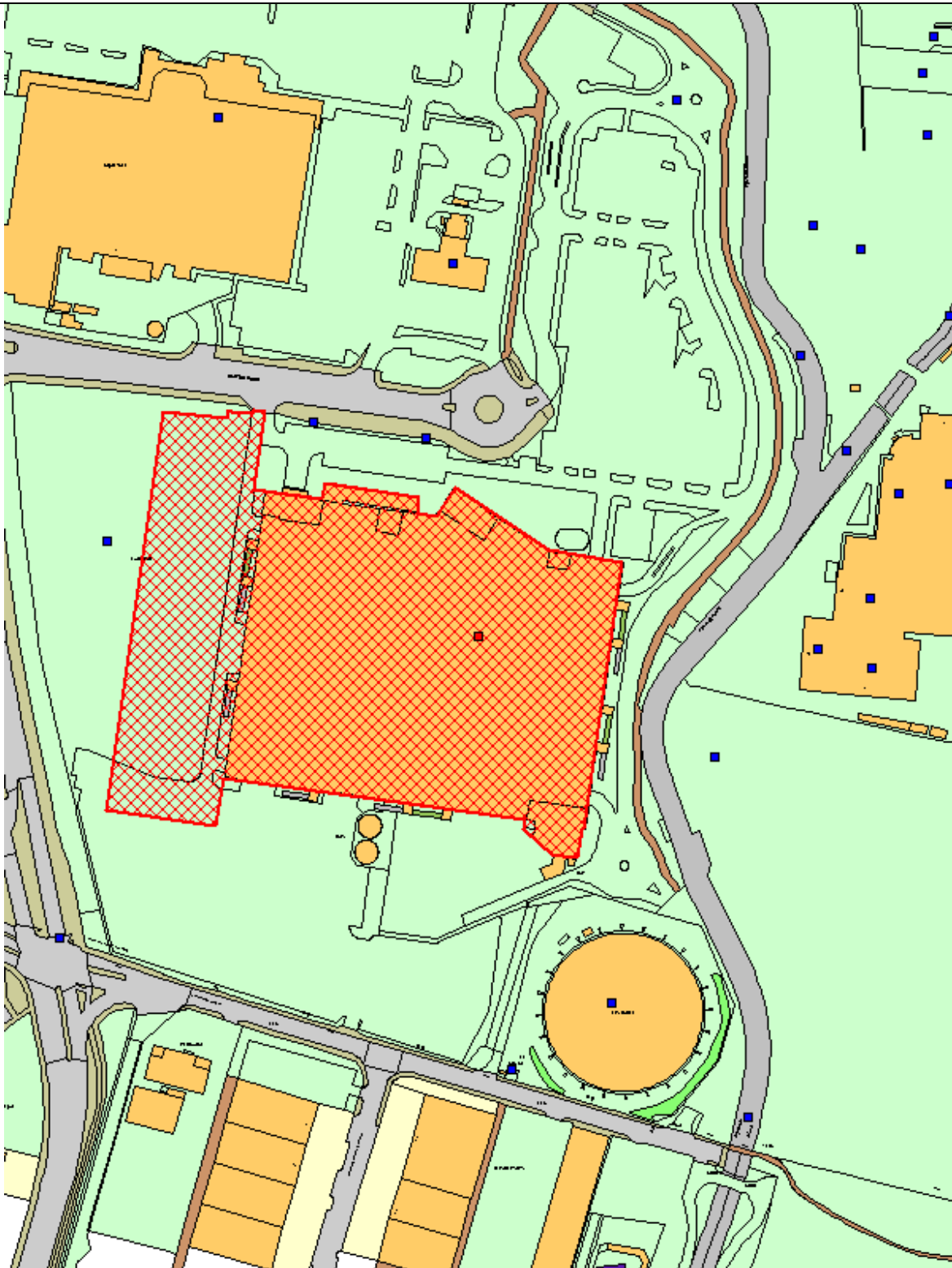
Applicant Name & Address:
IKEA Properties Investments Ltd
6, Glover Drive
London
N18 3HF

Agent Name & Address:
CGMS Consulting
140, London Wall
London
EC2Y 5DN

RECOMMENDATION:

That subject to the referral of the application to the Greater London Authority (GLA) and no objections being raised and referral to the Secretary of State together with the signing of the section 106 agreement regarding the issues set out in section of the report, the Head of Development Management be authorised to **GRANT** planning permission to conditions.

Ref: P12-01399PLA LOCATION: 6, Glover Drive, London, N18 3HF, , ,



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Scale 1:625

North



Site and Surroundings

- 1.1 The IKEA store is located at Meridian Water, south of the North Circular within an industrial/retail park. The site is bounded by Glover Drive and a Tesco superstore to the north, Pymmes Brook to the east beyond which lie the former premises of BOC, Leaside Road to the south and Meridian Way to the west. Leaside Road also represents the boundary of the Borough with Haringey.
- 1.2 The existing IKEA store is arranged over three levels. The area to the immediate north (front) of the store and beneath the store is used for customer car parking. The service yard is located to the rear (south) of the store. The current store comprises 28,000 sqm of floor space with associated parking and service arrangements.
- 1.3 Vehicular access to the site is from Glover Drive and the North Circular Road for both customers and delivery vehicles. The site is served by two bus routes 192 (Tottenham Hale to Enfield Town) and 341 (Waterloo to Glover Drive IKEA). Angel Road station is the closest national rail station, located within walking distance of the site. Access to this station is also indirect and of a very poor quality. Accordingly, the site has a public transport accessibility level of 2. The immediate surrounding land uses comprise a mixture of industrial, commercial and large scale retail development.

Proposals

- 2.0 The application involves a new side (west) extension (3,929sqm) to the existing IKEA store in the same position as the previous consented scheme (TP/06/0294 not implemented now expired) together with a new internal mezzanine floor space (1,183 sqm) within the store. The total additional increase in floor space proposed is 5,112 sqm .The warehouse area of the extension will measure 3,929 m2 and will be a double height space. The extension to the internal mezzanine will provide 1,183m2 of additional sales area. Of the new floor space proposed 23% will provide new retail floor space and the remaining 77% will provide warehouse or other ancillary customer facilities .The proposals maintain the rational design approach of IKEA with a functional extension matching the existing building.
- 2.1 In addition, there will be some rationalisation of the existing car parking on site. This involves the provision of 130 car parking spaces under the proposed side extension to the store. The proposals do not affect either the main customer car park or customer vehicular access to the store. In total there are approximately 965 parking spaces on site car parking spaces on site.
- 2.2 The existing store provides 369 jobs of which 122 are full time positions with 247 part time positions. The application proposals will provide an additional 6 full time and 12 part time jobs.
- 2.3 The main purpose of the application proposals is to ensure that the store is able stock sufficient quantities of products to meet customer demand for goods and that customers are able to move around the store with ease relieving current problems associated with congestion

experienced at peak shopping periods thereby improving customer retail experience.

Relevant Planning Decisions

- 3.1 TP/99/0866-Construction of a non-food retail unit with ancillary uses, car parking, access works and landscaping, together with employment development (B1, B2, B8) and buildings for A3 uses all linked by a new spine road- Approved 26th November 2003.
- 3.2 TP/06/0294- Extension to west of existing store to provide an additional 2,495 sqm of warehouse floor space together with construction of additional external fire escape to south elevation, relocation of external fire escapes to west elevation and provision of additional car parking spaces- Approved 25th April 2006. This permission has not been implemented.

4.0 Consultations

4.1 Statutory and non-statutory consultees

4.1.1 Environmental Health

No objections raised, there are no concerns regarding air quality, noise or contaminated land.

4.1.2 Natural England

No objection raised there are no likely significant risks to the natural environment and do not wish to make any specific comments.

4.1.3 Thames Water

No objection with regard to sewerage infrastructure or water infrastructure capacity. No impact piling should take place until a piling method statement has been submitted. All car parking areas should also be fitted with petrol/ oil interceptors

4.1.4 Traffic and Transportation

The proposal provides an additional 130 parking spaces. This works out at 1 space per 39 sqm of additional total floor space (5,112 sqm). Based on the London Plan standards and in light of the relatively low PTAL then the provision of between 1 space per 50 sqm to 1 space per 100sqm is required which works out at between 50-100 spaces. The provision of 130 spaces is therefore slightly above the maximum standards, however the site does have a low PTAL.

In order to support the proposed parking provision the TA contains the results of parking surveys undertaken in 2012. The results showed that a maximum accumulation was 746 cars on Saturday 31st March. This result was extrapolated across the whole year in relation to the sales figures, to give estimations of the parking figures for weekends with the highest sales. This method showed that the car park would exceed capacity on seven occasions throughout the year.

Additional parking surveys were undertaken by the Council to verify the surveys in the TA were accurate. These confirm that the proposed level of parking is enough to satisfy the expected demand. As the site is already established then using baseline figures for the store itself was considered the more accurate way of predicting future trip patterns as opposed to using TRICS or TRAVEL.

There had been concerns raised that the site is providing too many parking space but no objections are raised on these grounds. However, a travel plan should be submitted or secured as part of the 106 agreement. In terms of servicing the site has an existing service yard to the rear of the site and this will continue to be used in the same way.

The proposal is unlikely to give rise to unacceptable parking demand that may prejudice the availability of existing parking spaces, or increase traffic to a level that could result in conditions that may have a negative impact on the free flow of traffic and highway safety conditions, having regard to Policies (II) GD6 and (II) GD8 and London Plan 2011 Policy 6.13 and DMD Policy 45.

4.5.1 Biodiversity Officer

No perceived ecological constraints on the site

4.6.1 Greater London Authority (GLA)

Consultation with the Mayor's office is a two stage process. The following comments have been received in response to the stage one consultation. Strategic issues raised by the proposal relate to transport.

Car parking provision

In terms of parking further justification for the additional 130 spaces is required to ensure compliance with London Plan Policy 6.13 as well as clarification on the use and capacity of each of the exiting parking area particularly at weekends. Further, details on accessible spaces, electric vehicle charging points and cycle parking should also be provided.

Highway Impact

In terms of highway impact additional information is required on the forecast increase in trips as a result of the proposal.

Buses

Details regarding the expected number of bus passengers that the development would bring and possible mitigation measures to improve bus provision in the area should be provided.

Travel Plan, Servicing and Construction

Details regarding a Travel plan should be provided and how the existing travel plan for the store will be adapted to take account of the

additional floor space. This can be secured through a section 106 agreement.

The applicant has responded to the GLA's Stage 1 comments and has been in discussions with TfL providing information and clarification as appropriate.

4.2 Public

- 4.2.1 12 letters of consultation were sent out in addition two site notices were posted. No letters of representation were received.

5.0 Relevant Policy

5.1 The London Plan (including revised early Minor Alterations Oct 2013)

Policy 2.7	Outer London: economy
Policy 4.1	Developing London's economy
Policy 4.7	Retail & Town Centre Development
Policy 4.8	Supporting a successful and diverse retail sector
Policy 5.1	Climate change mitigation
Policy 5.2	Minimising carbon dioxide emissions
Policy 5.3	Sustainable design and construction
Policy 5.5	Decentralised energy Networks
Policy 5.6	Decentralised energy in development proposals
Policy 5.7	Renewable energy
Policy 5.9	Overheating and cooling
Policy 5.10	Urban greening
Policy 5.11	Green roofs and development site environs
Policy 5.12	Flood Risk Management
Policy 5.13	Sustainable drainage
Policy 5.18	Construction, excavation & demolition waste
Policy 5.21	Contaminated Land
Policy 6.3	Assessing the effects of development on transport capacity
Policy 6.9	Cycling
Policy 6.12	Road network capacity
Policy 6.13	Parking
Policy 7.1	Building London's neighbourhoods and communities
Policy 7.2	An inclusive environment
Policy 7.3	Designing out crime
Policy 7.4	Local character
Policy 7.5	Public Realm
Policy 7.6	Architecture
Policy 7.8	Heritage Assets and Archaeology
Policy 7.19	Biodiversity and access to nature
Policy 8.2	Planning Obligations

5.2 Local Plan – Core Strategy

CP 1	Strategic Growth Areas
CP13	Promoting Economic Development
CP17	Town Centre Policy
CP20	Sustainable energy use and energy infrastructure

CP21	Delivering sustainable water supply, drainage and sewerage infrastructure
CP22	Delivering sustainable waste management
CP24	The Road Network
CP25	Pedestrians and cyclists
CP28	Managing Flood Risk through development
CP29	Flood Management Infrastructure
CP30:	Maintaining and improving the quality of the built and open environment
CP31	Built and Landscape Heritage
CP36:	Biodiversity
CP37	Central Leaside
CP38	Meridian water
CP39	Edmonton
CP46	Infrastructure contributions

5.3 Submission Version Development Management Document

DMD37	Achieving High Quality and Design-Led Development
DMD38	Design Process
DMD44	Preserving and Enhancing Heritage assets
DMD45	Parking Standards and Layout
DMD47	New Road, Access and Servicing
DMD48	Transport Assessments
DMD49	Sustainable Design and Construction Statements
DMD50	Environmental Assessments Methods
DMD51	Energy Efficiency Standards
DMD52	Decentralised Energy Networks
DMD53	Low and Zero Carbon Technology
DMD55	Use of Roofspace/ Vertical Surfaces
DMD56	Heating & Cooling
DMD57	Responsible Sourcing of Materials, Waste Minimisation
DMD58	Water Efficiency
DMD59	Avoiding and Reducing Flood Risk
DMD60	Assessing Flood Risk
DMD61	Managing surface water
DMD62	Flood Control Mitigation
DMD64	Pollution Control and Assessment
DMD65	Air Quality
DMD66	Land Contamination & Instability
DMD81	Landscaping

5.4 Other Relevant Considerations

National Planning Policy Framework (NPPF) March 2011
 Upper Lee Valley Opportunity Area Planning Framework (July 2013)
 Central Leaside Area Action Plan (Proposed Submission)
 Meridian Water Master Plan, Planning & Urban Design Guidance
 Section 106 Supplementary Planning Document (November 2011)

6.0 **Analysis**

6.1 Principle of development

6.1.1 Planning permission has previously been granted under Ref: TP/06/0294 to extend the foot print of the store by (2,495sqm). The current application utilises similar area of land to provide a slightly larger warehouse element (3,045sqm) as well as incorporating other improvements to the store particularly the provision of an internal mezzanine floor space (1,183sqm). Nevertheless, the primary character of the proposals remains that of an extension to provide additional non sales warehouse floor space. Accordingly, it is considered the previously consented scheme establishes the principle and is a material consideration in support of the current proposals the precedent previously set by the previous consented scheme is a material consideration and supports the principle of the current proposals. In addition, during the intervening period there has been no substantive change in retail policy in terms of addressing new retail floor space of the nature proposed i.e. proposals outside town centres and not allocated for a particular retail purpose are required to be assessed in terms of the sequential approach to site selection and where proposals exceed 2,500sqm or a lower locally set threshold retail impact. The site also falls within the Central Leaside Area Action Plan where CP37 (Central Leaside) and Core Policy 38 (Meridian Water) which are also relevant.

6.1.2 Although the development plan has evolved since then with the adoption of the Development Document and NPPF/ NPPG, the protection afforded in respect of town centres remains the same. Having regard to the previous consented scheme therefore, it is considered that there is no retail policy objection arising from the proposed warehouse floor space and although the proposal does involve some limited expansion of the sales area with mezzanine floor extension (1,161 Sqm) no objection in principle is raised.

6.2. Traffic generation/ access/ parking/ servicing

6.2.1 There are two vehicular accesses to the store one from the roundabout on Argon Road to the north, and one from the roundabout at the eastern end of Glover Way. A two way access road around the northern boundary of the car park connects the two accesses and a further access road along the eastern side of the site links the service yard at the south east corner of the store and the car parking located under the store.

6.2.2 In terms of additional parking provision the proposal provides an additional 130 spaces underneath the proposed extension on the west elevation. This works out at 1 space per 39 sqm of additional floor space. Based on the London Plan standards and in light of the relatively low PTAL then a provision of between 1 space per 50 sqm to 1 space per 100 sqm is required which works out at between 50- 100 spaces. Whilst the provision of 130 additional spaces is therefore slightly above the maximum standards, the site does have a low PTAL rating of 2. At present there are approximately 965 parking spaces on site. Traffic and Transportation have undertaken surveys to verify the surveys in the Transport Assessment and confirm that the proposed level of parking is enough to satisfy the expected demand. Whilst there have been some concerns raised especially by the GLA regarding the site providing too many spaces the car parking surveys undertaken

demonstrated that the parking is utilised in the busiest periods accordingly no objection is raised.

- 6.2.3 In terms of servicing the store has an existing service yard to the rear of the site and this will continue to be used. The servicing arrangements are acceptable having regard to London Plan Policy 6.13 and DMD Policy 47.
- 6.2.4 It is therefore considered that the proposal is unlikely to give rise to unacceptable parking demand that would prejudice the availability of existing parking spaces, or increase traffic to a level that could result in conditions that may have a negative impact on the free flow of traffic and highway safety having regard to Policy 6.13 of the London Plan & DMD Policy 46. A proposed updated Travel Plan will be secured within the Section 106 agreement as well as appropriate condition regarding a Delivery Servicing Plan, Construction and Logistics Plan and Construction Management Plan so as to address the GLA's Stage 1 response.

6.3 Design & Appearance

- 6.3.1 Core Policy CP30 requires all new developments to be of the high quality and design led having regard to their context. Development Management Document Policy DMD37 (design) as well as London Plan Policy 7.4 are also relevant.
- 6.3.2 The proposed design of the extension follows and maintains the rational design approach of IKEA with a functional extension to match the existing building. The dimensions of the proposed extension are 32m in width by 120m in length. The existing store is approximately 15.6m high; the extension will be slightly higher than the existing warehouse element measuring 17m. The height of the warehouse is determined to suit the optimum internal stacking height, maximising storage of goods. However, it is considered this element would not detract from the overall appearance of the development. The proposed extension is considered to be in keeping with the existing store. The proposed palette of materials would match the existing cooperate blue colour of IKEA. Overall the design and appearance of the extension is acceptable in visual street scene terms.

6.4 Sustainable Design & Construction

- 6.4.1 The London Plan Climate change policies require developments to make the fullest contributions to tackling climate change by minimising carbon dioxide emissions, adopting sustainable design and construction, prioritising decentralised energy and incorporating renewable energy. The following policies of the London plan are of particular relevance 5.1, 5.2, 5.3, 5.5, 5.6, 5.7, 5.8, 5.9, 5.10, 5.11, 5.12, 5.13 and 5.14. In addition Sustainability and Energy Development Management Document Policies DMD 49, 50, 51, 52, 53, 55, 56, 57 & 59 are also relevant.
- 6.4.2 The applicants have submitted a sustainability report and energy report as part of their proposals. Appropriately worded energy and sustainability conditions will be imposed to ensure compliance with the

London Plan Policies and Development Management Document policies.

6.5 Section 106 Agreement Heads of Terms

- Provision of updated Travel Plan for the store

6.6 Community Infrastructure Levy

6.6.1 As of April 2010, legislation in the form of CIL Regulation 2010 (as amended) came into force which would allow “Charging Authorities” in England and Wales to apportion a levy on the net additional floor space for certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development. Since April 2012 the Mayor of London has been charging CIL in Enfield at the rate of £20 per sqm. The Council is progressing its own CIL but it is not expected to be introduced until spring/ summer 2015.

6.6.2 The CIL payment liable for the increase in additional floor space excluding the mezzanine floor space would be:

$$(\text{£}20/\text{m}^2) \times (3,929 \text{ Sqm}) \times 223/240 = \text{£}73,013$$

6.6.3 Should permission be granted, a separate CIL liability notice would be issued.

7.0 **Conclusion**

7.1 The proposed development forms an extension to the existing IKEA Store which is located in an established out of centre retail destination to which shopping trips already occur. It is not considered that the proposals would have any harmful consequences for the Town Centre. The proposals will provide a modern IKEA store which brings additional employment benefits and investment to the local economy. In addition planning permission had also previously been granted for an extension to the store to provide additional warehouse storage provision which is a material consideration.

7.2 It should be noted that the existing premises is located within the Central Leaside AAP and Meridian Water Master Plan. As such, discussions have taken place with Ikea in terms of ensuring that the parking currently to the north of the store but which lies across the alignment of the proposed Causeway could be accommodated on land to the side and rear of the store once the extension is implemented. As a result, it is considered the proposed extension does not prejudice the future implementation of the Meridian Water regeneration.

8.0 **Recommendation**

That subject to the referral of the application to the Greater London Authority (GLA) and no objections being raised and referral to the Secretary of State together with the signing of the section 106

agreement regarding the issues set out in section of the report, the Head of Development Management be authorised to GRANT planning permission to the following conditions.

1. C60- Approved plans
2. C8- Materials to Match
3. Details of Levels
4. Construction Management Plan
5. Delivery Service Plan
6. Construction and Logistics Plan
7. That the existing retail building and extension hereby approved shall be occupied as a single business unit providing no more than 33,112sqm gross internal area and shall not be subdivided and occupied by another separate business unless agreed otherwise in writing by the LPA.

Reason:

(i) To ensure the use of the premises remains appropriate having regard to the level of available parking and does not lead to conditions prejudicial to the free flow of traffic.

(ii) To prevent the introduction of inappropriate uses.

8. Unless the Local Planning Authority otherwise grants permission, the existing retail building and approved extension shall include no more than:

- 6,325sqm at first floor level to be used as showrooms for the display of items identified in condition 35 of TP/99/0866
- 600 sqm at first floor to be used for the display and uplift by members of the public of children's furniture toys and play equipment (the Children's IKEA)
- 6,536sqm at ground level to be used for the display and uplift by members of the public of items specified in condition 35 of TP/99/0866 together with ancillary items (the Market Place)
- 12,065 Sqm to be used as a warehouse for both the storage and uplift of bulky furniture and furnishings by the public (the Warehouse)
- 95sqm to be used for the sale of food and drink products manufactured in Sweden for consumption off the premises (the Sweden Shop)

9. Details of Archaeological Investigation

10. The extension shall not commence until an Energy Statement has been submitted and approved in writing by the LPA. The submitted details will demonstrate the energy efficiency of the extension and shall provide for no less than 25% improvement in total CO2 emissions

arising from the operation of the development and its services over Part L of the Building Regulations 2010. Should low or zero carbon technologies be specified as part of the build the location of the plant along with maintenance and management strategy for their continued operation shall also be submitted. The Energy statement should outline how the reductions are achieved through the use of Fabric Energy Efficiency Performance, energy efficient fittings, and the use of renewable technologies as well as providing sensitivity testing for performance set against part L 2013 unless agreed otherwise in writing by the Local Planning Authority.

Reason : In the interests of sustainable development and to ensure that the LPA may be satisfied that CO2 emission reduction targets are met in accordance with CP20 of the Core Strategy, DMD51 of the Development Management Document, Policies 5.2, 5.3, 5.7 & 5.9 of the London Plan and NPPF.

11. Evidence confirming that the extension element achieves BREEAM 2011 (or relevant equivalent if this is replaced or superseded rating of no less than "very good" shall be submitted to and approved in writing by the Local Planning Authority unless agreed otherwise in writing by the Local Planning Authority. The evidence required shall be provided in the following formats and at the following times:

- a) A design stage assessment, conducted by an accredited Code Assessor and supported by relevant BRE interim certificate, shall be submitted at pre construction stage prior to the commencement of superstructure works on site, and

- b) A post construction assessment, conducted by a credited Code Assessor and supported by relevant BRE accreditation, shall be submitted following practical completion and within 3 months of first occupation.

The development shall be carried out strictly in accordance with the details approved, shall be maintained as such thereafter and no change shall take place without the prior approval of the LPA.

Reason: In the interests of addressing climate change and to secure sustainable development in accordance with the strategic objectives of the Council, DMD50 of the Development Management Document and London Plan Policies 2011 as well as the NPPF.

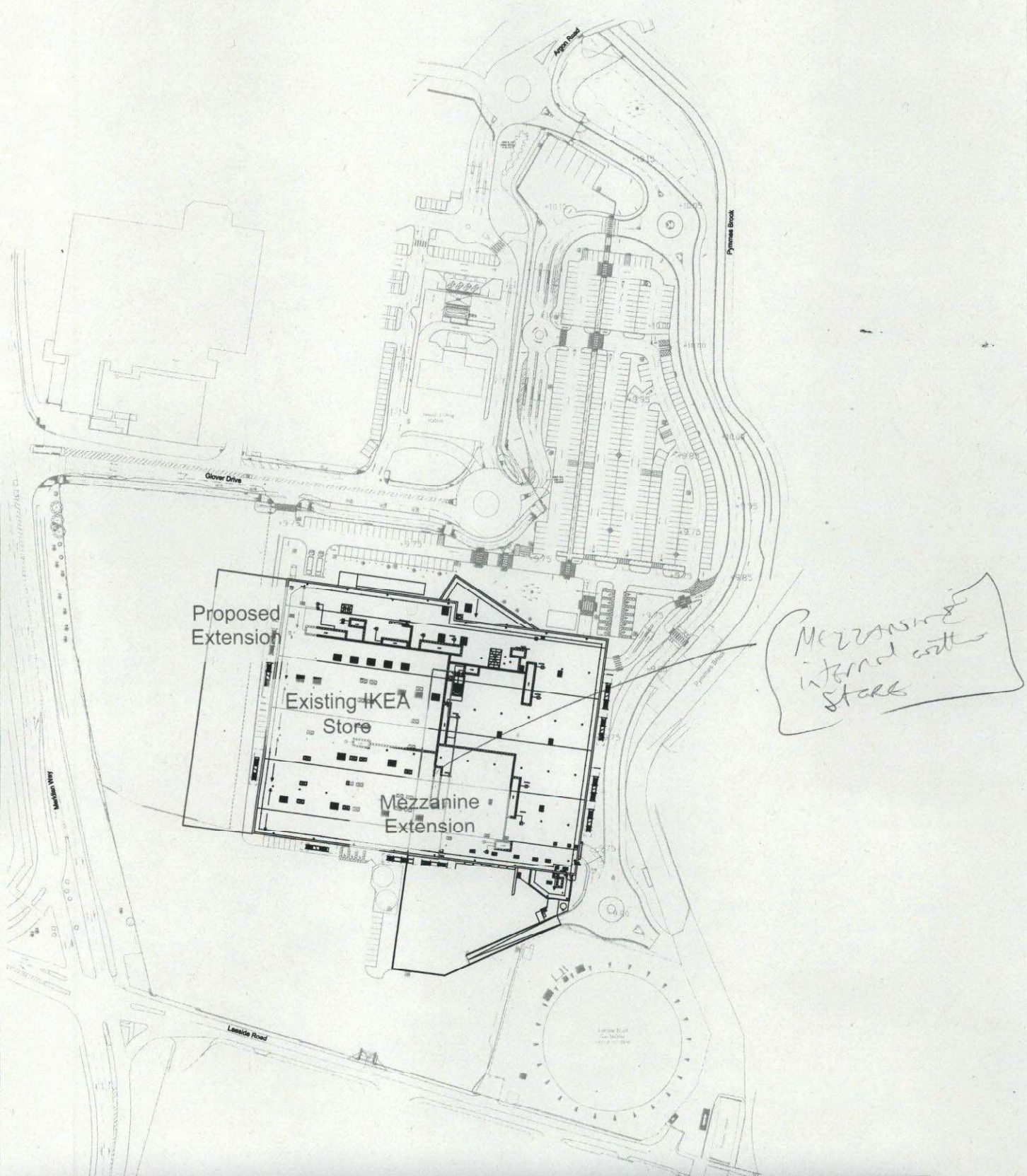
12. Energy Performance Certificate

13. No plant, machinery, goods products or waste materials shall be deposited or stored on any part of the site other than such designated areas, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of amenity and appearance of the site

14. Details of Foul and Surface Water drainage

15. Cycle Parking Provision
16. Electric Vehicle Charging Points
17. Details of Landscaping
18. C51A- time Limit





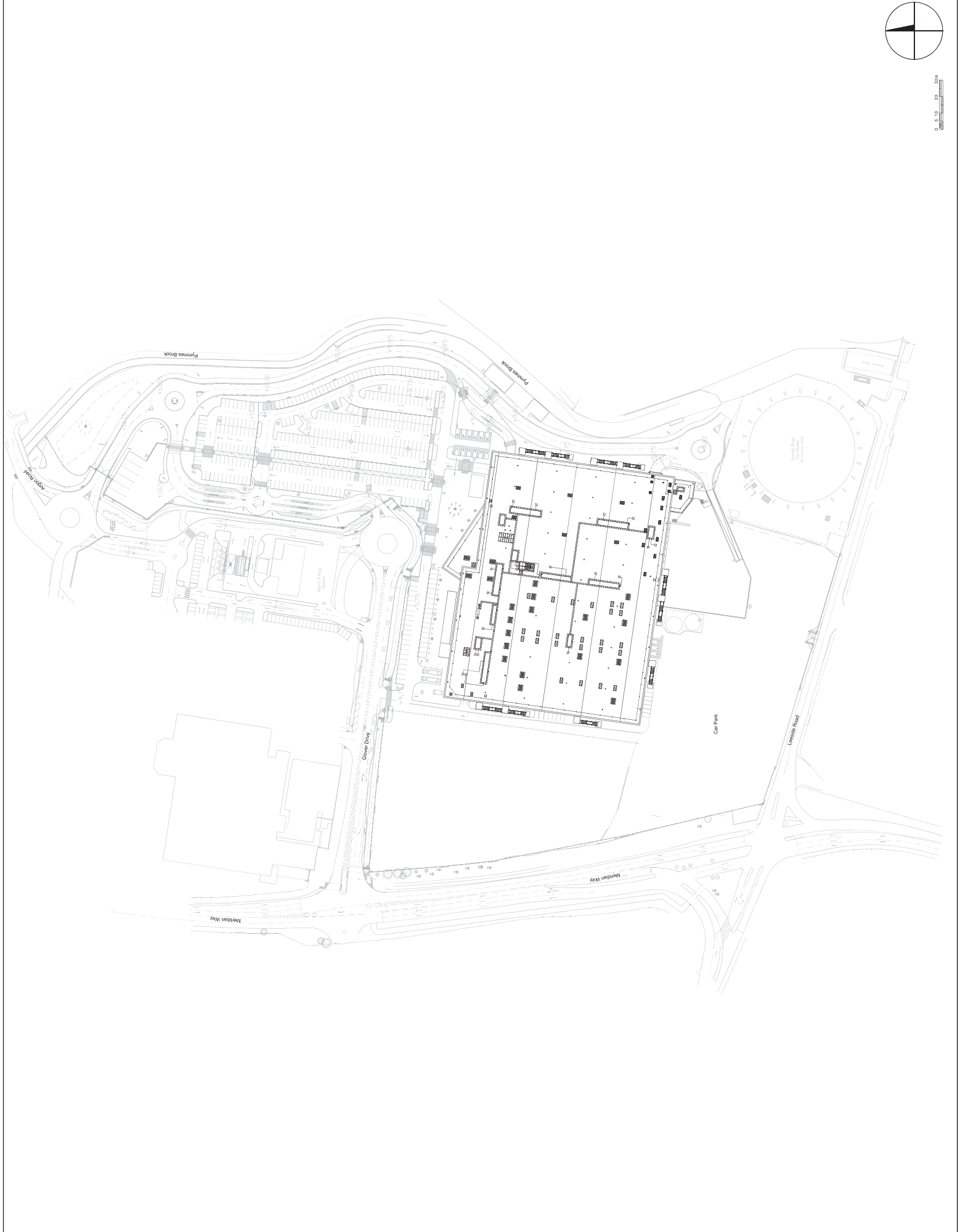
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B	Planning Issue	SP	AB	31/05/2012
A	General amendment	SP	AB	20/02/2012
*	First Issue	PW	AB	16/04/2012
MK	Revisions	DR	CH	DAVE

Project title
IKEA Edmorton Extension
 Drawing title
Site Plan Existing

Notes
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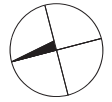
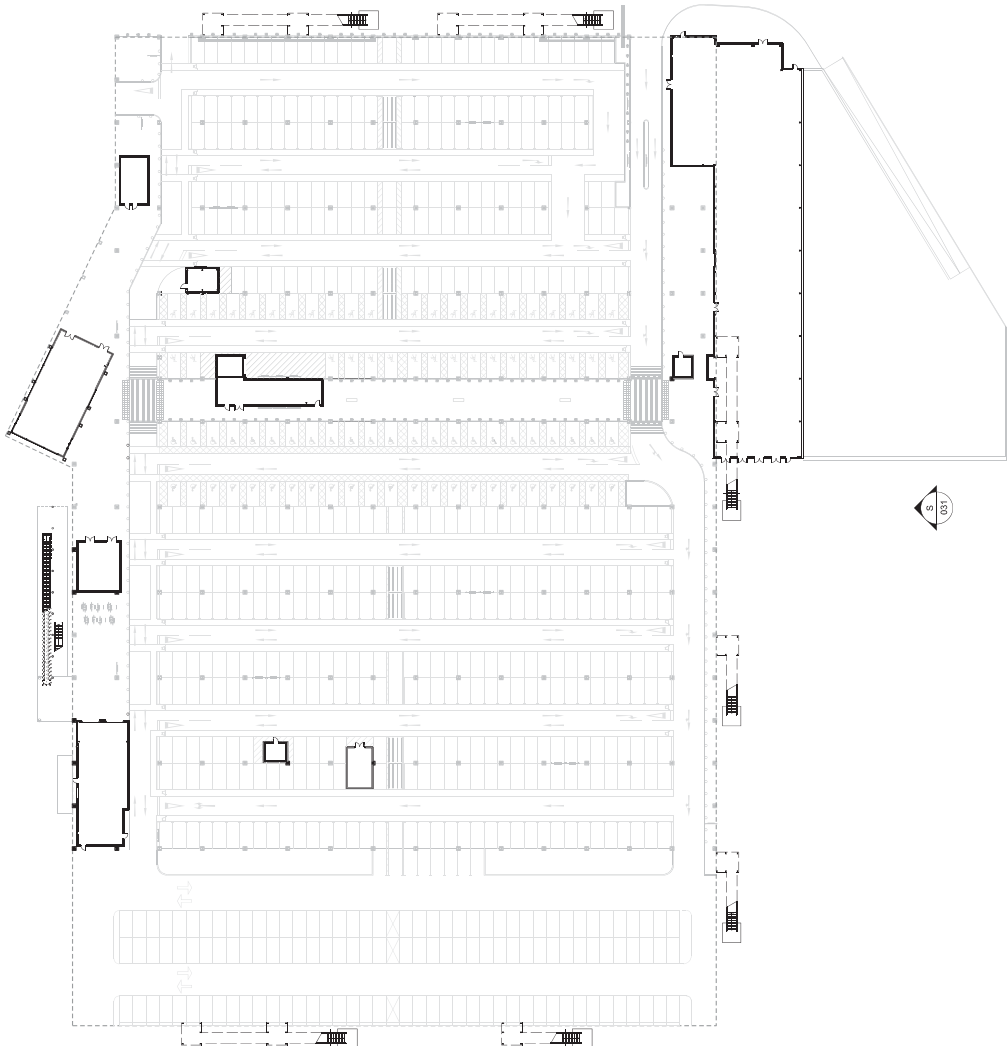
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SP	AB	31/05/2012
SP	AB	20/02/2012
PW	AB	16/04/2012
DK	CH	01/04/2012
DK	CH	01/04/2012

Project title
**IKEA Edmonton
 Extension**
 Drawing title
**Level 0 Plan
 Proposed**

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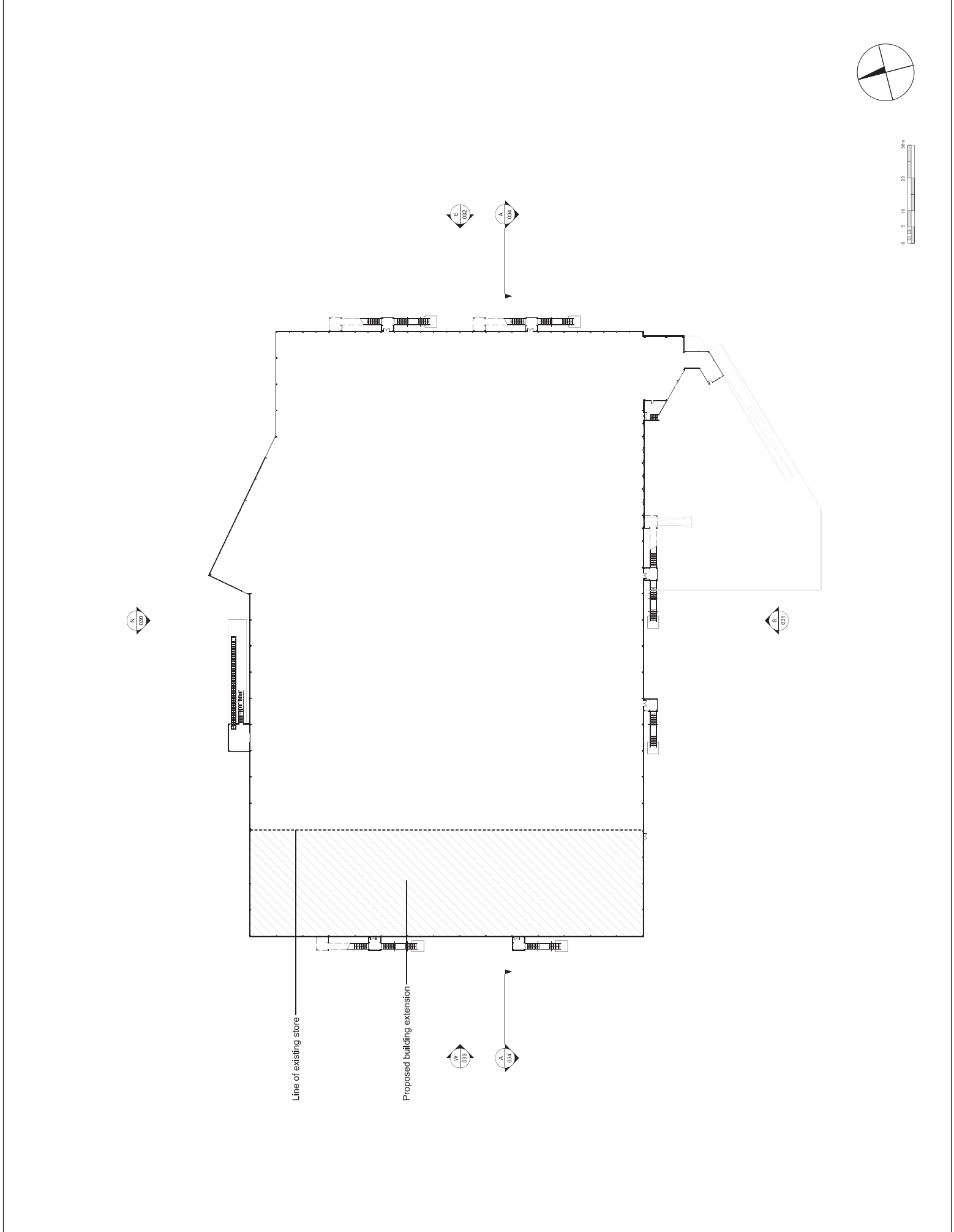
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Planning Issue	SP	AB	15/05	20/12
General amendment	SP	SP	15/005	20/12
General amendment	SP	AB	20/12	20/12
First Issue	PW	AB	16/004	20/12
IMC	Revisions	DR	CH	Date

Project title
IKEA Edmorton Extension
 Drawing title
Level 1 Plan Proposed

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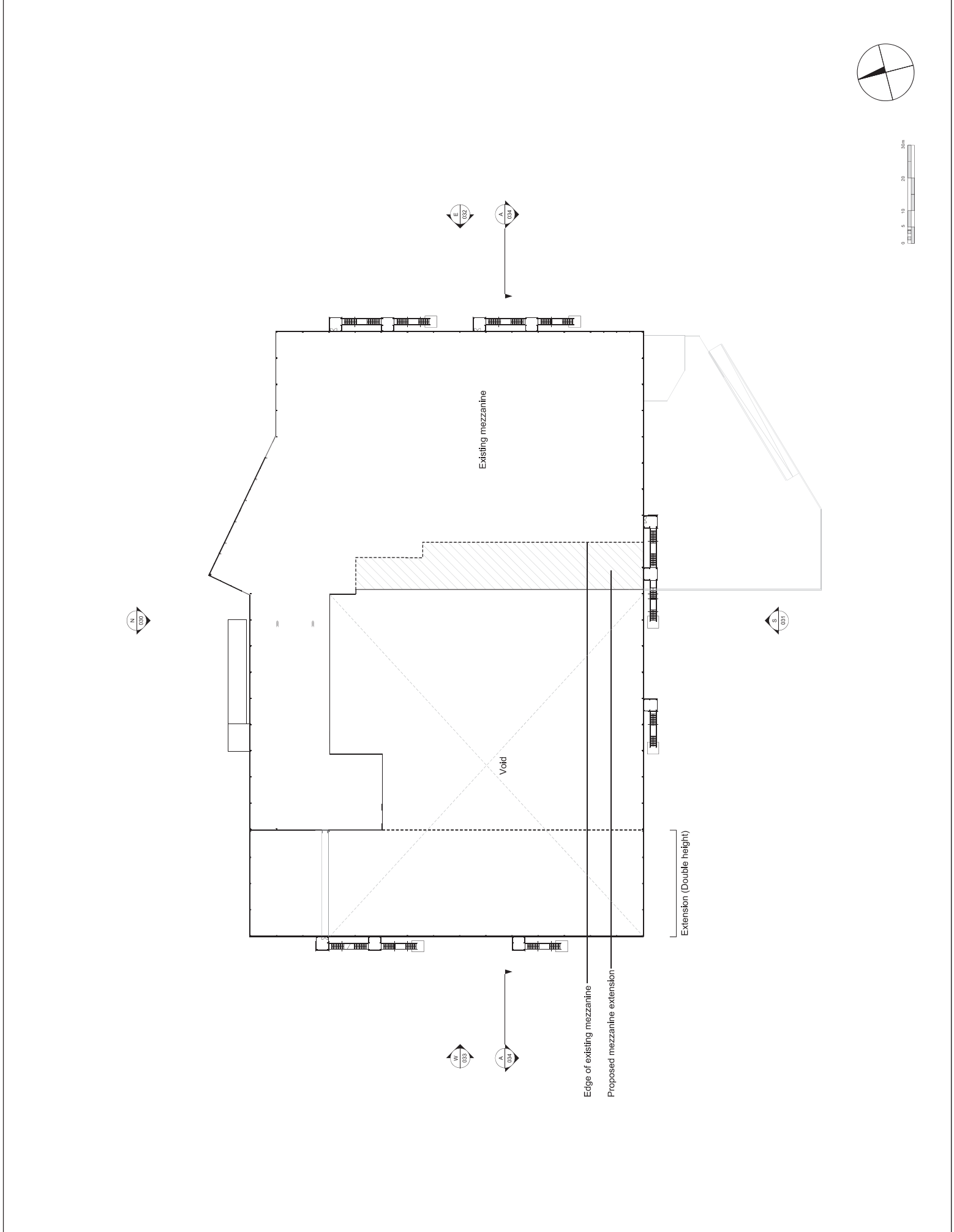
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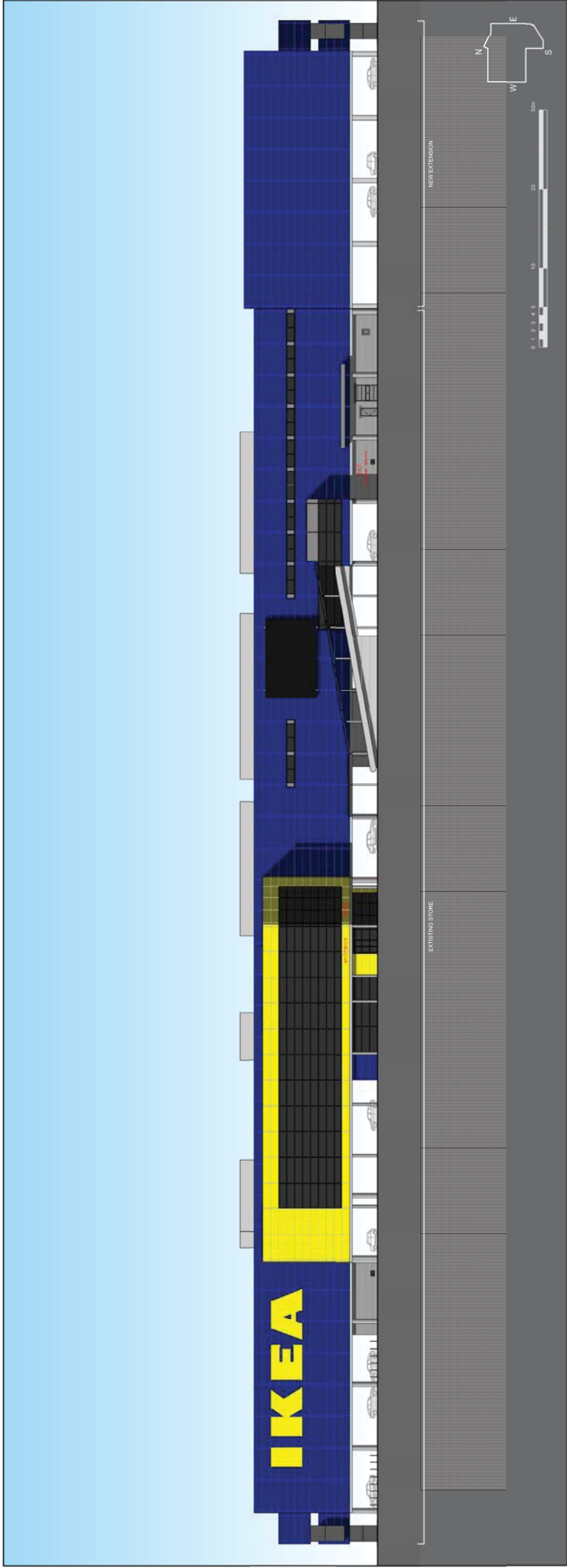
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C	SP	15005	2012
B	General amendment	SP	15005
A	General amendment	SP	15005
	First Issue	PW/AB	16/04/2012
	Revisions	DRN	CHN
		Date	

Project title
IKEA Edmorton
Extension
Drawing title
Level 2 Plan
Proposed

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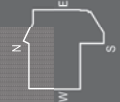
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Revision number
C





EXISTING STORE

NEW EXTENSION



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North Arrow

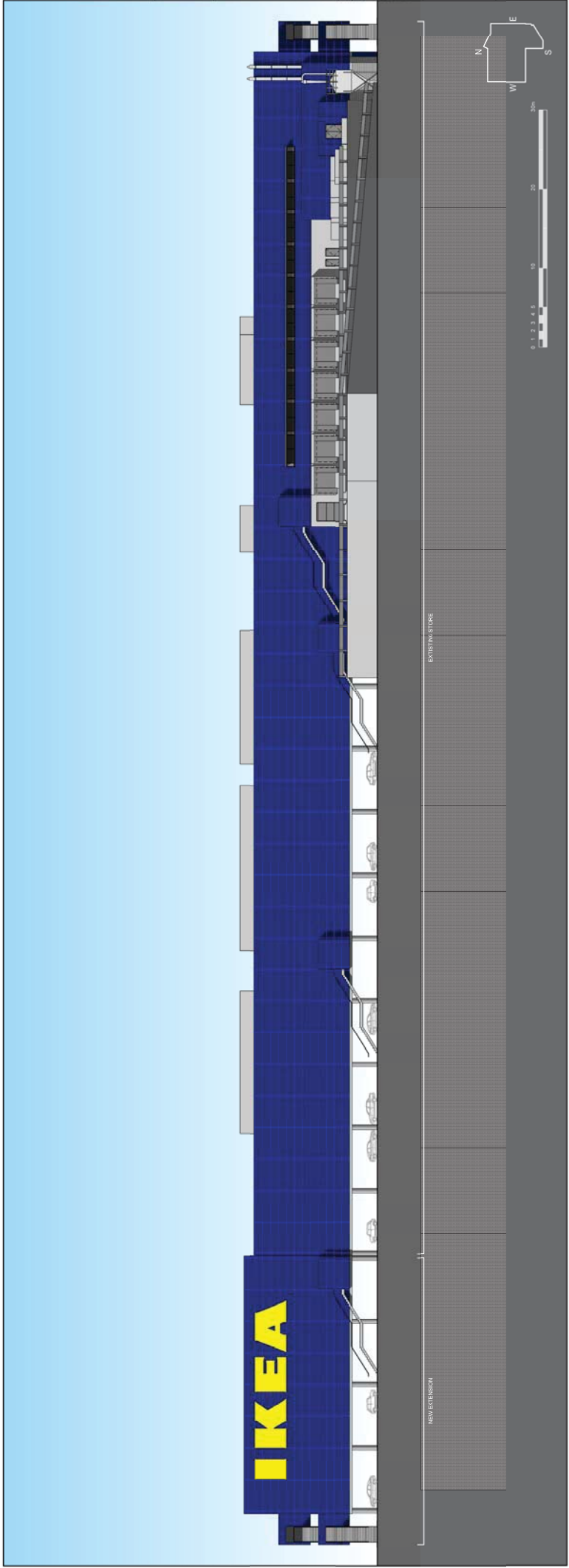
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Project No: 28977000
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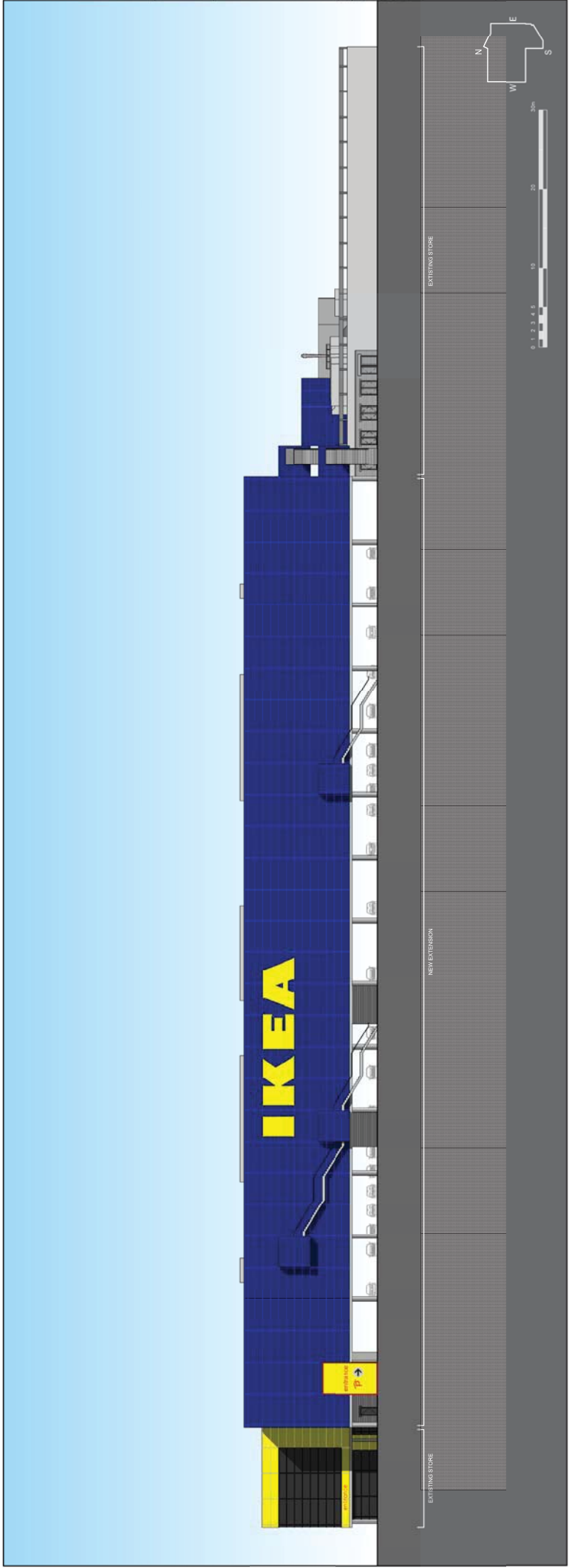
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Project Name: IKEA Edmonson Extension
Project No: 28977031
Scale: 1:200 @ A1 WIDTH
Drawing No: 01
Revision: 01
Date: 10/10/2023
Author: [Name]
Checked: [Name]
Approved: [Name]





StubbsRich



Project Name: IKEA Edmonton Extension
Project No: 28977033
Date: 10/15/2014

West Elevation - Proposed

Scale: 1:200 @ A1 vert.
Drawing No: 28977033

EXISTING STORE
NEW EXTENSION
EXISTING STORE

