

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 23rd May 2017

Report of

Assistant Director,
Regeneration & Planning

Contact Officer:

Andy Higham
Sharon Davidson
Tel No: 020 8379 3841

Ward:

Upper Edmonton

Ref: 16/05909/RE4

Category: Major

LOCATION:

Meridian Works
5, 6, 9 And 9A Orbital Business Park
5 Argon Road
N18 3BW

PROPOSAL:

Demolition of warehouses 9 and 9A, creation of 1200sq.m. of open yard space for storage, exhibition and outdoor working together with change of use of units 5 and 6 from B8 to B8/B1c and B2 uses with ancillary café and exhibition space, involving construction of mezzanines at first and second floor levels, alterations to fenestration and doors, external cladding, external lighting and landscape improvement works.

Applicant Name & Address:

London Borough of Enfield - Regeneration
Team

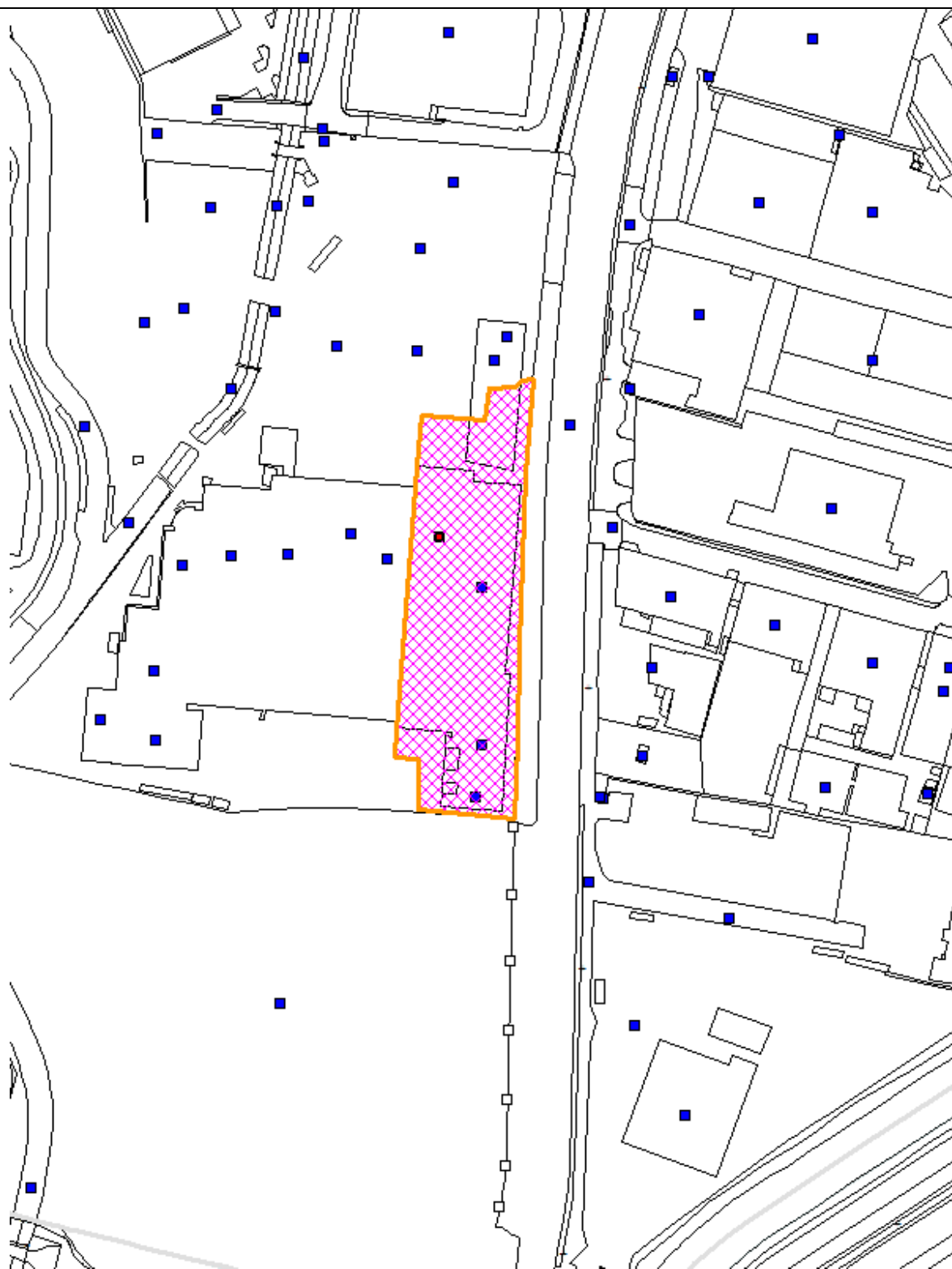
Agent Name & Address:

Mr Gerald Fox
KCA
Unit E03,
The Biscuit Factory
100 Clements Road
London
AL9 7PF

RECOMMENDATION:

That planning permission to be **GRANTED** in accordance with Regulation 3/4 of the Town and Country Planning General Regulations 1992 subject to conditions.

Ref: 16/05909/RE4 LOCATION: Meridian Works, 5, 6, 9 And 9A Orbital Business Park, 5 Argo



1 Site and Surroundings

- 1.1 The application site includes units 5, 6, 9 and 9A Orbital Business Park and comprises a substantial group of industrial buildings, now vacant. The former occupiers of Units 6 and 9 have relocated elsewhere within the Orbital Business Park. The application site is now in Council ownership.
- 1.2 The Orbital Business Park extends to 8.14 hectares in area and is bounded by the Ravenside Retail Park to the north, the car park and access roads associated with Ikea to the west, the River Lee Navigation to the east and open land to the south. It is not a site designated for employment uses, unlike the land east of the Lee Navigation, which is designated as Strategic Industrial Land, however, it has historically been used for such purposes.



- 1.3 The site lies within the Meridian Water Regeneration Area.

2 Proposal

- 2.1 This application proposes the demolition of warehouses 9 and 9A, the creation of 1200sq.m of open yard for storage, exhibition and outdoor working where these buildings currently stand, together with the change of use of Units 5 and 6 from B8 (storage and distribution) to B8/B1c and B2 uses (Storage and distribution and light/general industrial), with ancillary café and exhibition space, involving the construction of mezzanines at first and second floor levels, alterations to fenestration and doors, external cladding and landscape improvement works.

- 2.2 The applicant advises that this proposal seeks to provide open workshops for makers and artistic uses in Meridian Water. It is supported by the “GLA’s London Regeneration Fund and in partnership with the Council; Building BloQs and The Association for Cultural Advancement through Visual Art (ACAVA), the project seeks to establish an ecosystem within a key regeneration area to incubate and promote creative businesses in the city”.
- 2.3 Building BloQs is London’s largest open workshop. It offers professional machines and equipment and affordable and flexible access to provide the resources to freelance makers and small businesses, designed to establish and grow, with less cost and risk. Their existing workshop in Enfield, east of the Lee Navigation caters for professional makers to work in wood, metal, CNC, textiles, concrete, plastic and paint. The new space proposed would deliver a significantly expanded and diversified operation. With the additional space and resource, a broader range of disciplines and scales of making will be catered for, from large installations to micro-electronics.
- 2.4 ACAVA has been a leading London based visual arts registered charity for over thirty years. In addition to being one of the largest providers of affordable artists’ studios in the UK, it provides a broad range of complementary activities and services including exhibitions, community arts projects, managing public art commissions and art consultancy.
- 2.5 The application proposes re-using industrial warehouses 5 and 6. Together these buildings currently provide 4,500sq.m of ground floor space. Buildings 9 and 9A are in poor condition and would be demolished, to give the site a flexible yard space.



- 2.6 Given the size and nature of the future occupant organisations, the strategy is to place Building BloQs in the larger Warehouse 5 and ACAVA in Warehouse 6. This enables both buildings to function in their own distinct ways whilst the close relationship they have to each other also presents opportunities to share or closely relate some functions.

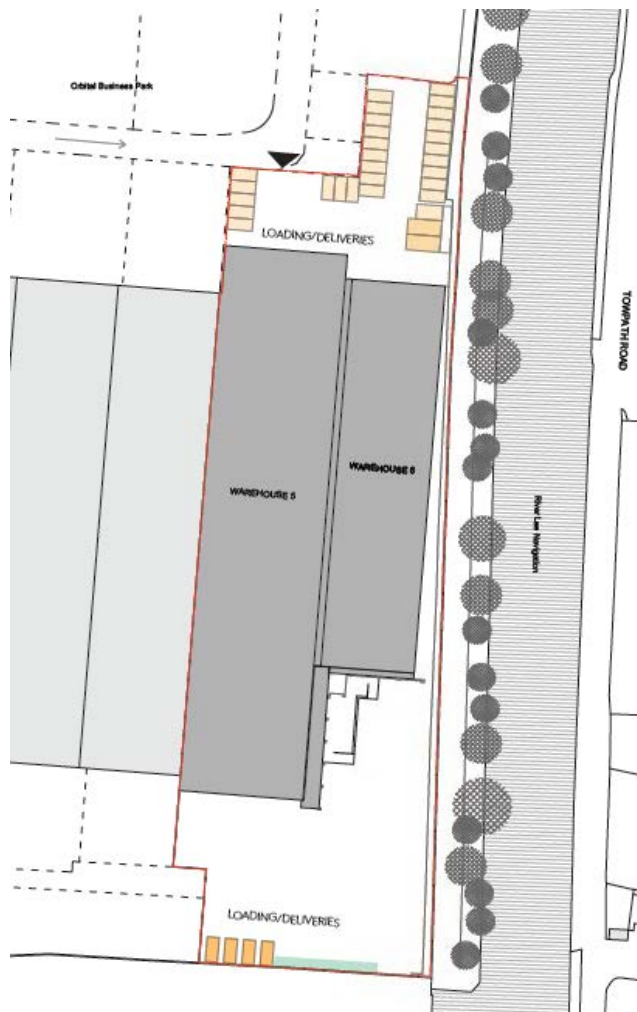


2.7 New mezzanine floor space is to be created in both buildings 5 and 6, creating 4,260sq.m (GIA) of new floorspace. The applicant advises that the amount of floor space that will be provided is key for the project to deliver the agreed outputs laid out in the successful LRF bid made in 2015 to secure GLA funding. This includes;

- Over 200 jobs (FTE)
- Support for over 45 businesses
- Apprentice placements
- Initiatives to involve local residents

2.8 They also advise that the addition of publicly accessible spaces, such as exhibition areas and café, will provide a much needed amenity for the wider area and help create a social hub for neighbouring businesses.

2.9 Vehicle access to the site remains as existing with delivery/loading and main vehicle access to the north of the site, keeping it separate from pedestrian /visitor access and public space to the south. Car parking for 28 cars and 2 van spaces is proposed at the northern end of the building. A further 4 spaces will be provided at the southern end of the building. Twenty eight cycle parking spaces are to be provided; 25 long stay and 5 short stay.



- 2.10 Both buildings would operate on a 24 hour basis with access for members and their tenants, managed by door entry systems.

3 Relevant Planning Decisions

- 3.1 There is no planning history for this site of direct relevance to the consideration of this application.

4 Consultation

4.1 Statutory and non statutory consultees

Environment Agency

- 4.1.1 The Environment Agency confirms that the Flood Risk Assessment (FRA) submitted with the application has assessed the flood risk with climate change allowances satisfactorily and therefore they raise no objection.
- 4.1.2 They go on to advise that the development as proposed would be subject to internal flooding in a 1 in 100 chance in any year including an allowance for climate change flood event. This means that floodwater is likely to enter the property in a 1 in 100 chance in any year including an allowance for climate change flood event. They recommend that finished floor levels for the proposed development are set no lower

than 300 millimetres above the 1 in 100 chance in any year, including an allowance for climate change flood level, OR, where this is not practical, flood resilience/resistance measures are incorporated up to the 1 in 100 chance in any year including an allowance for climate change flood level. This is to protect the proposed development and its users from flooding.

4.1.3 The applicant has confirmed that they are not able to raise the floor levels in the building. To protect the development and the users from flooding in a 1 in 100 years chance, the following measures are proposed in the FRA:

- Isolating the incoming transformer by enclosing it in a block work wall and flood door
- Elevated electrical fixtures positioned 300mm above the 1 in 100yr plus climate change fluvial flood event level
- A float switch mechanism (or similar) to isolate the electrical network within the buildings during a flood event
- New concrete flooring that can be easily washed down after a flood event.
- No soft furnishings on the ground floor

4.1.4 In addition, an outline Flood Response and Evacuation Plan has been defined in the FRA. The site lies within the zone that benefits from EA flood alerts and egress routes to safe havens during a flood have been identified.

Metropolitan Police

4.1.5 The Police identified some concerns following initial consultation on the application, in terms of meeting the principles of Secure by Design. The applicant has provided additional commentary on their approach to site security following a meeting with the Secure by Design Officer. The Police have been re-consulted on the additional information provided but no further comments have been received.

Canals and River Trust

4.1.6 The Trust raises no objection to the proposed development, which they note will bring some activity and animation to the area, and potentially the waterside. However, they note:

Lighting

4.1.7 Lighting is proposed to the water side and advise that this should not spill over the waterspace as this could impact on the waterway corridor and its role as a bat feeding corridor. They note that LED lighting is proposed at low level and as downlighters, which would be acceptable, subject to their being no overspill over the water space. A condition is recommended requiring the submission of details.

Surface water Drainage

4.1.8 The application form states that surface water from the site is discharged to the mains sewer, as opposed to the Lee Navigation. However, no diagram has been submitted to support this statement and they request that a drainage diagram is submitted so that they can confirm there is no existing drainage to the Navigation. The applicant has provided a plan and reiterated that there is no change proposed to existing site drainage.

Demolition Method Statement

- 4.1.9 The application states that the warehouses 9 and 9A adjacent to the Navigation are to be demolished in accordance with a demolition method statement yet to be provided. The Trust request that this ensures that the Navigation and its users are adequately protected from any potential environmental risks. A condition is recommended to address this.

Waterborne Freight

- 4.1.10 The Trust also advise that it may be feasible to move the demolition material by barge to a waterside waste facility and this should be investigated as part of the demolition method statement. The condition recommended includes the requirement for the feasibility of this to be investigated.

Traffic and Transportation

- 4.1.11 No objections subject to conditions. The development is unlikely to have a significant detrimental impact on highway safety and free flow of traffic, and will seek to improve the conditions for cyclists and pedestrians in the local area.

Environmental Health

- 4.1.12 Environmental Health raises no objection as there is unlikely to be a negative environmental impact. In particular there are no concerns regarding air quality, noise or contaminated land.

5 Relevant Policy

5.1 London Plan

- 2.13 Opportunity areas and intensification areas
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.6 Decentralised energy in development proposals
- 5.7 Renewable energy
- 5.9 Overheating and cooling
- 5.12 Flood Risk Management
- 5.13 Sustainable drainage
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.13 Parking
- 6.14 Freight
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.6 Architecture
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.26 Increasing the use of the blue ribbon network for freight transport

5.2 Core Strategy

Core Policy 13	Promoting economic prosperity
Core Policy 16	Taking part in economic success and improving skills
Core Policy 20	Sustainable energy use and energy infrastructure
Core Policy 21	Delivering sustainable water supply, drainage and sewerage infrastructure
Core Policy 25	Pedestrians and cyclists
Core Policy 27	Freight
Core Policy 28	Managing Flood Risk through development
Core Policy 30	Maintaining and improving the quality of the built and open environment
Core Policy 36	Biodiversity
Core Policy 37	Central Leaside
Core Policy 38	Meridian Water

5.3 Development Management Document

DMD22	Loss of employment outside of designated areas
DMD39	The Design of Business Premises
DMD45	Parking standards
DMD47	Access, new roads and servicing
DMD48	Transport Assessments
DMD50	Environmental Assessment Methods
DMD51	Energy Efficiency Standards
DMD56	Heating and Cooling
DMD57	Responsible sourcing of materials, waste minimisation and green procurement
DMD59	Avoiding and reducing flood risk
DMD61	Managing surface water
DMD64	Pollution control and assessment
DMD66	Land contamination and instability
DMD68	Noise
DMD69	Light Pollution
DMD75	Waterways
DMD79	Ecological Enhancements

5.4 Proposed Submissions Edmonton Leaside Area Action Plan (ELAAP)

5.4.1 The Proposed Submission ELAAP was approved by full Council on 25th January 2017 for public consultation. Public consultation began on 15th March 2017 and ran until 28th April 2017.

5.4.2 Whilst this plan has not yet been adopted it does carry some weight, although this is more limited given it has yet to go through an examination in public. The following policies from the ELAAP are of relevance.

EL2	Economy and employment in Meridian Water
EL8	Managing flood risk in Meridian Water

5.5 Other relevant policy

NPPG
NPPF

6 Analysis

Principle

- 6.1 The site is based in the heart of Meridian Water, the Council's flagship regeneration scheme of 85ha that will seek to deliver approximately 10,000 homes and over 6,000 jobs over the next 20 years. This site is not designated as either Strategic or Local Industrial Land, although it does sit within a functioning industrial estate. Whilst the area will be subject to considerable change over the next few years, the Council is seeking to ensure productive and beneficial uses of existing buildings until this change takes place. This project 'Meridian Works' with a running life of only 5 years from completion, with the possibility of a 5 year extension, will form an important part of the strategy to provide an increased diversity of employment in the area. The development seeks to provide a creative hub for this planned new neighbourhood, with a regionally significant cluster of makers and artists.
- 6.2 The buildings on site are substantial in footprint and scale and have been used for B8 storage and distribution. The proposal is to continue to use the building for such purposes but also introduce light and general industrial uses (B1c/B2) consistent with the activities undertaken by the proposed occupiers – Building BloQs and ACAVA. These uses are consistent with the character and nature of the Orbital Business Park and would not undermine its continuing operation.
- 6.3 The proposal involves the demolition of two existing buildings, units 9 and 9A, which are in poor condition. However, the floorspace lost, would be compensated and added to through the creation of mezzanine space within the existing buildings, making more efficient use of these substantial structures, and continuing and intensifying the employment generating use of the site.
- 6.4 The proposal also seeks to provide an ancillary café and exhibition space to support the activities of the intended occupiers. These uses are compatible with the overall use of the site and would not have any undue impact on or undermine the functioning of the wider Orbital Business Park.
- 6.5 The uses proposed are therefore considered acceptable in principle on the site.

Access, traffic generation and parking

- 6.6 Following an initial assessment which highlighted a need for additional transport information to support the application the applicant has provided the LB Enfield Meridian Works Transport Statement.
- 6.7 Overall the transport statement is comprehensive, providing detailed information of the existing situation, analysing the likely impact of the development and proposing suitable mitigation. The development is unlikely to have a significant detrimental impact on highway safety and free flow of traffic, and will seek to improve the conditions for cyclists and pedestrians in the local area.

Trip Generation

- 6.8 The applicant has undertaken trip analysis using existing sites with the same proposed tenants. This approach is acceptable particularly given the dearth of comparable sites on the TRICS database.

- 6.9 The analysis indicates that the trips arising from the development for all modes will not be significant and can be accommodated on the existing transport network. The level of vehicle trips is not of a level which requires additional modelling of the access junction.

Access

- 6.10 The proposal indicates that the existing vehicular access arrangements from Argon Road will be maintained. Given that the number of trips will be relatively low this is an acceptable approach.
- 6.11 For cyclists and pedestrians the proposal indicates that improved signage, lighting and road markings will be provided along the internal estate roads leading from Argon Way. Outside of this existing cycling and pedestrian routes will be relied upon.
- 6.12 This approach is acceptable. Given it is likely that there will be practical issues with delivering some of the proposed enhancements (for example due to sub-soil contamination) the details should be secured by way of a planning condition.

Car Parking

- 6.13 The level of car parking provision does not exceed London Plan maximum standards for the type of development and based on the trip analysis should be sufficient to serve the development without leading to overspill onto the neighbouring estate roads. The disabled and electric vehicle charging provision is acceptable.
- 6.14 Again, given it is likely that there will be practical issues with delivering some of the proposed enhancements (for example due to the final design of the accommodation) the details of the parking areas should be secured by way of a pre-occupation planning condition.

Cycle Parking

- 6.15 The London Plan requires different levels of long stay provision depending on use: B1 – 1 space per 250sqm / B2-8 – 1 space per 500sqm. Short stay provision is required on a basis of at least 1 space per 1,000sqm.
- 6.16 The level of cycle parking provision is acceptable and details of the design can be secured via a planning condition. Whilst the access is an area of the site which is furthest from the main Argon Road access, it is noted that this location will be more secure for cyclists (there will be limited vehicle movements) and could be more accessible if other access improvements in the area are implemented.

External Areas

- 6.17 The proposed construction of the surfaces of the external areas will need to include measures to ensure surface water drains away and does not cause highway safety issues. Details of any enclosure will be required to determine whether it has an impact on visibility for road users particularly cyclists and pedestrians.

Delivery and Servicing

- 6.18 The swept path analysis provided indicates that larger rigid vehicles can service the site with the assumption being that any HGVs will not serve the site. This approach is acceptable.

- 6.19 The applicant should also detail the location for any specialist materials or waste, for example bottled gas, to make sure that they can be safely and conveniently accessed by servicing vehicles. These details can be secured by way of a planning condition.

Refuse Storage Facilities

- 6.20 The details of the location and access arrangements are acceptable.

Travel Plan

- 6.21 The draft travel plan is welcome. This should be developed going forward and secured by way of a planning condition supported by the appropriate monitoring fee.

Design

- 6.22 The application proposes the demolition of Units 9 and 9A and the retention and adaption of the remaining two units, 5 and 6. The demolition works will expose the southern façade of Unit 6 and part of the eastern façade of Unit 5. The Design and Access Statement confirms that the exposed facades will be infilled. To the southern façade this is indicated as painted brick walls. To the eastern façade this involves a combination of polycarbonate infill and glazing. The design and finish to both elevations is acceptable in principle although exact finishing materials will need to be secured through condition, once there is greater certainty about the extent of the existing structure that is capable of retention following the demolition works..
- 6.23 The application includes works at 2nd floor level to create a terrace area on the southern elevation, and a similar but smaller terrace to the eastern elevation, associated with the café. These new interventions are welcomed and break up the substantial and otherwise largely flat elevations.
- 6.24 External works are minimal in extent and largely involve making good of existing surfaced areas to improve accessibility, marking out of parking areas and 'keep clear' areas. Some new fencing is required and a condition is recommended to secure details of this.

Flood Risk

- 6.25 The application is supported by a Flood Risk Assessment. The Environment Agency has confirmed that this is satisfactory.

Contamination

- 6.26 The application does not involve any intrusive ground works and therefore raises no issues with respect to contamination.

Noise

- 6.27 The uses proposed are consistent with the industrial nature of the wider business park. The introduction of a café and exhibition space will introduce the capacity for additional visitor numbers and activity beyond the confines of the building. However, there are no sensitive adjacent land uses and therefore it is considered that any

additional noise associated with these activities would not present any amenity issues

Sustainable Design and Construction

- 6.28 The applicant advises that the strategy for both buildings is that only individual spaces (i.e. Unit 5 - café and toilets, Unit 6 - individual artist's studios, toilets, communal kitchen) will be heated and not the entire envelope of the building. Insulating the entire envelope proved to be financially unviable as it requires a lot of work to the external cladding of the existing industrial sheds. The spaces to be heated will be insulated and heated by an electrical underfloor heating system".
- 6.29 This approach is not consistent with policy. However, it is recognised that this is a meanwhile use of the site to support the wider regeneration objectives for the area and the public funding secured for the project is being invested in remodelling the internal space to deliver the workshop spaces to support job creation, rather than in the external shell. This is on the basis that ultimately the building will be demolished to accommodate new housing and the activities relocated if successful.
- 6.30 The application proposes the use of the existing drainage system and does not include any new SUDS measures. Again, this is a consequence of the meanwhile nature of the use and the need to focus the limited public money available on delivery of jobs.

Biodiversity

- 6.31 An Ecological Report has been submitted with the application. This confirms overall that the site to be of very low ecological value at the local level, although there is considered to be a high risk to common nesting birds in the buildings on site and a very low risk to roosting bats in buildings, foraging bats and hedgehogs. Conditions are recommended to mitigate the impact. .

Community Infrastructure Levy

- 6.32 The development is not CIL liable.

7 Conclusion

- 7.1 This proposal will see the re-use of a substantial area of vacant floor space and the creation of a significant number of jobs that will contribute to the local economy. It will provide a productive and beneficial use of the buildings until such time as permanent redevelopment takes place. In this context, and whilst recognising that the development will not deliver some of the sustainability enhancements that such major development would normally be expected to deliver, it is supported and approval is recommended.

8 Recommendation:

- 8.1 That planning permission to be **GRANTED** in accordance with Regulation 3/4 of the Town and Country Planning General Regulations 1992 subject to the following conditions:

- 1 That development shall not commence on the infilling work to the eastern and southern façade off the building following demolition of Units 9 and 9A until details of the finishing materials to be used have been submitted to and approved in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details prior to occupation.
Reason: In the interests of amenity.
- 2 That prior to occupation of the building for the purposes hereby approved, details of all new fencing shall be submitted to and approved in writing by the Local Planning Authority. The fencing shall be installed in accordance with the approved details prior to occupation of the buildings.
Reason: In the interests of site security and amenity.
- 3 That no new external lighting shall be installed until details have first been submitted to and approved in writing by the Local Planning Authority. The details shall include the location, design, luminance and measures to avoid light spillage to light sensitive receptors. The lighting shall only be installed in accordance with the approved details.
Reason: In the interests of amenity and to ensure no adverse impact on ecological value of the adjacent watercourse.
- 4 Prior to the commencement of any demolition works, a Demolition Method Statement shall be submitted to and approved in writing by the Local Planning Authority. The statement should include confirmation that any stockpiles of material from the site should be located at a suitable distance away from the Navigation, and suitable methods should be used to minimise dust emissions from the site during demolition/construction. The statement should also include a feasibility study into the removal of the waste material by barge. Demolition shall take place in accordance with the approved statement.
Reason: To ensure, prior to any works taking place, that the proposed construction works do not have any adverse impact on the safety of waterway users and the integrity of the Lee Navigation, and to ensure the development maximises water transport for waste materials, in accordance with Policy 7.26 of the London Plan.
- 5 That prior to occupation of the building for the purposes hereby approved details of the proposed cycle and pedestrian access arrangements to the site and building shall be submitted to and approved in writing by the Local Planning Authority. The access arrangements shall be implemented in accordance with the approved details prior to occupation of the buildings.
Reason: In order to ensure safe and convenient access to the site and buildings for all users.
- 6 That prior to occupation of the building details of the design and location of cycle parking facilities shall be submitted to and approved in writing by the Local

Planning Authority. The cycle parking facilities shall be provided in accordance with the approved details prior to occupation of the buildings.

Reason: In order to ensure the provision of secure and convenient cycle facilities.

- 7 That prior to occupation of the building a parking layout plan identifying the location and marking out of disabled parking spaces and both active and passive electric vehicle parking spaces shall be submitted to and approved in writing by the Local Planning Authority. The parking spaces shall be provided and identified in accordance with the details approved prior to occupation of the buildings and shall not be used for any other purpose.

Reason: To ensure that all parking spaces are clearly identified and available for use.

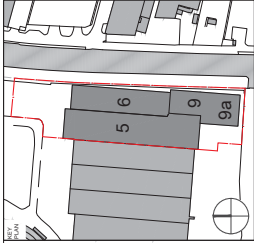
- 8 That prior to the occupation of the building details of the siting and design of refuse and materials storage facilities and any associated servicing arrangements shall be submitted to and approved in writing by the Local Planning Authority, including arrangements for the storage and removal of any specialist materials or waste. The facilities shall be provided in accordance with the approved details prior to occupation of the buildings and the waste shall be removed in accordance with the approved arrangements.

Reason: In the interests of amenity and highway safety.

- 9 Prior to the occupation of the development hereby permitted, a travel plan shall be submitted to and approved in writing by the local planning authority. The travel plan, as submitted, shall follow the current 'Travel Plan Development Control Guidance' issued by TfL and will include:

- (1) Targets for sustainable travel arrangements.
- (2) Effective measures for the ongoing monitoring of the travel plan including TRICS compliant surveys.
- (3) A commitment to delivering the travel plan objectives for a period of at least five years from first occupation of the development.
- (4) Effective mechanisms to achieve the objectives of the travel plan by both present and future occupiers of the development. The development shall be implemented only in accordance with the approved travel plan.'

Reason: In the interests of sustainable transport and to ensure the development does not adversely affect highway safety or the free flow of traffic in the public highway.



LONDON BOROUGH OF ENFIELD

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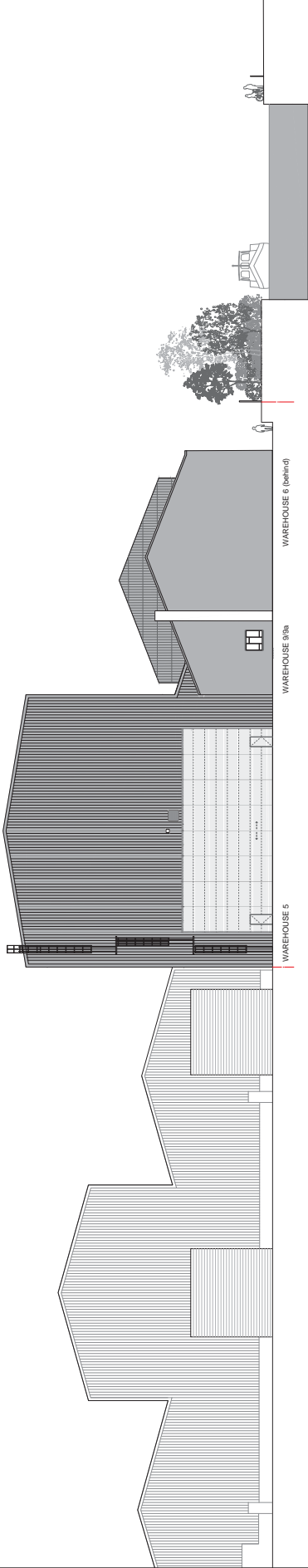
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Architects
10000 @ A1
1412/2016

PROJECT
MW Warehouses 5 & 6
"Meridian Works"
Enfield, N18 3BY

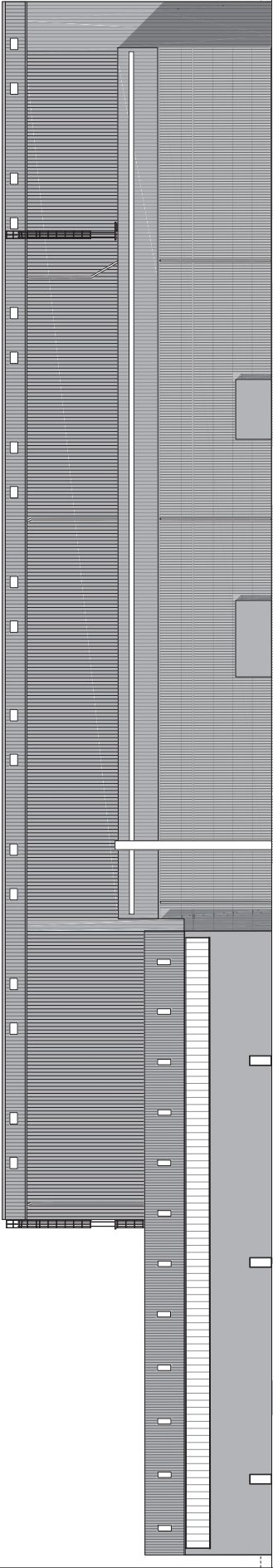
EXISTING
Elevations South & East

FOR PLANNING
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FOR PLANNING
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1412/2016
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SOUTH ELEVATION



EAST ELEVATION



TOWPATH ROAD

River Lee Navigation

LONDON BOROUGH OF ENFIELD

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PROJECT
MW Warehouses 5 & 6
Meridian Works
Enfield, N18 3BY

EXISTING
Ground Floor Plan

DATE
311-A-P-001-10
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FOR PLANNING
ED/RB
1/250 @ A1

DATE
14/12/2016
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311





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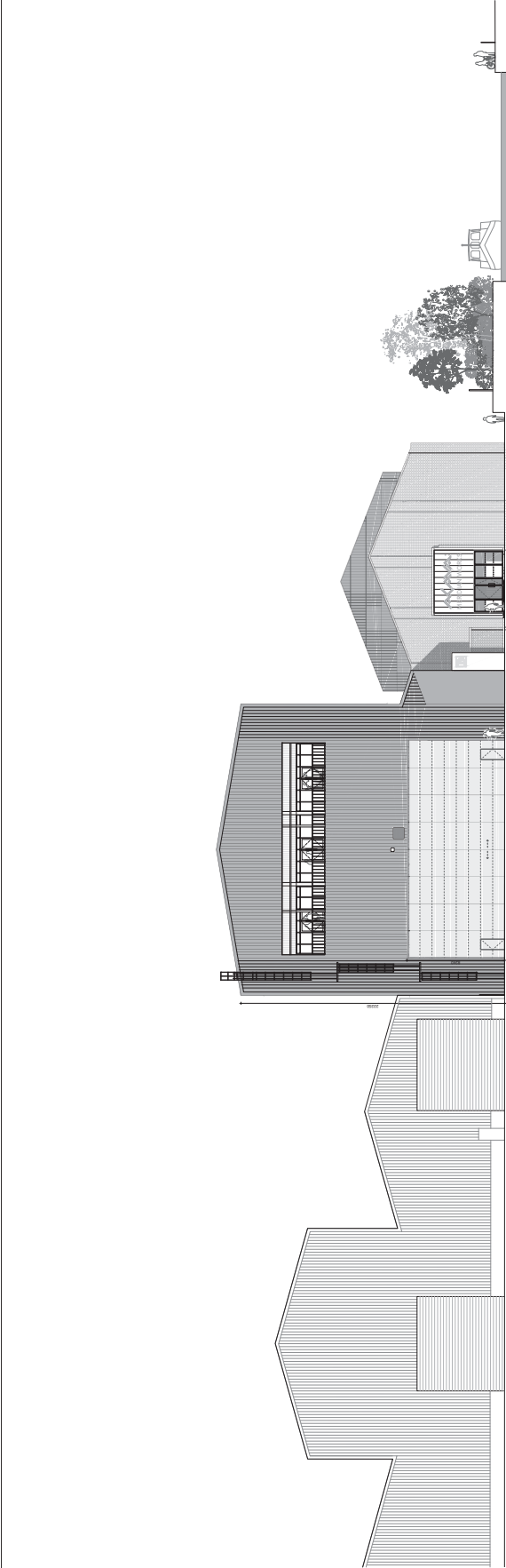
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020 8350 1111
www.karoluswiecarson.co.uk

PROJECT
MW Warehouses 5 & 6
"Meridian Works"
Enfield, N18 3BY

PROPOSED
Elevations South & East

FOR PLANNING
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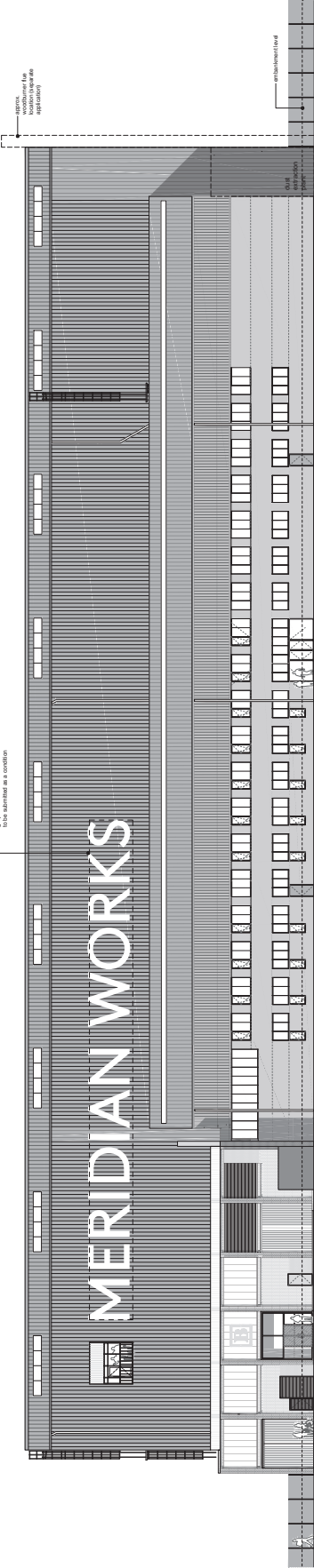
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15/06/2016
PROJECT NUMBER
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SOUTH ELEVATION

WAREHOUSE 5

WAREHOUSE 6



EAST ELEVATION

WAREHOUSE 5

WAREHOUSE 6

