



Quod

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# Boxpark, Camden

Planning & Heritage  
Statement

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DECEMBER 2024

Q240679

# Contents

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1	Introduction	2
2	Factual Background	3
3	Proposed Development	5
4	Planning Policy and Guidance	6
5	Key Planning Considerations	11
6	Conclusion	13

# 1 Introduction

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- 1.1 This Planning Statement has been prepared by Quod on behalf of Boxpark (“the Applicant”) in support of a planning application regarding BOXPARK Camden, previously known as Buck Street Market (“the Site”). This application seeks planning permission for the installation of a permanent roof structure to replace the existing temporary stretch tent roof granted under Ref. 2022/3844/P.
- 1.2 This application also seeks an extension of the temporary time period granted permission in 2019 for a period of five years under Ref. 2018/3553/P and then varied under application Ref. 2022/0974/P until 22 June 2027. This application proposes a further 5 year extension until 22 June 2032.
- 1.3 It has been agreed with the Council that a full planning application will be submitted which captures both the alterations to the roof and the extended temporary period.
- 1.4 This application also seeks retrospective planning permission to consolidate limited minor external alterations that have occurred during occupation which have been required for the ongoing maintenance and improvement of the amenity of the market.
- 1.5 Boxpark has a successful track record in creating food, culture and social hubs. Boxpark’s concept began in 2011 with the creation of the first ‘pop-up’ dining and shopping destination in Shoreditch. Following on from these successes, further venues have been established in Croydon and Wembley, and recent permissions granted in Liverpool and Birmingham. The Site comprises Boxpark’s fourth location in London, and features a collection of street food operators and retailers.
- 1.6 The rest of this Statement is structured to cover the following sections:
  - **Section 2** describes the factual background to the Site and surrounding context, including relevant planning history;
  - **Section 3** provides a description of the proposed development;
  - **Section 4** summaries the relevant planning policy framework applicable to the Site and application proposals;
  - **Section 5** sets out the key planning considerations; and
  - **Section 6** summarises the report.

## 2 Factual Background

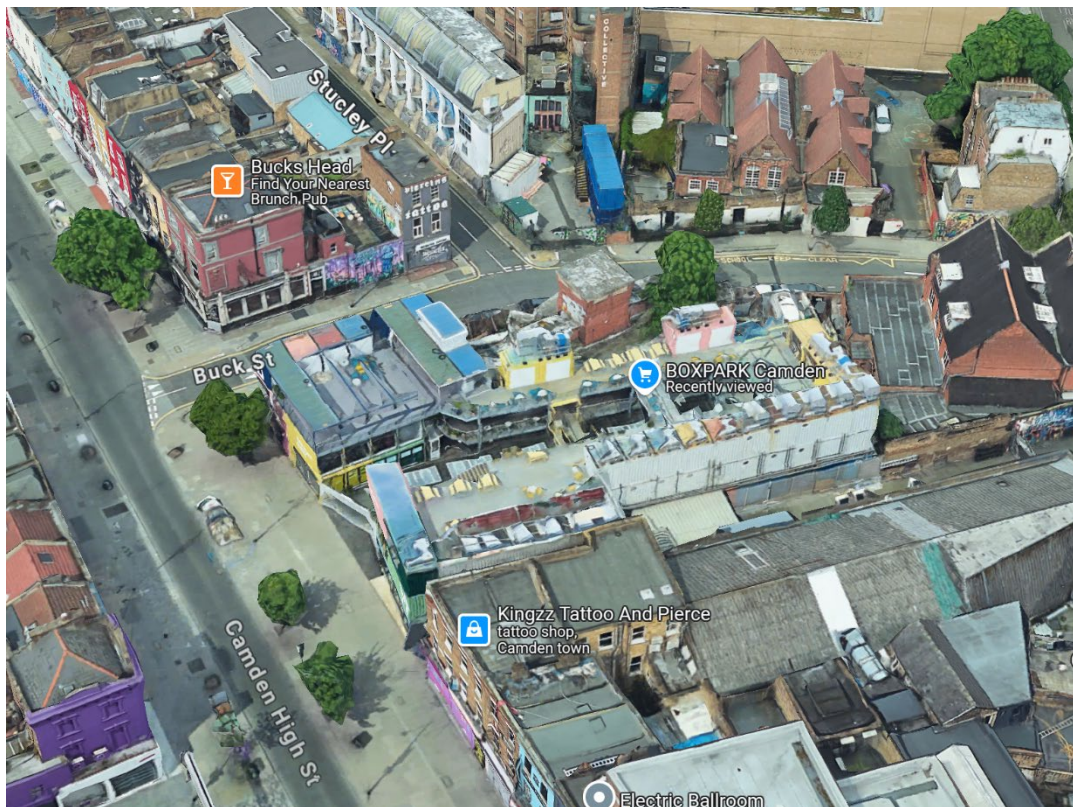
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2.1 This section of the Statement summaries the relevant factual background applicable to the Site, including a description of the Site and its surrounding context, and an explanation of the relevant planning history.

### Site and Surrounding Context

2.2 The Site comprises an existing market covering an area of 1,020 sqm. The existing structures on Site include a 3-storey container market containing retail, restaurant/café, hot food takeaway and ancillary management/storage uses with associated stalls, landscaping, lifts, seating and servicing areas. The existing structures form a U-shape which surrounds a central area of uncovered land used for open-air market stalls. The Site and immediate surrounding area is shown in Figure 1.

Figure 1: Google Maps extract



2.3 The Site is bounded by Camden High Street to the west and by an entrance to the deep level shelter and Buck Street beyond to the north. Trinity United Reform Church and Kentish Town Road to the east and 190 Camden High Street to the south, a Georgian 3-storey terrace used for commercial purposes. The area is predominantly commercial, with no residential properties directly adjoining the Site.

2.4 The surrounding area contains two underground stations, an array of banks, restaurants, street markets, shops and stalls. The Site is located directly above Camden Town Underground station and a deep level former air raid station.

- 2.5 The Site lies within Camden Town Conservation Area, specifically the commercial sub area. The Character Appraisal describes the area as *'powerfully urban in character with few openings between the continuous building lines and an absence of public open spaces and soft landscaping'*.
- 2.6 There are no listed buildings within the Site, nor any tree preservation orders. However, there are a number of statutorily listed buildings within proximity to the Site (c. 50m) and the Trinity United Reform Church on the eastern Site boundary, contributes positively to the Camden Town Conservation Area.
- 2.7 The Site benefits from a Public Transport Accessibility Level (PTAL) of 6b indicating a very high public transport accessibility.
- 2.8 The Environmental Agency's flood map shows that the Site lies within Flood Zone 1 defined as having a low probability of flooding from rivers and the sea.

## Planning History

- 2.9 The planning history for the Site is shown in Appendix 1. This demonstrates that several planning permissions have been granted for the Site to be used as a temporary market (Sui Generis use) since 2000. Other works have also been permitted in connection with the market use, including advertisements and roof coverings.

## 3 Proposed Development

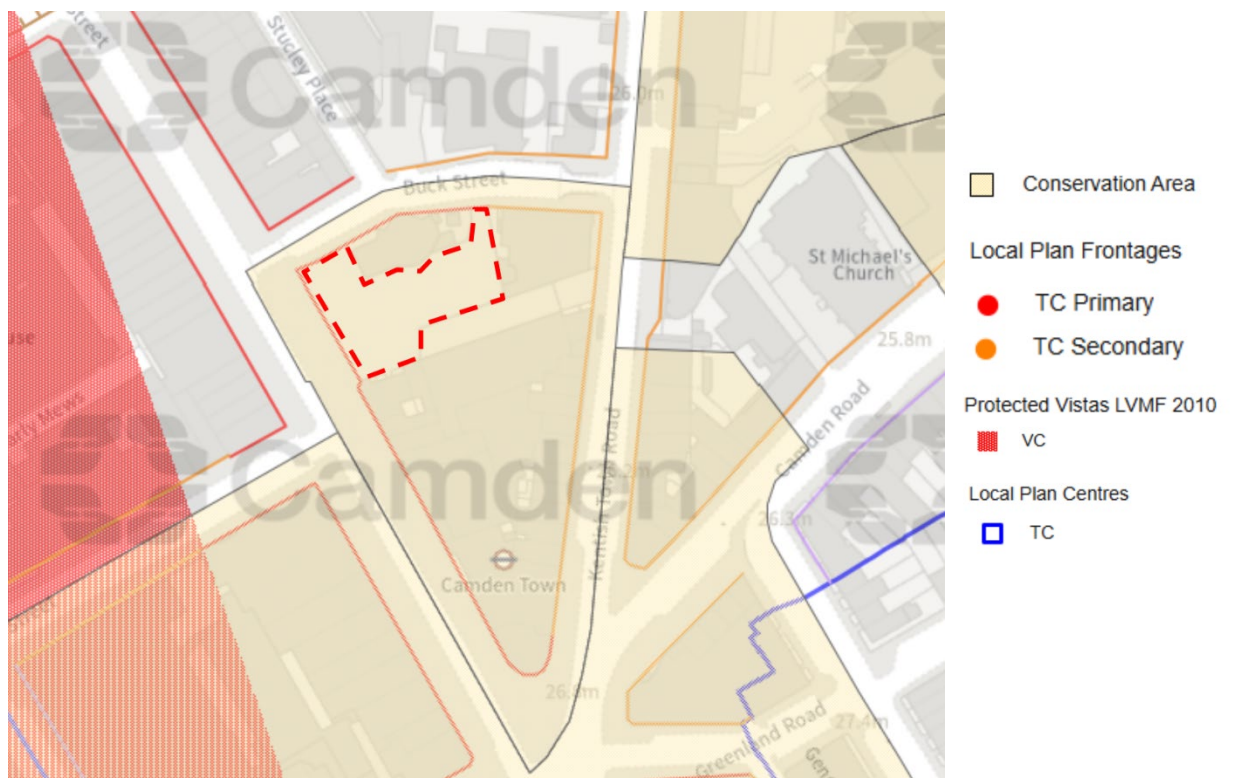
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- 3.1 This planning application seeks full planning permission for the continued use of the market for a further temporary period up to 2032 (an additional 5 years beyond that already permitted), as well as physical alterations to the building, including a new roof structure to replace the existing temporary canopy, and other minor external alterations which have already been undertaken (for which retrospective permission is sought).
- 3.2 The proposal for the new roof structure will replace the current temporary stretch tent roof covering. Permission was first granted in 2022 for a partial canopy to the north terrace (Ref. 2022/0974/P) and a temporary roof for part of the year to the whole market (Ref. 2022/3844/P) which was not completed until 2024 and expires on 1 May 2025. This temporary solution has provided traders who operate market stalls within the existing open-air area of the Site to continue to trade in all weathers.
- 3.3 Due to the positive impact of the temporary roof on footfall and trading, it is proposed that a more permanent cover in the form of a high-quality transparent roof be erected over the central open space. The proposed structure will take the form of a Victorian Arcade, set back from the High Street, providing protection from the weather for traders and visitors to the market. The simple truss form of the structure will be supported off the existing container nodes.
- 3.4 Retrospective planning permission is also sought for minor external alterations. Firstly, glazing panels have been installed to extend the existing balustrade glazing to the roof on the north terrace and to the exposed west elevation to Camden High Street on the first floor of the south block. These were installed following the completion of the partial canopy on the north terrace (Ref. 2022/0974/) in an attempt to provide further weather mitigation. They have the added benefit of providing additional noise insulation for the nearest residential properties on Camden High Street.
- 3.5 The second alteration concerns the partial canopy installed on the north terrace (Ref. 2022/0974/P) by the previous owner. This roof was found to be not fit for purpose due to poor installation and maintenance leading to multiple leaks. As such, this was replaced with a roof of a slightly different design. Therefore, retrospective permission is sought for this replacement roof canopy.

## 4 Planning Policy and Guidance

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications are determined in accordance with the development plan unless material considerations indicate otherwise
- 4.2 The Development Plan application to the Site comprises the following documents:
- The London Plan (2021) and;
  - The Camden Local Plan (2017).
- 4.3 Under the above Development Plan Documents, the Site is designated as follows:
- Within Camden Town Conservation Area;
  - Within Camden Town Centre;
  - The northern and western Site elevations comprise Town Centre Primary Frontage;
  - Within Air Quality Focus Area;
  - Within Flood Zone 1.

Figure 3: Extract from Camden Local Plan Policies Map 2017 (Site indicated with red dotted line)



- 4.4 Material considerations relevant to the application proposals include the National Planning Policy Framework (NPPF) (2024), supported by Planning Practice Guidance (PPG), as well as other supplementary guidance documents.

## Development Plan

### London Plan 2021

- 4.5 Policy SD6 seeks to promote and enhance the vitality and viability of London's Town Centres by encouraging strong, resilient, accessible and inclusive hubs with a diverse range of uses, ensuring town centres are the primary locations for commercial activity and important contributors to the local as well as London-wide economy.
- 4.6 Policy E9 promotes successful, competitive and diverse retail uses, particularly in town centres. Development proposals should *“support London's markets in their full variety, including street markets, covered markets, specialist and farmer's markets, complementing other measures to improve their management, enhance their offer and contribute to local identity and the vitality of town centres”*.
- 4.7 Policy HC1 ensures that development proposals affecting heritage assets and their settings, should conserve their significance, by being sympathetic to the asset's significance and appreciation within their surroundings. Development proposals should also avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.
- 4.8 Policy SI 1 seeks to tackle poor air quality, protect health and meet legal obligations. Within designated Air Quality Focus Areas, development proposals should demonstrate that design measures have been used to minimise the exposure.

### Camden Local Plan 2017

- 4.9 Policy G1 sets out Camden's growth strategy which seeks to deliver growth by securing high quality development promoting the most efficient use of land and buildings in Camden. Development will take place throughout the borough with the most significant growth expected to be delivered through development at highly accessible locations such as Camden Town Centre.
- 4.10 Policy TC2 promotes successful and vibrant centres throughout the borough to serve the needs of residents, workers and visitors. This will be achieved through:
- The protection and enhancement of the unique character of each centre, ensuring development is of an appropriate scale and character;
  - Providing for and maintaining food, drink and entertainment uses to provide variety, vibrancy and choice;
  - Supporting and protecting Camden's markets and areas of specialist shopping;
  - Pursuing the individual planning objective for each centre, as set out in the SPD Camden Planning Guidance on town centres and retail.
- 4.11 This policy also designates primary frontages, as shown in Figure 3, which aim to protect frontages with a high proportion of shops (A1) in order to maintain the retail function of the centre.



- 4.12 Policy TC4 ensures that development within town centres including shopping, services, food, drink, entertainment and other town centre uses, do not cause harm to the character, function, vitality and viability of a centre, the local area or amenity of neighbours.
- 4.13 Policy TC6 specifically seeks to promote and protect markets in Camden. The council will resist the loss of existing markets uses, take into account the character of the existing market when assessing proposals for refurbishment and redevelopment and support new markets that will not cause harm to the local area. When assessing planning applications for new markets, the Council will consider:
- Their effect on local residents and environmental conditions;
  - Their impact on transport and pedestrian movements, including the effect on access and circulation, highways, parking and servicing;
  - Their effect on local centres and shopping provision;
  - The storage and disposal of litter and refuse; and
  - Community safety and noise.
- 4.14 Policy D1 seeks to secure high quality design in development. Therefore, proposals must respect local context and character, preserve or enhance the historic environment, be sustainable in design and construction, integrate well with the surrounding streets and open spaces, and incorporate high quality design which complements the local character.
- 4.15 Policy D2 sets out Camden’s heritage policy and designates the Site within a conservation area. This policy aims to preserve and enhance Camden’s rich and diverse heritage assets and their settings, including conservation areas. Therefore, the council will not permit development that results in harm to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm. Development within conservation areas will need to preserve or, where possible, enhance the character or appearance of the area.

## Material Considerations

### NPPF

- 4.16 Chapter 7 of the NPPF outlines the policy ensuring the vitality of Town Centres. This policy highlights the important role town centres play in the heart of local communities, therefore encouraging a positive approach to their growth, management and adaptation. Paragraph 90a specifically seeks to protect and enhance existing markets in town centres.

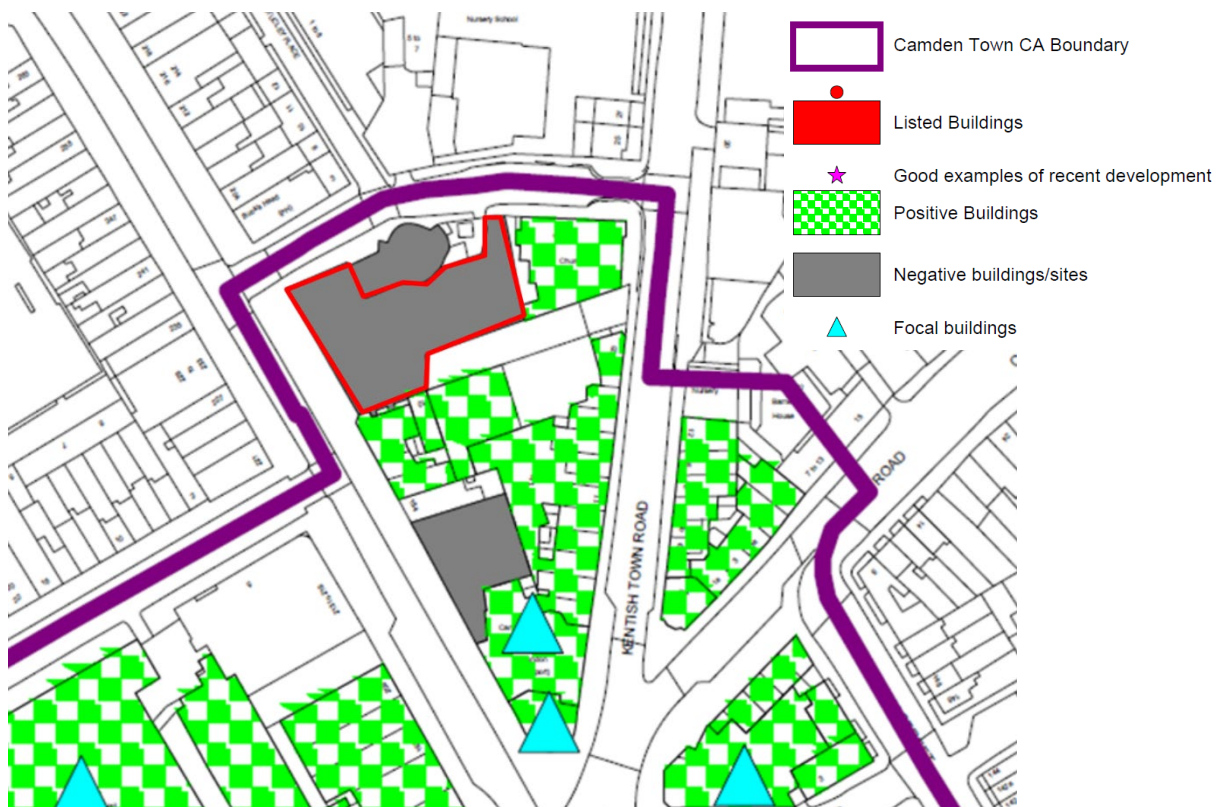
### Town Centres and Retail SPD

- 4.17 Camden Town is described as a vibrant centre, serving as a retail and leisure destination for local residents and also as a visitor and tourist destination. The Site lies within the commercial heart of town, in the markets and around Camden Town tube station.
- 4.18 The SPD notes that markets are essential parts of the town centre, bringing people to the area and providing a tourist attraction. They are significant to the success and vitality of Camden Town.

## Camden Town Conservation Area Appraisal and Management Strategy

- 4.19 The Site lies within the Commercial Sub Area, characterised by retail and commercial uses creating a busy urban environment. The architecture in this area varies significantly, due to the greater pressure for development since the later 19<sup>th</sup> century. Where historic buildings survive, there is a greater tendency for alterations, resulting in a much lower proportion of listed buildings.
- 4.20 The building composition on Camden High Street consists of a variety of roof forms and chimney stacks, with a broad range of building materials.
- 4.21 The Site and existing market stand on a site of properties destroyed in WWII, creating an irregularly shaped, uncharacteristic break in the otherwise continuous building lines. The market provides vitality, interest, variety and a focal point of activity.
- 4.22 As shown in Figure 4, the Site is currently classed as a 'negative building', defined as buildings or spaces which detract from the character or appearance of the Conservation Area and could suitably be redeveloped.

Figure 4: Extract from Camden Town Conservation Area Townscape Appraisal Map 2006 (Site shown with red line boundary)



## Summary

- 4.23 Development on the Site is guided by the London Plan (2021) and Camden Local Plan (2017), which promote vibrant, accessible town centres, diverse retail and market uses, and high-

quality design respecting local heritage. Material considerations, including the NPPF and Camden's planning guidance, emphasis enhancing markets, preserving the area's character, and addressing environmental concerns. The Site, located within Camden Town Conservation Area, is currently identified as a 'negative building', and therefore is suitable for redevelopment to improve its contribution to the conservation area.

## 5 Key Planning Considerations

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- 5.1 In light of the relevant planning history and policy context, the key considerations applicable to the application are the principle of the retention of the market for a further temporary period as well as the physical works; design and heritage; sustainability; and other technical matters.

### Principle of Development

- 5.2 As summarised in Section 3, the Site is subject to an existing temporary permission that expires in 2027 and the application seeks to extend this to 2032. As demonstrated by the planning history, the Council have permitted the temporary use of the Site as a market for a long period of time, dating back to at least 2000. The principle of this use has therefore already been accepted.
- 5.3 Furthermore, the Site is located within Camden Town Centre boundary and is subject to several policies which support the proposal in principle. The London Plan (2021) Policy SD6 seeks to promote and enhance the vitality and viability of London's Town Centres and Camden Local Plan Policy TC2 specifically highlights the importance of supporting and protecting Camden's markets in order to promote Camden as a vibrant and successful town centre. The proposed development on the Site will help improve its usability throughout the seasons, maintaining its attraction with tourists, visitors and locals within the town centre.
- 5.4 The Site is also identified as primary frontage in respect of the northern/western elevations, which should remain key retail uses under Policy TC2. The proposed extension of the temporary period will ensure these primary frontages will remain protected.
- 5.5 In respect of the proposed roof coverings and retrospective works, permission has already been granted for two different temporary roof coverings under Ref. 2022/0974/P (a partial canopy over the north terrace) and Ref. 2022/3844/P (a temporary roof for the whole external market area). The second permission expires on 1 May 2025, but due to the positive response to the coverings, the Applicant proposes a new high-quality transparent roof structure to be erected over the open-air market stalls.
- 5.6 Policies in the London Plan and the Camden Local Plan seek to protect existing and enhance markets. The London Plan Policy E9 specifically says that development proposals should “... *improve their management, enhance their offer and contribute to local identity and the viability of town centres*”, showing support for proposals seeking to improve the quality and usability of markets. Both the proposed and retrospective works will improve and enhance the market and are therefore fully aligned with these policy aspirations.
- 5.7 In light of the above, the proposals are considered to be acceptable in principle.

### Design and Heritage

- 5.8 National and local policy and guidance seeks to ensure high quality design and to contribute positively to the character and identity of an area. Within Conservation Areas, development should safeguard or enhance the area's character and setting.

- 5.9 As highlighted in Section 4, the Site lies within Camden Town Conservation Area, specifically the Commercial Sub Area. Therefore, development proposals should preserve or, where possible enhance the character or appearance of the area (Camden Local Plan Policy D2). The Area Appraisal SPD described the area as ‘powerfully urban in character’ with varying architecture due to development pressure since the 19<sup>th</sup> century. The Site itself is identified as having a negative impact on the character of the area and as having a temporary and congested appearance.
- 5.10 The proposed roof structure will be set back from the High Street and will not be visible from the South or North of the Site, therefore maintaining the current appearance of the Site from these directions. Where it can be seen in public views, the roof is proposed to be of high-quality design and materials, with the appearance of a Victorian Arcade. The addition will help to harmonise the existing structures, providing a more coherent architectural appearance and assisting to better integrating the Site into the surroundings. This therefore fully aligns with the requirements in Policy D2 heritage and Policy D1 Design (Camden Local Plan).
- 5.11 The other retrospective works are minor in nature but represent improvements to the poor quality, unmaintained elements that were replaced. They are therefore considered an enhancement to the building and the conservation area.

## Sustainability

- 5.12 Policy D1 (Camden Local Plan) requires development to be of sustainable design and construction, incorporating best practice in resource management and climate change mitigation and adaptation, and be of sustainable and durable construction and adaptable to different activities and land uses. There is also a presumption in favour of sustainable development which underpins the National Planning Policy Framework and supporting guidance.
- 5.13 Sustainability has been considered from the outset, with the proposed roof structure made from sustainable materials. While the proposals are for the replacement of existing canopies/roofs, the new designs will be more durable and long-term due to their high-quality design and construction. Furthermore, the proposed continued use of the existing brownfield town centre Site is a sustainable approach in principle.

## Other Matters

### Air Quality

- 5.14 Under London Plan Policy SI 1, the Site is designated within the Air Quality Focus Area, which requires all development proposals to demonstrate that design measures have been used to minimise the exposure. Camden Local Plan Policy CC2 ensures that the impact of development on air quality is mitigated, development proposals will be assessed by consideration of the exposure of occupants to air pollution and the effect of the development on air quality.
- 5.15 The proposals seek to continue the existing use of the Site for an extended temporary period and deliver physical improvements to the existing structure. There will therefore be no detrimental air quality impacts arising from the proposals.

## 6 Conclusion

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- 6.1 In conclusion, the proposals seeks the continued use of the market for a further temporary period up to 2032, as well as physical alterations to the building, including a new roof structure to replace the existing temporary canopy, and other minor external alterations which have already been undertaken (for which retrospective permission is sought).
- 6.2 The Site has been has been permitted for market uses since the 2000s, showing that the principle of use has already been accepted. The proposed external alterations will improve and enhance the Site's existing market functions by providing cover and protection from bad weather, promoting footfall all year round. The works for which retrospective permission is sought enhances the use and appearance of the existing buildings on site, contributing positively to the Conservation Area.
- 6.3 The policies set out in the London Plan (2021) and the Camden Local Plan (2017) seek to enhance the vitality and viability of town centres, with several policies specifically seeking to protect and enhance existing market uses. The proposals outlined in this application align with all the relevant policy and guidance.

# Appendix

## Appendix 1: Planning History

Ref No	Application Details	Decision / Date
2024/3444/A 16 Aug 2024	Advertisement Consent - Non-Illuminated Boxpark advertisements to northern and western elevations.	Granted 9 Sept 2024
2022/3844/P 13 Sept 2022	Full Planning Permission - Erection of Stretch Tent across part of the upper floor level of the existing market for a temporary period of three years during the months of October to April (inclusive), the installation of a walkway to the internal units at the rear of the market for maintenance of the roof top mechanical equipment and associated works.	Granted 12 Dec 2022
2022/0974/P 31 March 2022	Variation of Condition 2 (Temporary Permission) and Condition 3 (Approved Plans) for an extension of time to the existing temporary permission, installation of balustrades at roof level, regularisation of design amendments, and associated works granted under Planning Permission reference 2018/3553/P dated 24/05/19 (as amended) for continued use of land as a market, consisting of a ground plus two level container market (sui generis) comprising retail, restaurant/cafe, hot food takeaway and ancillary management / storage uses with associated stalls, partial roof canopy, landscaping, lifts, seating and servicing areas for a temporary five year period.	Granted 27 June 2022
2021/2827/P 26 June 2021	Full Planning Permission - Change of Use of existing container unit to flexible retail, and food & beverage use, and associated ventilation plant (plant is retrospective).	Granted 2 March 2022
2021/2800/P 26 June 2021	Details pursuant to Condition 18 (Advert Strategy) granted under reference 2018/353/P dated 24/05/19 for continued use of land as a market, consisting of a ground plus two level container market (sui generis) comprising retail, restaurant/cafe, hot food takeaway and ancillary management / storage uses with associated stalls, partial roof canopy, landscaping, lifts, seating and servicing areas for a temporary five year period.	Granted 14 Oct 2021
2021/0017/P 25 Jan 2021	Full Planning Permission - Change of use of existing container units to food & beverage use (Sui Generis) and associated works including a rooftop ventilation extract fan, for a temporary period aligned with the original planning permission 2018/3553/P dated 24/05/19 for the continued use of the site as a	Granted 12 March 2021

	market, consisting of a ground plus two level container market (Sui Generis)	
2020/5239/P 30 Nov 2020	Full Planning Permission - Erection of Stretch Tent across part of the upper floor level of the existing market, for a temporary period of 5 months.	Granted 5 Jan 2021
2020/3480/P 14 Sept 2020	Discharge of Condition 18 (Advert Strategy) granted under reference 2018/3553/P dated 24/05/19 for continued use of land as a market, consisting of a ground plus two level container market (sui generis) comprising retail, restaurant/cafe, hot food takeaway and ancillary management / storage uses with associated stalls, partial roof canopy, landscaping, lifts, seating and servicing areas for a temporary five year period.	Granted 8 Dec 2020
2019/4713/A 8 Oct 2019	Advertisement Consent - Temporary display of non-illuminated advertisement hoarding in connection with the Buck Street Market development site for a maximum period of six months.	Granted 1 Nov 2019
2019/4712/P 8 Oct 2019	Discharge of condition 18 (Advert Strategy) granted against planning reference number 2018/3553/P dated 24/05/19 for continued use of land as a market, consisting of a ground plus two level container market (sui generis) comprising retail, restaurant/cafe, hot food takeaway and ancillary management / storage uses with associated stalls, partial roof canopy, landscaping, lifts, seating and servicing areas for a temporary five year period.	Granted 3 Dec 2019
2019/3425/P 9 Aug 2019	Non-Material amendment to facilitate relocation of cycle parking store at ground floor level, minor changes to approved stall and WC layout, and minor changes to approved glazing and doors granted under reference 2018/3553/P dated 24/05/19.	Granted 1 Nov 2019
2019/3197/P 5 Jul 2019	Discharge of Condition 9 (Tenant and trader handbook) and Condition 11 (Market Operation al Plan) granted under reference 2018/3553/P dated 24/05/19 for Continued use of land as a market, consisting of a ground plus two level container market (sui generis) comprising retail, restaurant/cafe, hot food takeaway and ancillary management / storage uses with associated stalls, partial roof canopy, landscaping, lifts, seating and servicing areas for a temporary five year period	Granted 3 Dec 2019
2018/3553/P 9 Aug 2018	Full Planning Permission - Continued use of land as a market, consisting of a ground plus two level container market (sui generis) comprising retail, restaurant/cafe, hot food takeaway and ancillary management / storage uses with associated stalls, partial roof canopy, landscaping, lifts, seating and servicing areas for a temporary five year period.	Granted subject to S106 24 May 2019



2018/1668/P 8 May 2018	Details pursuant to condition 2 (Delivery Servicing Management Plan) of planning permission 2017/3343/P granted on 27/09/2017.	Granted 13 Dec 2018
2017/3343/P 28 Jun 2017	Full Planning Permission - The continued use of the site as a market (Sui Generis).	Granted 27 Sept 2017
2015/4961/P 12 Oct 2015	Full Planning Permission - The continued use of the site as a market (Sui Generis).	Granted 30 Oct 2015
2014/5134/P 21 Aug 2014	Certificate of Lawfulness - Commencement of the works permitted under reference 2007/5973/P before three year deadline of decision date set out in Condition 1.	Granted 24 Feb 2015
2013/5671/P 18 Sept 2013	Details required by condition 6 (highway works), condition 7 (cycle storage) and condition 9 (details of a scheme of maintenance and cleaning of the canopy) to planning permission (Ref: 2007/5973/P) granted in 09/12/2010 for the erection of a canopy to cover ground and mezzanine floors and ancillary facilities to an open market.	Granted 4 Nov 2013
2012/6787/P 14 Jan 2013	Full Planning Permission - The continued use of the site as a market (Sui Generis).	Granted 4 Mar 2013
2010/4032/P 5 Aug 2010	Full Planning Permission - The continued use of the site as a market (Sui Generis).	Granted 29 Mar 2011
2006/3460/P 1 Aug 2006	Full Planning Permission - Permanent use of the site as a market (sui generis).	Granted 20 Oct 2006
2004/0020/P 23 Jan 2004	Full Planning Permission - Redevelopment of the open market site to provide retail and cafe on 2 storeys including servicing (renewal of permission granted on appeal dated 05/03/1999).	Granted 13 Mar 2004
PEX0000158 25 Feb 2000	Full Planning Permission – Use as a market	Granted 27 April 2000