

Donald Insall Associates
Chartered Architects and Historic Building Consultants

58-66 King Street, Manchester
Heritage Impact Assessment

For Savills (UK) Ltd



Contact Information

Kate Martyn (Practice Director)

E: kate.martyn@insall-architects.co.uk

T: 020 7245 9888

Amelia Bircham (Assistant Researcher)

E: amelia.bircham@insall-architects.co.uk

T: 020 7245 9888

Manchester Studio

www.donaldinsallassociates.co.uk

<i>Project Ref:</i>	MAN.KS58.01
<i>Version:</i>	1
<i>Issue date:</i>	27.11.2024
<i>Prepared by:</i>	APB
<i>Checked by:</i>	KXM
<i>Version description:</i>	Issue for planning

This report and all intellectual property rights in it and arising from it are the property of or are under licence to Donald Insall Associates Limited. Neither the whole nor any part of this report, nor any drawing, plan, photograph, other document or any information contained within it may be reproduced in any form, including online, without the prior written consent of Donald Insall Associates Limited. All material in which the intellectual property rights have been licensed to Donald Insall Associates Limited, and such rights belong to third parties, may not be published or reproduced at all in any form, and any request for consent to the use of such material for publication or reproduction should be made directly to the owner of the intellectual property rights concerned.

Contents

1.0	Summary of Heritage Impact Assessment	4
1.1	Introduction and Methodology	4
1.2	The Buildings, their Legal Status and Policy Context	4
1.3	Summary Assessment of Significance	5
1.4	Summary of Proposals and Justification	5
2.0	Site Survey Descriptions	6
2.1	The Setting of the Building and the Conservation Area Context	6
2.2	The Buildings and their Roof Storeys	9
3.0	Assessment of Significance	14
3.1	Introduction	14
3.2	Assessment of Significance (62-66 King Street Roof Storeys)	14
4.0	Commentary on the Proposals	16
4.1	Description of the Proposals and their Impact on the Heritage Assets	16
4.2	Justification of the Proposals	16
4.3	Conclusion	17
	Appendix I - Statutory List Description	18
	Appendix II - Planning Policy and Guidance	19

1.0 Summary of Heritage Impact Assessment

1.1 Introduction and Methodology

Donald Insall Associates were commissioned by Savills in October 2024 to assist them in proposals to add PV panels to the roof of 58-66 King Street

This assessment has been prepared in accordance with the requirement of the National Planning Policy Framework (2023), paragraph 200, which asks that applicants 'describe the significance of any heritage assets affected' by proposals for change. This assessment takes account of the guidance provided by Historic England in 'Statements of Heritage Significance: Analysing Significance in Heritage Assets. Historic England Advice Note 12' (2019); IEMA, IHBC and ClfA: 'Principles of Cultural Heritage Impact Assessment in the UK' (2021).

The investigation has drawn on the findings of the existing heritage statement by the University of Salford for Savills (UK) Ltd, supplemented by a site inspection of the roof of the buildings alongside their setting and conservation area context. The site survey findings are in Section 2 the investigation has established the significance of the buildings, which is set out in Section 3 and summarised below.

The specific constraints for the buildings are outlined below and Section 4 provides a justification of the scheme according to the relevant legislation, planning policy and guidance.

1.2 The Buildings, their Legal Status and Policy Context

58-66 King Street is comprised of three buildings, with 62 King Street being a Grade II-listed building located in the St. Ann's Square Conservation Area in the City of Manchester. It is in the setting of the following listed buildings:

- St. Ann's Church (Grade I)
- Eagle House (Grade II)
- Former Lloyds Bank, King Street (Grade II)
- 54 and 56, King Street (Grade II)
- No. 74, King Street (Grade II)
- Prudential Assurance Office (Grade II)
- Number 54 and Chop House Public House Thomas's Chop House (Grade II)
- 41 South King Street (Grade II)
- No. 48, King Street (Grade II)
- Old Exchange (Grade II)
- 44, King Street (Grade II)
- 35 and 37 King Street and attached railings (Grade II)
- Winters Buildings (Grade II)
- Warehouse Shop (Grade II)

Alterations to a listed building generally require listed building consent; development in conservation areas or within the setting of a listed building or conservation area requires local authorities to assess the implications of proposals on built heritage.

The statutory list description of the listed building is included in Appendix I and a summary of guidance on the St. Ann's Square Conservation Area provided by the local planning authority is in Appendix II, along with extracts from the relevant legislation and planning policy documents which are summarised below.

1.2.1 The Planning (Listed Buildings and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Sections 16 and 66 of the Act impose statutory duties upon local authorities to have special regard to the desirability of preserving a listed building or its setting, or any features of special architectural or historic interest which it possesses. Section 72 requires local authorities to pay special regard to the desirability of preserving or enhancing the character or appearance of a conservation area.

1.2.2 The Local Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. The development plan applicable to the Site comprises the Manchester Core Strategy 2012-2027 (2012) and saved policies in the Unitary Development Plan (UDP - 1995) which require that proposed works preserve or enhance the historic environment, avoiding adverse impact on the special interest of listed buildings. Additionally, the Greater Manchester Places for Everyone Plan (2024) and gives special consideration to buildings within historic town centres

1.2.3 The National Planning Policy Framework (2023)

The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework (2023) will effectively result in a decision-maker complying with its statutory duties. The Framework forms a material consideration for the purposes of section 38(6). At the heart of the Framework is '*a presumption in favour of sustainable development*' and there are also specific policies relating to the historic environment.

The Framework requires that proposals for change give 'great weight' to the conservation of heritage assets (paragraph 205), that harm to the significance of heritage assets requires 'clear and convincing justification' (206), and that such harm is outweighed by public benefits. Harm is to be categorised as substantial (207) or less than substantial (208).

The Framework also requires that the effect of an application on the significance of 'a non-designated heritage asset' should be taken into account in determining the application. In weighing applications that affect non-designated heritage assets, a balanced judgment is required (209).

The Framework requires local planning authorities to look for positive opportunities for new development within conservation areas and within the setting of heritage assets. Proposals that preserve positive elements or enhance/ better reveal their significance, are required to be treated favourably (212)

1.3 Summary Assessment of Significance

A detailed assessment of significance with guidance on the relative significance of elements of setting and the built fabric of the roof, as well the extent to which these elements are sensitive to alteration is included in Section 3 of this report.

The following paragraphs are a summary explaining why the listed building and conservation area are considered of nationally important architectural and historical interest.

Constructed as part of the ongoing 19th century redevelopment of the rich retail and commercial area surrounding St. Ann's Square, the buildings located at 58-66 King Street derive illustrative historic value for their representation of a key period of the city's development out of the medieval core into a thriving industrial and commercial centre; earlier assessments have highlighted that each buildings is associated with significant retailers, commercial operators and prominent local architects including Pennington & Bridgen (62 King Street) and Horton and Bridgford (64-66 King Street). Rich in architectural ornament, the varied styles exhibited by the buildings also give the buildings considerable aesthetic and architectural value, contributing to the architecturally varied character of the St. Ann's Square Conservation Area in which they sit.

The three buildings comprise mansard roofs which align with the general character of the conservation area and make some aesthetic contribution to it. However, they are broadly a replacement and extension of the original pitched roof forms. As such little original fabric remains at roof level, and thus this element of the buildings is of neutral significance, neither detracting from their significance or the conservation area context nor contributing to it.

1.4 Summary of Proposals and Justification

The proposals seek to add 28 PV panels to the mansard roof that spans 58-66 King Street, arranged around the existing projecting rooflights and entrance hatch. This aims to increase the sustainability of the development, by utilising a currently unused space for renewable energy production, which would not otherwise be possible within a prominent city-centre location. The proposals would result in no harm to the significance of the heritage assets that form part of the site or their contribution to the St Ann's Conservation Area and setting of surrounding buildings. As such they would meet the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990 and accord with the relevant policies of the NPPF, The Local Plan and Places for Everyone.

2.0 Site Survey Descriptions

Prior to recent redevelopment, both the interior and exteriors of the buildings at 58-66 King Street were documented and analysed. This description shall draw on the existing heritage statement, with additional analysis of setting and external elements of the building that would be affected by the addition of PV panels on the roof space.

2.1 The Setting of the Building and the Conservation Area Context

Situated within central Manchester, part of the St. Ann's Square Conservation Area, all three of the buildings have frontages onto both King Street and South King Street. Defined by a grid-iron street pattern surrounding the open centre of St. Ann's Square, the area was key to the domestic expansion of Manchester from the 18th century onwards, later becoming a highly significant area of commercial affluence associated with banking and luxury retail. The complex and multifaceted commercial, financial, and retail function of the area from the late 18th and early 19th century onwards has ensured that it has been regularly redeveloped, with plots continually decreasing in size. St. Ann's Church, listed at Grade I, is the most important building within the wider setting of the site. Visually dominating the square in which it sits, which is otherwise a mostly pedestrianised open space containing trees and a fountain, its tower has visibility over much of the street and roofscape of the surrounding streets **[Plate 2.1]**.

King Street itself is a long, enclosed linear road fronted and surrounded by a range of predominantly Victorian commercial and retail buildings. Varied architectural styles characterise the townscape, which was constructed over a lengthy period of piecemeal redevelopment on an individual building and plot level **[Plates 2.2 and 2.3]**. However, the street is also characterised by relative consistency in building height, material palette and narrow frontages. The height of the buildings, which broadly stand at between three and five storeys in height, coupled with its relatively narrow width of the street, ensures that the roofscape is minimally visible from both street level and from within facing buildings; the roofscape predominantly comprising mansard and hipped roofs with dormers. 58-66 King Street form a visually coherent group within the streetscape, with their four-storey height and grand Victorian facades aligning with the prevailing character of buildings located within this side of King Street.

King Street is bisected by Cross Street, with the eastern side of the street forming the focal point of the Upper King Street Conservation Area. The topography of the street, located on an incline, ensures extensive views over many of the buildings within the western portion of King Street **[Plate 2.4]**. Here the buildings remain substantial premises - often commercial and historically associated with banking - but with more substantial frontages than those to the west. 58-66 King Street remain visible along much of the street, with views towards the apex of the gable to the façade of 62 King Street **[Plate 2.5]**.

The rear of the buildings are situated on South King Street (formerly known as Back King Street). Though the commercial buildings retain retail provision on this street they are clearly the rear frontages of buildings fronting onto the grander King Street. As a result, the buildings are less richly ornamented and the pedestrianised public realm on King Street is contrasted here with car access. The street is also linear and replicates the scale of King Street, but the built form narrows to the east to create a more enclosed environment. As a result of this, the roof storeys are even less visible along the street than on King Street **[Plate 2.6]**.

To the east of the site 66 King Street/ 53 South King Street also fronts onto Four Yards, a narrow alleyway that links King Street to Back King Street. Stylistically varied the first building to be reconstructed in its current form was 62 King Street - constructed between 1874 and 1877 with the last of the three buildings being constructed in 1888.



2.1 St. Ann's Square with St. Ann's church in the centre



2.2 King Street showing varied street frontages.heic



2.3 King Street looking west from the junction of Cross Street



2.4 Views along King Street from East looking West.heic



2.5 Apex of 62 King Street gable from East end of King Street beyond Cross Street.heic



2.6 Built form along South King Street looking East.heic

2.2 The Buildings and their Roof Storeys

Each building within the site contains a separate roof, with variation between them. Though all the three buildings exhibit mansard roofs the form of each varies, with the levels offset and the addition of pitched, gabled and pyramidal forms projecting from various spaces across the three buildings [Plates 2.7 and 2.8].

The mansard roofs of each building, located at fourth floor to all three, is visible from street level on both King Street and South King Street [Plates 2.9 - 2.11]. Clad in hung slate with dormer windows, the largely flat apex of each, scale of the host buildings and canyon-style street means that this part of the mansard is not visible from street level on either King Street or South King Street, nor from anywhere in the wider setting of the building. The reduced height of the block adjoining 55 King Street does however leave the brick gable wall of the building exposed in views from street level on both King Street and South King Street [Plate 2.12].

The roof at **58-60 King Street** (non-designated heritage asset) forms a U-shape, comprising two traditional slate-clad mansard roof structures which form the highest roof out of the three buildings on the site [Plate 2.13]. An open central courtyard space sits to the west with the two mansards located on King Street and South King Street linked by a mono-pitched leaded roof with a dormer. This roof, with the dormer windows to King Street, is likely to be original to the building; evidenced by the presence of a king-post roof structure at the time of the previous internal survey.

The roofs to **62-66 King Street**, both of which exhibit a mansard-style roof supporting a flat platform, is accessed via a stepped ladder and metal door through a hatch within the ceiling of the building at third floor level [Plates 2.14 and 2.15]. Much of the fabric visible is modern, with recent works to the building including several alterations to the roof; new rooflights, plant enclosures and services were inserted, with a metal safety balustrade added to surround the roof [Plates 2.16 - 2.19]. Though each roof is separated by a low brick parapet - with 64-66 King Street's roof sitting at a slightly lower level - they are of a similar structure with an identical finish. Asphalt covers the upper surface, with the mansard slopes clad in slate.

A small, pitched roof extends north from 62 King Street, with the gable end forming a richly decorated element to the listed building's façade [Plate 2.20]. At 64-66 King Street a slated pyramidal roof, surmounted by a square glazed lantern, is located to the north, where the building meets King Street [Plate 2.21]. To the east, where the building meets Four Acres, a concave mansard roof caps a late 20th century stair tower [Plate 2.22].

The metal balustrade that forms a barrier to the edge of the roof is partially visible from King Street above no.62 and is additionally visible from much of the northern side of King Street's eastern half. Constructed as part of recent refurbishment works, this is modern fabric [Plate 2.23].



2.7 View of site roofing from King Street.heic



2.8 View of Site roofing from South King Street.heic



2.9 Roofing from South King Street.heic



2.10 Roofing of buildings visible along King Street looking East.heic



2.11 Mansard roof visible from street level directly viewing roof space on King Street.heic



2.12 Brick gable wall visible from King Street.heic



2.13 View of 58-60 King Street from roof of 62 King Street.heic



2.15 View East across roofscape from hatch entrance.heic



2.14 Access hatch through 62 King Street roofing.heic



2.16 View of modern skylights and services on roof.heic



2.17 View of level change and rooflights looking South-east.heic



2.19 View towards King Street showing rooflights and services.heic



2.21 Pyramidal roof and leaded lantern.heic



2.18 Substantial plant enclosure looking South-west.heic



2.20 Pitched roof of gable on 62 King Street facade.heic



2.22 Concave Mansard roof to 64-66 King Street



2.23 Visible metal safety handrail from Upper King Street (looking West).
heic

3.0 Assessment of Significance

3.1 Introduction

The purpose of this section is to provide an assessment of significance of 58-66 King Street with a particular focus on their roof storeys, so that the proposals for change are fully informed as to its significance and so that the effect of the proposals on that significance can be evaluated.

This assessment responds to the requirement of the National Planning Policy Framework to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'. The NPPF defines significance as:

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological (potential to yield evidence about the past), architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

The assessment agrees with the previous University of Salford report and is therefore based on this. A further assessment of the significance of the roof storeys has been undertaken in order to inform the effect of proposals to the roof can be evaluated. Though the roof to 58-60 King Street is original in part it lies outside of the scope of works and therefore it is not included in the following assessment.

3.2 Assessment of Significance (62-66 King Street Roof Storeys)

Constructed during the Victorian expansion of Manchester's commercial and retail core into King Street and the surrounding area, the roof structures of both the Grade II listed 62 King Street and the non-designated heritage asset at nos.64-66 are mansard extensions probably added during the late 20th or early 21st centuries. Indeed, the original structure has been lost, with only a small pitched section of roof at 62 King Street retaining the original form and a limited degree of architectural value. Whilst following the prevailing character of the wider townscape, the extensive and continued alteration of the roof storeys ensures that they are of limited architectural value.

Indeed, the roofs as they exist today derive most of their significance from their historic value, forming part of commercial premises constructed during the Victorian era by architects of local and regional prominence. Additionally, the alternate levels of the roof structure maintain a distinction between the narrow plot width of each building, following the variation which exists across the facades but otherwise diminished to a degree through their conversion to residential apartments.

The roofs make a limited contribution to the role of the buildings within their settings due to their limited visibility and lack of design intent. Designed prior to the construction of the high-rise structures seen elsewhere in the city centre; the top of the mansard roofs was never intended to have been viewed. As a result, it has been highly altered and represents a significant departure from the original scheme.

Though a small number of views of the building might exist from rear fire escapes, higher storeys of adjacent buildings on South King Street and other mansard roofs, the existing clutter to the roof space, lack of architectural detailing, and relatively common treatment here results in it being experienced as an ancillary space (see section 2).

The special interest of the roof is manifest in its fabric, form and contribution to its setting which has the following hierarchy of significance.

Of **moderate significance** are historic (but non-original) elements of the roofing dating to the 19th and early 20th century:

The (non-original) historic pitched roof structure to 62 King Street's gabled façade retains historic fabric, and as such contributes to the significance of the building. However, it should be noted that the roof covering at the apex of 62 King Street is not historic and relates to more recent works. Additionally, the historic pyramidal roof at 64-66 King Street is historic and contributes to its significance as a non-designated heritage asset.

Of **neutral significance**, neither contributing to or detracting from the significance of the buildings are the 20th and 21st century alterations comprising:

The asphalt roof covering, rooflights, plant, safety balustrading and access points associated with the conversion of the buildings into residential apartments. Their presence does add some minor clutter at roof level, but the density and height of the buildings along King Street ensure that this is minimally visible.

Other elements of neutral significance include the roof structures to both the listed building at 62 King Street and the non-designated heritage asset at 64-66 King Street, which primarily date to the late 20th or early 21st century. The mansard roofs are of neutral significance and make a minimal contribution in the limited views from surrounding buildings as later additions and as a result of the aforementioned clutter and lack of original design intent.

3.2.3 St Ann's Square Conservation Area

The conservation area draws historic value for the illustration it provides of the earliest evolution of Manchester beyond its medieval core. Centred on St. Ann's Square, which is dominated by the Grade I listed St. Ann's Church, the open square and grid-iron street pattern clearly highlight the development of a high-status Georgian town growing in affluence during this period.

Clustered with a high number of significant historic buildings and architectural set pieces, the area's continued high status and reputation as the commercial and retail core of the city is echoed in the substantial buildings constructed on amalgamated plots. The substantial Victorian commercial and retail premises - many constructed for large financial firms that increasingly dominated the area - define much of the character of the area. Sharing a common sense of scale, massing and arrangement in elongated townscape blocks following the long linear streets that surround St. Ann's Square, the majority are constructed in brick and stone with rich architectural detailing and ornamentation creating a lively street frontage.

Whilst the Grade II listed 62 King Street is the most architecturally rich of the three buildings, 58-60 and 64-66 King Street also echo the character of the surrounding buildings. Their distinct Victorian stylistic character, height and plot size ensures that they remain visible expressions of the historic and continued retail affluence of the street, contributing to the architectural and historic interest of the conservation area and setting of the surrounding listed buildings. Indeed, the density of the area's build environment and resulting minimal visibility of roof spaces, coupled with the lack of design intent behind the roof spaces, ensures that the roofscape of the buildings make a limited contribution to the character and appearance of the conservation area and setting of neighbouring buildings.

4.0 Commentary on the Proposals

4.1 Description of the Proposals and their Impact on the Heritage Assets

The proposals for 58-66 King Street are outlined in detail in the drawings by Hollis. There is an identified desire to provide a sustainable energy source as part of the redevelopment of the three buildings – the first to third e recently been converted into residential apartments, with retail provision at ground floor level.

The addition of PV panels aim at creating a renewable energy source for the new development and support the longevity of the buildings by securing a sustainable supply of energy.

The proposals do not include any internal changes. Externally, they include the addition of 28 PV panels to the asphalt mansard roof that is located between 62 and 66 King Street. The roof of 58-60 King Street is not subject to any proposed changes. The proposals are described in detail below, with the impact on the heritage assets set out in italics.

4.1.1 External

It is proposed that 28 PV panels would be added to the flat, asphalt roof space area at 62-66 King Street. These would be located behind the low brick leaded parapet and behind the newly constructed metal safety balustrade.

The location of the panels has been carefully considered during the design process, ensuring that they are only located on the modern fabric of

the roof at 62-66 King Street and are set back from the low brick parapet. This space, which already hosts projecting rooflights, plant enclosures and services, makes only a very minimal contribution to the significance of the building; its significance is derived from its broader mansard form and the articulation of the original distinction between the buildings which would be maintained. As such they would have a neutral impact on the significance of the buildings whilst weighing up the positive addition of renewable energy provision created by the addition of the panels, this would ultimately be a minor benefit. The panels would not be fixed to any original built fabric on the roof- which is a late 20th or early 21st century extension on both 62 and 64-66 King Street.

The addition of the panels would possibly be partially visible in views from surrounding buildings, as well as from the north side of King Street in the Upper King Street Conservation Area. However, the building's roof storey has already been extensively altered, with some views of the metal safety balustrade; set further back, the panels would be less visible than this element.

4.2 Justification of the Proposals

The proposals are necessary to support the sustainable use of 58-66 King Street, which has recently been refurbished to a high standard and forms both valuable retail provision within a high-end retail and commercial location and residential accommodation. The buildings, which form an architecturally rich and varied cluster of Victorian retail buildings, reflect the character of the wider townscape. However, the flat surface of the

mansard roofing does not contribute to this character, being minimally visible from street level and having already been extensively altered since the construction of the building. More recent works and an earlier heritage statement have already established this area of the roof as an appropriate setting for the installation of plant support, projecting rooflights and a metal safety handrailing.

The addition of PV panels would provide a consistent and long-term renewable energy source, supporting both the sustainability of the development overall and its long-term viability. By the very nature of the proposals, the panels must be located within a roof space or open space that is not subject to shadows or is extensively overlooked. As a result the visual impact to the conservation area and setting of adjacent heritage assets is likely to be minimal.

The proposals have been sensitively designed, with their location carefully selected to ensure that the panels are minimally visible from street level. As such it is considered that they would cause no harm to the significance of the listed building and non-designated heritage assets within the site, the setting and significance of the adjacent listed buildings and St. Ann's Square Conservation Area. They would therefore sustain the significance of the heritage assets in accordance with the requirements of the National Planning Policy Framework (NPPF), whilst offering public benefits in the form of the provision of sustainable energy to a development, securing the long-term viability of the development as a residence and commercial premises with the vibrant city centre retail core. Moreover, the preservation of the special architectural and historic interest of the listed building and the character and appearance of the conservation

area, accords with the statutory duties set out in Sections 16, 66 and 72(l) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

For the reasons outlined above, the proposals would also meet the requirements of Policy 19 of the Unitary Development Plan for the City of Manchester (1995), policies EN 3 and CC 9 of the Manchester Local Plan. Core Strategy Development Plan Document (2012) and Policy JP-P2 of the Greater Manchester Combined Authority's Places for Everyone (2024).

4.3 Conclusion

The proposals would result in no harm to the significance of the heritage assets that form part of the site or their contribution to the St Ann's Conservation Area and setting of surrounding buildings. As such they would meet the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990 and accord with the relevant policies of the NPPF, The Local Plan and Places for Everyone.

Appendix I - Statutory List Description

62, King Street

Grade II listed building

List Entry Number: 1219154

Date first listed: 03-Oct-1974

Listing NGR: SJ8381298279

Shop. Late C19, altered. Painted stone and stucco hipped slate roof with central gable. Rectangular plan at right-angles to street. Three storeys and attic, symmetrical, with a wide gabled centre and very narrow side bays, 1:3:1 windows at 1st floor. The ground floor has an original (or restored) 3-bay shop-front with central entrance and flanking windows framed by slender columns and wide simple tracery forming arched heads to the openings with dagger spandrels; the 1st floor has 3 windows to the centre with ogee cresting and tall poppy-head finials rising into enriched panels; the 2nd floor has windows with rounded corners; the 3rd floor has a false balcony of stone pierced with quatrefoils and a large 2-centred arched window of 3 cusped lights with fleur-de-lys blind tracery in the head, surmounted by a gable with inverted-sword motif (the point which formerly provided the finial now missing). Narrow windows to the outer bays; cartouches with escutcheons at 2nd floor.

Appendix II - Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is legislative basis for decision making on applications that relate to the historic environment.

Sections 16, 66 and 72(l) of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 16 states that:

[...] in considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Similarly, section 66 of the above Act states that:

In considering whether to grant permission for development which affects a listed building or its setting, the local planning authority, or as the case may be the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72(l) states that:

[...] with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area

Local Policy

Unitary Development Plan for the City of Manchester (1995)

The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council in 1995 as the statutory document that set out guidelines for all development in Manchester and provided a framework from which to base decisions about planning applications. Although the UDP has been superseded the following policies were retained and remain extant.

19. Listed Buildings

DC19.1 In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
- c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
- d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;

- f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

Manchester Local Plan. Core Strategy Development Plan Document (2012)

Manchester Local Plan was adopted by Manchester City Council in 2012, though it retains several of the policies set out in the 1995 UDP. The following policies are of relevance.

Policy EN 3: Heritage

Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

Policy CC 9: Design and Heritage

Design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.

The Council will support high density and mixed use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form. New development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

St Ann's Square Conservation Area

St Ann's Square Conservation area was designated in 1970. Manchester City Council provides the following assessment of the character of the conservation area online.

Now the commercial heart of a large city, almost all the buildings in the conservation area are shops or offices, or a combination of both. There is a wealth of buildings of architectural quality, the majority of them being Victorian with some Edwardian and a few of more recent origin. Few properties remain from the 18th century, although many buildings are listed for their special architectural or historic interest.

St. Ann's Square was laid out in the Georgian period, early in the 18th century, and is one of the main spaces in the city centre. The church, which dominates the southern end of the Square is the only surviving building of that time in the area, the remainder being later replacements which continue to enclose the Square in a satisfactory and coherent manner. As these buildings were constructed in various styles over a long period, they create a rich tapestry of built form. The Royal Exchange is the dominant building in the area, by virtue of its sheer bulk, but the much smaller St. Ann's Church is also a landmark building because of its contrasting form and dominant location

at the southern end of the Square. Although there are other architecturally fine individual buildings, it is the relationship of them to each other as components in the street wall that dominates the area, as in other parts of the city centre.

St. Ann's Square is lined with many buildings of architectural merit, each designed with due regard and respect for the others that were already there and together they create an imposing 'street wall'. Most have narrow frontages, so if one is replaced the street still manages to retain its character. On the corner of St. Ann's Square and St. Ann Street stands a building which is a fine example of the Italian palazzo style of architecture, with semi-circular headed arches and Venetian windows. Designed by the architect J. E. Grogan, it was originally Benjamin Heywood's Bank and was connected to the manager's house by a single-storey link. It is listed Grade II*. The surface of St. Ann's Square has been replaced with a modern bold paving pattern that aims to reinstate the character of the Georgian original. This scheme also extends into the streets around the Square, some of which are very narrow.

Regional Policy

Greater Manchester Combined Authority, Places for Everyone (2024)

The Places for Everyone plan was adopted by the Greater Manchester Combined Authority in March 2024 to direct and set out guidelines for all development in Greater Manchester and provided a framework from which to base decisions about planning applications. Several of the policies have superseded the existing

Manchester Core Strategy, including the second paragraph of Policy CC9, which has been replaced by the following heritage policy:

Policy JP-P2: Heritage

We will proactively manage and work with partners to positively conserve, sustain and enhance our historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct character, identity and sense of place.

Local Plans will set out the key elements which contribute to the district's identity, character and distinctiveness and which should be the priority for conserving and enhancing in the future and demonstrate a clear understanding of the historic environment and the heritage values of sites, buildings or areas and their relationship with their surroundings. This knowledge should be used to inform the positive management and integration of our heritage by:

1. Setting out a clear vision that recognises and embeds the role of heritage in place-making;
2. Ensuring that the heritage significance of a site or area is considered in accordance with national planning policy in the planning and design process and opportunities for interpretation and local engagement are optimised;
3. Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place;

4. Delivering positive benefits that sustain and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing [...]

Particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected from harm. These include historic town centres, places of worship, historic transport routes including the canal network, industrial buildings and structures including textile mills, farmsteads and other sites, buildings, and areas of identified archaeological, architectural, artistic and/or historic value.

Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy.

Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use. Development proposals which will help safeguard the significance of and secure a sustainable future for Greater Manchester's heritage at risk will be supported in principle, provided they are not contrary to national policy or other policies in the development plan.

Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan

evidence base and/or any updated heritage assessment submitted as part of the planning application process.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (December 2023). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

Paragraph 7 of the Framework states that the purpose of the planning system is to 'contribute to the achievement of sustainable development' and that, at a very high level, 'the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs'.

At paragraph 8, the document expands on this as follows:

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives:

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

and notes at paragraph 10:

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

With regard to the significance of a heritage asset, the framework contains the following policies:

201. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 203 of the NPPF identifies the following criteria in relation to this:

the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness

With regard to potential 'harm' to the significance designated heritage asset, in paragraph 205 the framework states the following:

...great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

The Framework goes on to state at paragraph 206 that:

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Where a proposed development will lead to 'substantial harm' to or total loss of significance of a designated heritage asset paragraph 207 of the NPPF states that:

...local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use

With regard to 'less than substantial harm' to the significance of a designated heritage asset, paragraph 208 of the NPPF states the following:

208. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

In terms of non-designated heritage assets, the NPPF states:

209. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The Framework requires local planning authorities to look for opportunities for new development within conservation areas and world heritage sites and within the setting of heritage assets to enhance or better reveal their significance. Paragraph 212 states that:

... Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Concerning conservation areas and world heritage sites it states, in paragraph 213, that:

Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Other Relevant Policy Documents

National Planning Policy Framework (2019)

Historic England: Historic Environment Good Practice Advice in Planning (December 2017)

Historic England: Conservation Principles and Assessment (2008)

Donald Insall Associates