HERITAGE STATEMENT

7 POLICE STREET
MANCHESTER

PREPARED ON BEHALF OF
NIVORA BRAND LTD

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GHC ARCHAEOLOGY &HERITAGE

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1 INTRODUCTION

1.1 The following heritage statement has been prepared by GHC Archaeology & Heritage Limited on behalf of Nivora Brand Ltd to accompany a planning application for a proposed fit-out of the ground-floor and basement for a new jewellery retail store at 7 Police Street, Manchester (hereafter the 'study site'). The building is within the St Ann's Square Conservation Area and located within the administrative boundary of Manchester City Council.

1.2 This document provides an assessment of the heritage interest of the building within the study site. It assesses the potential impacts of the proposals on this and other heritage assets in the vicinity. The conclusions reached in this report are informed by detailed historic research, a site inspection and the application of professional judgement based on historic, archaeological, architectural or artistic interest.

2 LEGISLATION, POLICY AND GUIDANCE

2.1 The heritage considerations for the application site are guided by, and in accordance with, current legislation, the policy framework set by government planning policy, by current Local Plan policy and by other material considerations:

2.2 The applicable legislative framework is summarised as follows:

- Planning (Listed Buildings and Conservation Areas) (P(LBCA)) Act 1990;
- Town and Country Planning Act (TCPA) 1990;
- Levelling-up and Regeneration Act (LuRA) 2023

2.3 The Planning (Listed Buildings and Conservation Areas) Act 1990 (the 1990 Act) provides for the protection of listed buildings and conservation areas and is largely expressed in the planning process through policies in regional and local planning guidance, as outlined below. This act is the primary legislative instrument addressing the treatment of listed buildings and conservation areas through the planning process.

2.4 Section 66 of the 1990 Act states that *'...in considering whether to grant planning 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'.*

2.5 Section 72 then adds that '*...with respect to any buildings or other land in a Conservation Area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.* It has previously been established by the Courts that development which does not detract from the character or appearance of a conservation area is deemed to be in accordance with the legislation, i.e. there is no statutory requirement to actively 'enhance'.

2.6 The Levelling-up and Regeneration Act 2023 has introduced changes to the Town and Country Planning Act 1990 to provide statutory duty for the determining authority to have *special regard to the desirability of preserving or enhancing the asset or its setting*. The relevant assets are defined as Scheduled Monuments, Registered Parks and Gardens, Registered Battlefields, Protected Wrecks and World Heritage Sites. It also updates the P(LBCA) Act with '*or enhancing* after *preserving*' in section 66.

National Planning Policy Framework

2.7 Section 16 of the NPPF (MHCLG, revised December 2024), entitled 'Conserving and enhancing the historic environment' provides guidance for planning authorities, property owners, developers and others on the conservation and investigation of heritage assets.

2.8 Overall, the objectives of Section 16 of the NPPF can be summarised as seeking the:

- Delivery of sustainable development;
- Understanding the wider social, cultural, economic and environmental benefits brought by the conservation of the historic environment; and
- Conservation of England's heritage assets in a manner appropriate to their significance.

2.9 Section 16 of the NPPF recognises that intelligently managed change may sometimes be necessary if heritage assets are to be maintained for the long term. Paragraph 207 states that planning decisions should be based on the significance of the heritage asset (and any contribution made by its setting), and that the '*level of detail supplied by an applicant should be proportionate to the importance of the asset and should be no more than sufficient to review the potential impact of the proposal upon the significance of that asset*'. This is supported by paragraph 208 which states that LPAs should take this into account when considering applications.

2.10 Paragraphs 212-215 consider the impact of development proposals upon the significance of designated heritage assets. Paragraph 212 states that where a development is proposed that would affect the significance of a designated heritage asset '*great weight should be given to the asset's conservation (and the more important the asset, the greater this weight should be)'*. Paragraph 215 emphasises that '*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 scheme, bearing in mind the great weight highlighted in paragraph 212.

2.11 A heritage asset is defined in Annex 2 of the NPPF as: *'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).'*

2.12 A designated heritage asset comprises a '*World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area'*.

Planning Practice Guidance

2.13 The Planning Practice Guidance (MHCLG 2024) is a web-based resource which is to be used in conjunction with the NPPF. It is aimed at planning professionals and prescribes best practice within the planning sector. The relevant section is entitled *'Historic Environment'.* The guidance given in this section sets out the best practice to applying government policy in the NPPF. It also provides clear definition of the terms used to identify heritage interest and how this applies to understanding 'significance' in reference to heritage-related planning policy, i.e. archaeological interest, architectural and aesthetic interest, and historic interest.

Local Policy

2.14 Manchester's Core Strategy (CS) Development Plan Document is the key document in the Local Plan and was adopted on 11th July 2012. With the more recent adoption of the Places for Everyone (PfE) Joint Development Plan on 21st March 2024, a number of Core Strategy policies have been partially replaced and detailed in the Addendum to Manchester Core Strategy 2024. This includes the second paragraph of the CS Policy EN3 Heritage with PfE Policy JP-P2. The relevant policies are, therefore, as follows:

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.

Policy EN3. 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 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; and

5. Exploring opportunities to reduce greenhouse gas emissions that restoration of historic buildings offer.

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 placemaking, 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.

Professional Guidance

2.15 Professional guidance and recommendations for best practice and applicable to this heritage statement includes:

- Chartered Institute for Archaeologists (CIfA) *Standard and Guidance for Historic Environment Desk-based Assessment* (2020);
- *Conservation Principles* (English Heritage 2008);
- *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment* (Historic England 2015);
- *Statement of Heritage Significance: Analysing Significance in Heritage Assets. Historic England Advice Note 12* (Historic England 2019).

2.16 Of particular relevance to the undertaking of this assessment is the *Historic Environment Good Practice Advice in Planning Note (GPA) 3 (Second Edition): The Setting of Heritage Assets* (Historic England 2017) which recognises that whilst setting is not a heritage asset, elements of a setting *'may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'* (para. 4). Setting is described as being distinct to curtilage, character and context. This guidance also notes that the contribution of setting to the significance of a heritage asset is often expressed by reference to views, although the importance of setting lies in what it contributes to the significance of the heritage asset, and this can be influenced by a number of other factors.

2.17 In order to assess the contribution made by setting to the significance of a heritage asset, and the implications of new developments, the guidance recommends that a systematic and staged '5-step process' to assessment should be adopted, namely:

i) identify which heritage assets and their settings are affected;

ii) assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;

iii) assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it;

iv) explore the way to maximise enhancement and avoid or minimise harm;

v) make and document the decision and monitor outcomes.

2.18 This heritage statement follows steps (i) and (ii) to identify the local heritage assets and their settings and then makes an assessment of the potential impact with regard to steps (iii) and (iv).

3 METHODOLOGY

3.1 The Historic England National Heritage List for England (NHLE) and Manchester City Council has been consulted regarding the location of designated heritage assets (Figure 1).

3.2 Online repositories were consulted for historical maps, plans and relevant documentary sources, including published and unpublished documentary sources, in accordance with the guidelines laid down by the CIfA (2020).

3.3 A site visit was undertaken on 28th May 2026 in dry and bright conditions to provide an assessment of the character of the study site and its surroundings and appraise the potential impact of the proposals on any heritage assets (see Plates 1 to 5).

Assessment Criteria

Significance

3.4 Significance is defined in the NPPF (2024) as '*the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting*.

3.5 Historic England's *Conservation Principles* (previously English Heritage, 2008) identified four high level values: *evidential*, *historic*, *aesthetic* and *communal*. The Planning Practice Guidance (MHCLG 2019) accompanying NPPF (2023) defines significance in the planning context as resulting from the heritage interest of an asset determined by its *Archaeological Interest*, *Architectural and Artistic Interest* and *Historic Interest.*

3.6 There are no single defining criteria that dictates the overall asset significance; each asset has to be evaluated against the range of criteria listed above on a case-by-case basis. These values are not intended to be restrictive but are identified in order to help establish a method for thinking systematically and consistently about the heritage values that can be ascribed to a place and contribute to a heritage asset's significance.

3.7 Assessment of significance has been undertaken in accordance with the Historic England's *Statements of Heritage Significance. Analysing Significance in Heritage Assets* (2019).

Setting

3.8 NPPF defines the setting of a heritage asset as: '*The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.*

3.9 Historic England's *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets Setting* (2017) was used to inform the methodology for this assessment which follows steps i) to iv) outlined in the guidance.

Definition of Harm

3.10 Current guidance by Historic England is that 'change' does not equate to 'harm'. The NPPF and its accompanying PPG effectively distinguish between two degrees of harm to designated heritage assets – substantial and less than substantial. Paragraph 214 of the NPPF states that '*Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, 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'.*

3.11 Paragraph 215 of the NPPF states that '*Where a development proposal would 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 proposals.'*

3.12 In determining the effects of the Proposed Scheme this heritage statement is cognisant of case law, particularly that of Flag Station, Mansel Lacy, Herefordshire [22/09/2015] Case Number EWHC 2688. This ruling emphasised the primacy of the 1990 Planning Act – and the fact that it is up to the decision makers in the planning system to 'have special regard to the desirability of preserving the [listed] building or its setting'. As stated by HH Judge David Cooke in a judgment of 22 September 2015 regarding the impact on the setting of a listed building: *'It is still plainly the case that it is for the decision taker to assess the nature and degree of harm caused, and in the case of harm to setting rather than directly to a listed building itself, the degree to which the impact on the setting affects the reasons why it is listed.'*

3.13 Also relevant is that of PALMER Appellant and Herefordshire Council and ANR [04/11/16] Case No: C1/2015/3383. The judgment was agreed by Lord Justice Lewison at the Court of Appeal, who stated that *'It is also clear as a matter both of law and planning policy that harm (if it exists) is to be measured against both the scale of the harm and the significance of the heritage asset. Although the statutory duty requires special regard to be paid to the desirability of not harming the setting of a listed building, that cannot mean that any harm, however minor, would necessarily require planning permission to be refused.*

3.14 In assessing harm to non-designated heritage assets, the NPPF does not differentiate between substantial and less than substantial harm and is clear that no additional weight is added to the asset in determining the application.

4 SITE LOCATION AND DESCRIPTION

4.1 The study site occupies a mid plot on the east side of Police Street in the city centre of Manchester (NGR centred SJ 83723 98354, Figure 1). Police Street is a north/south aligned secondary street connecting St Anns Street to the north and King Street to the south, running parallel to Deansgate to the west. It is located to the south-west of St Ann's Square.

4.2 The building is of later 19th century date, of buff coloured brick with stone detailing. It is of four storeys, comprising retail at ground level and commercial use above. There are four main bays to the building, with a narrower former entrance and stairwell bay flanking the north end. Above this is a projecting stair tower. Each bay is divided by a decorative pilaster, with four sash windows in each bay to each floor, with a dividing stone mullion. The windows are different to each floor, with round-headed on the first, plain on the second which are repeated on the third but with glazing bars. Above this is a projecting cornice.

4.3 The remains of the arch and projecting cornice of the former entrance is evident above the modern shop frontage that now occupies the corner retail plot at the junction of Police Street and St Ann's Street. The modern entrance is now within the northernmost main bay at ground level, with the remaining three bays occupied by retail units.

4.4 Whilst the original shop frontages are no longer extant, there is evidence of the main frame, incorporating flanking pilasters with decorative plinths, capitals and consoles, together with the fascia and stone cornice above. The cornice provides an obvious and physical demarcation between retail space at ground level and the commercial space above. Within the main frame are modern replacement doors and display windows. The doors are centrally positioned, within each unit which likely relates to the original entrance for each. No 7 currently comprises a frameless glazing frontage.

5 PROPOSALS

5.1 The proposed planning application is for the fit-out of both the ground floor and basement spaces at no 7 Police Street. As part of the scheme, a new storefront and signage is proposed, comprising the removal of the existing frameless glazing and replacing with a new steel-glazed facade. The signage will comprise a lightly etched logo on the panel above the door. The full details accompanying the submission.

6 HERITAGE CONTEXT

6.1 This section reviews existing heritage evidence for the study site and its immediate surroundings as appropriate based on the nature of the proposals and professional judgement in order to determine the potential impact. It is, therefore, consistent with paragraph 207 of the NPPF, in providing a level of detail proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Historical Development

6.2 The St Ann's Square area of Manchester was open fields until the 18th century. Formerly known as Acresfield, the earliest record was in 1222 when a licence was granted to hold a fair. Acres Fair was held annually for two days on what was common land used for grazing. As Manchester grew into a sizeable town in the 17th century, population pressure led to the requisitioning of Acresfield, within which, following an Act of Parliament in 1708, land was granted for a church and dedicated space for the fair. The church was named after the reigning monarch and Lady Ann Bland, lord of the manor and patron of the church. With a history of trading in the location, St Ann's Square also became the site for the first Exchange building in the 18th century.

6.3 Historic mapping for the 18th century shows that Police Street was laid out in the early decades and certainly developed by the end of the 18th century. The Ordnance Survey town plan of 1851 shows the row of buildings along Police Street as 'Lincolns Inn Buildings', which had been replaced by the 1891 plan. Although there appears to have been some modification to the layout to the present day, it would suggest that the extant building that incorporates nos 3-9 is late 19th century in date.

6.4 From observations on site, the main elements of the original retail frontage have been removed, leaving the pilasters that defined and flanked each unit. The fascias and stone cornice above the units are also still extant. There is also a shallow stone plinth at pavement level. Given the late 19th century date to the building, this suggests that there would have been a timber central door and framework for the glazing which, it is assumed would have included relatively large plate glass display windows where possible. The glazing is likely to have been positioned above a solid base, or stallriser, typically constructed of timber, brick or decorative tiles. The frontages would have been replicated in each of the units within the building and would have likely been characteristic of the surroundings during the Victorian and Edwardian periods.

Heritage Assets

6.5 No 7 Police Street is not a designated or non-designated heritage asset. It is, however, located within the St Ann's Square Conservation Area (Figure 1), which will be assessed further below.

6.6 There are a number of listed buildings within the surroundings of the study site, only one of which is in close proximity, occupying the south-east corner of Police Stret at its junction with King Street, the Grade II listed 15 and 17 King Street (1282983, Figure 1). Following a site assessment of the heritage context of no 7 Police Street, the Grade II listed building was not considered sensitive to the proposals and will not be assessed further.

7 ASSESSMENT OF SIGNIFICANCE

7.1 Paragraph 207 of the NPPF states that planning decisions should be based on the significance

of a heritage asset, and that the level of detail supplied by an applicant should be proportionate to the importance of the asset and should be no more than sufficient to review the potential impact of the proposal upon the significance of that asset.

7.2 It is recognised that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain elements could accommodate change without affecting the significance of the asset. Change is only considered harmful if it erodes an asset's significance. Understanding the significance of any heritage assets affected and any contribution made by their setting (paragraph 208, NPPF 2024) is therefore fundamental to understanding the scope for and acceptability of change.

St Ann's Square Conservation Area

7.3 St Ann's Square Conservation Area is positioned within the commercial heart of the city centre, with most of the buildings being for retail and office space. Bisected by the east/west aligned St Ann's Street, St Ann's Square lies on the north side with St Ann's Church on the south side. The substantial Royal Exchange building dominates the north-east quarter. It is rectangular in shape, bound by Deansgate to the west and Cross Street to the east, with St Mary's Gate and Market Street along the north perimeter and John Dalton Street along the south. It was the first conservation area to be designated by the City Council, being 29th July 1970 and a brief character appraisal is provided by Manchester City Council (manchester.gov.uk/parks-leisure-and-the-arts/parks-playgrounds-allotments-and-open-spaces/conservation-areas/).

7.4 St Ann's Square was laid out in the early 18th century, following the construction of the church. The conservation area, however, is predominantly occupied by narrow buildings of Victorian and Edwardian date of at least three stories. This creates a predominant characteristic of the conservation area streetscape in its dense urban linear grain provided by the tight build line at the back of pavement, with street junctions tending to hold architectural emphasis.

7.5 Materials are varied but are mainly high-quality stone or brick, mock-Tudor timber-framing, glazed cast-iron framing and terracotta and faience. These tend to incorporate fine sculptural detail, with vertically proportioned window openings, set back from the external face of the buildings. Roofs tend to be clad in blue-grey or green slate, set above interesting cornicing detail and balustrades.

7.6 No 7 Police Street is not located on a primary route within the conservation area, although it is considered to positively contribute to its character and appearance. The late 19th century building incorporating nos 3-9 is of architectural and aesthetic interest, with the four bays having correlated with each retail unit representing the dimensions of the individual narrow buildings characteristic elsewhere in the conservation area.

8 IMPACT ASSESSMENT

8.1 Any external changes will be limited to the ground floor only of no. 7 Police Street. The proposed alterations to the shop frontage will see the removal of the modern frameless glazed frontage shop infill. The tripartite portions will be retained with a central doorway, reflecting the likely former historical arrangement. The signage will not protrude or be illuminated.

8.2 Whilst the proposals will result in changes to the visual appearance of the retail unit, the extant original remaining elements of the shop frontage (i.e. pilasters and fascias) will remain unaltered.

8.3 Consequently, the proposals will result in a minimal change to the streetscape and will not detrimentally alter the character of the St Ann's Square Conservation Area, nor its special architectural or historic interest borne out of the varying Victorian and Edwardian architecture of the commercial buildings reflecting the ever growing wealth of the industrial city during the 19th and 20th centuries. Therefore, there will be no harm to the conservation area as a result of the proposals.

9 CONCLUSIONS

9.1 This historic environment desk-based assessment draws together the available evidence in order to assess the effect of the proposed fit-out at ground and basement level to no 7 Police Street within the St Ann's Square Conservation Area in Manchester city centre. The assessment addresses the information requirements set out in the NPPF and provides the proportionate response sought by the NPPF.

9.2 No 7 Police Street is within a larger late 19th century building of four stories with basement level incorporating nos 3-9, and is currently one of three retail units in the ground floor. Each of these units retains the original shop frontage frame, with modern glazed infills. Its presence within the conservation area requires the proposed alterations to consider the effects on its special architectural and historic interest.

9.3 The proposals comprise the removal of the existing frameless glazing and replacing with a new steel-glazed facade. The signage will comprise a lightly etched logo on the panel above the door. Therefore, the signage will not protrude and will not be illuminated.

9.4 The building is considered to contribute to the conservation area, in terms of the streetscape which, albeit not on a primary route, is of characteristic appearance, scale and materiality and adds to the architectural and aesthetic interest.

9.5 It has been assessed that, whilst there will be a change to the shop frontage this will not change the character and appearance of the streetscape and there will, therefore, be no harm to the conservation area.

10 REFERENCES

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MHCLG, 2019. *Planning Practice Guidance.*

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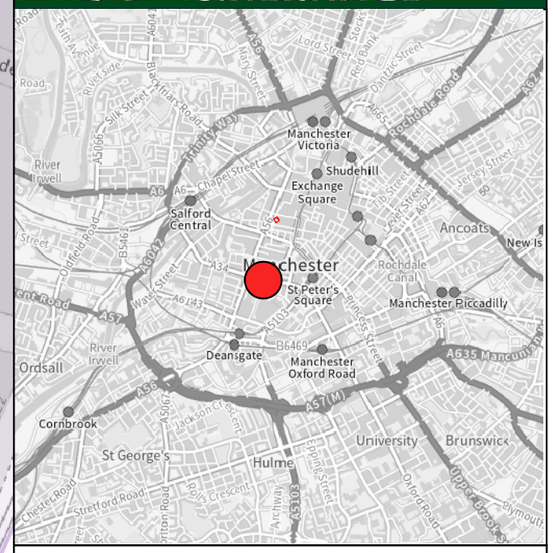
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Figures

GHC ARCHAEOLOGY & HERITAGE



Key

- Study site (no 7 Police St)
- Listed building
- St Ann's Square Conservation Area

0 25 50 m

Figure 1. Location plan of the study site and surrounding designated heritage assets

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Plates



Plate 1. View of no 7 Police Street



Plate 2. Extant shop frontage to no 7 Police Street



Plate 3. Adjacent properties to the north at nos 1-3 and no 5 Police Street



Plate 4. Grade II listed 15-17 King Street at the south end of Police Street



Plate 5. North facing view along Police Street

