



Ironbridge Gorge

World Heritage Site

Supplementary Planning Document

Consultation version



Telford & Wrekin
Co-operative Council

Protect, care and invest
to create a better borough



Shropshire
Council



Contents

1	Abbreviations	4
2	Introduction	6
2.1	Purpose of the Supplementary Planning Document	6
2.2	Aims and Objectives of the SPD	7
2.3	Why is the Outstanding Universal Value of the Ironbridge Gorge so Important?	8
2.4	Success of the World Heritage Site	10
2.5	Managing Change and Addressing Climate Change	10
3	Description of the World Heritage Site	14
3.1	Boundary	14
3.2	Character Areas and Key Settlements	15
3.3	Setting	17
3.4	Main Access Routes into the IGWHS	18
3.5	Views	19
4	Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value	23
4.1	Outstanding Universal Value	23
4.2	Criteria of Inscribing	24
4.3	Understanding the heritage values of the IGWHS	25
4.4	Attributes defining Outstanding Universal Value	25
4.5	Conditions of Authenticity	28
4.6	Conditions of Integrity	29
5	Planning Context	32
5.1	National Planning Policy Framework	32
5.2	National Planning Practice Guidance (PPG)	33
5.3	Local Policy	33
5.4	Telford & Wrekin Council	34
5.5	Shropshire Council	38
5.6	Local Guidance	42
5.7	Other Local Guidance	42
5.8	Stakeholders	47
6	Conservation, Heritage and Planning Controls	51

Contents

6.1	Conservation Area Status	51
6.2	Listed Buildings	51
6.3	Scheduled Monuments	53
6.4	Non-designated Heritage Assets and Buildings of Local Interest	54
6.5	Permitted Development Rights	55
6.6	Article 4 Direction	56
7	Making Planning Decisions in the IGWHS	58
7.1	Authenticity	58
7.2	Integrity	59
7.3	Screening for Components of Outstanding Universal Value – Understanding Risk	62
7.4	Identifying Risks	63
7.5	Assessing Impacts	63
7.6	Harm to Heritage Significance	65
7.7	Opportunities in the Planning Application Process to Protect or Enhance the IGWHS	66
8	Submitting a Planning Application in the IGWHS	69
9	Annex 1 - Characteristic Views of Severn Gorge Settlements	78
10	Annex 2 - Guidance for Development in the IGWHS	81
10.1	Ground Instability	81
10.2	Contaminated Land	84
10.3	New Development in the IGWHS	85
10.4	Guidance for Alterations to Existing Buildings in the IGWHS	89
10.5	Guidance for the Maintenance and Development of Infrastructure	118
10.6	Guidance for Development Affecting the Setting of the IGWHS	123

1 Abbreviations

1 Abbreviations

1 Abbreviations

Abbreviations

- **DCMS** – Department for Digital, Culture, Media and Sport
- **EV** – Electric Vehicles
- **HE** – Historic England
- **HER** – Historic Environment Record
- **ICCROM** – The International Centre for the Study of the Preservation and Restoration of Cultural Property
- **ICOMOS** – International Council on Monuments and Sites
- **IGWHS** – Ironbridge Gorge World Heritage Site
- **NPPF** – National Planning Policy Framework
- **NPPG** – National Planning Practice Guidance
- **OUV** – Outstanding Universal Value
- **PPA** – Planning Performance Agreement
- **SC** – Shropshire Council
- **SPAB** – Society for the Protection of Ancient Buildings
- **SPD** – Supplementary Planning Document
- **TWC** – Telford & Wrekin Council
- **UNESCO** – United Nations, Education, Scientific and Cultural Organisation
- **WHC** – World Heritage Centre
- **WHS** – World Heritage Site

2 Introduction

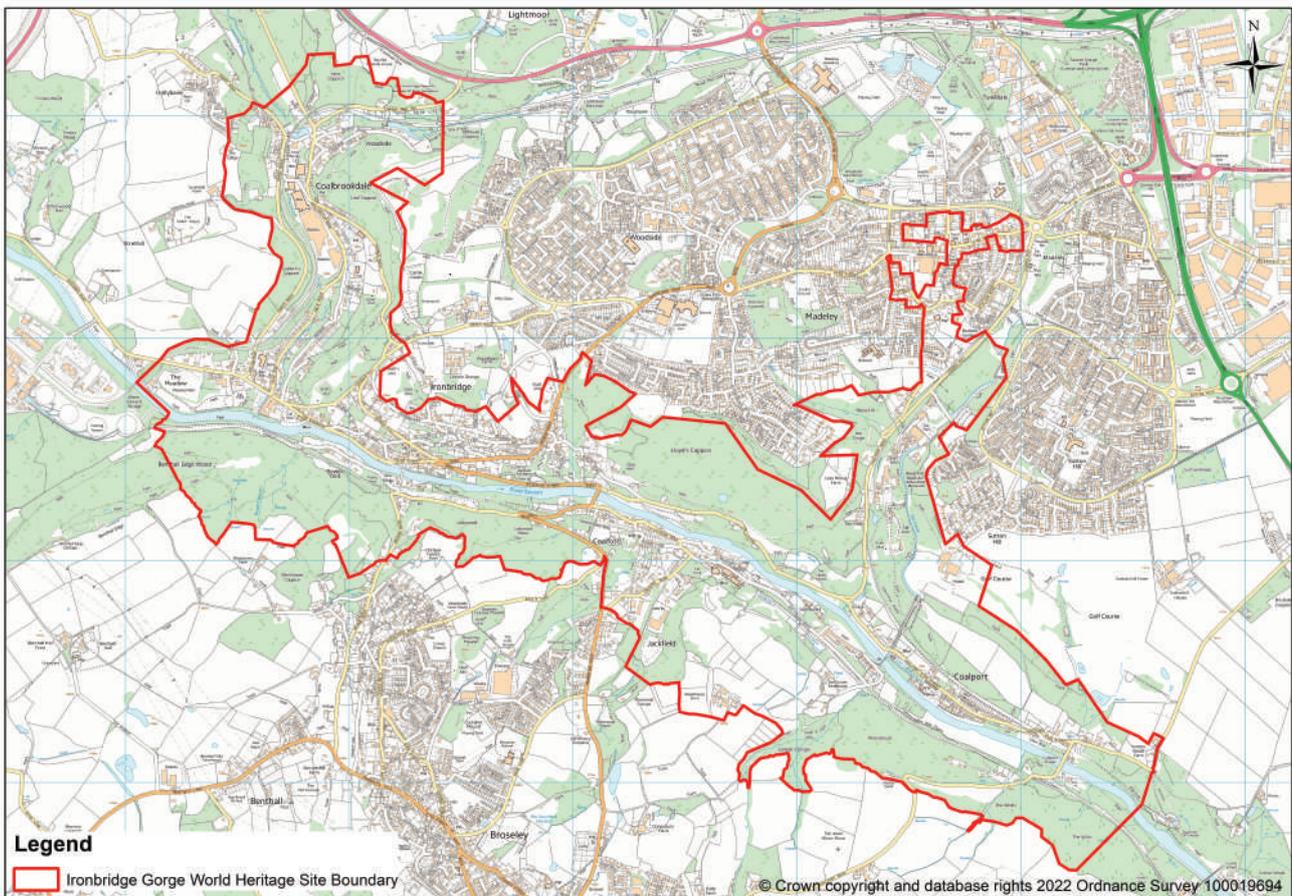
2 Introduction

2 Introduction

2.1 Purpose of the Supplementary Planning Document

2.1 The Ironbridge Gorge World Heritage Site (referred to as the 'IGWHS' or the 'Site' throughout this document) is an extraordinarily important place, and was designated in 1986, as one of the United Kingdom's first World Heritage Sites by the United Nations, Educational, Scientific and Cultural Organisation (UNESCO). This was in recognition of its leading role in the Industrial Revolution and the unique landscape that provided the raw materials.

Figure 1: Ironbridge Gorge World Heritage Site



2.2 Under the terms of the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (1972), which was ratified by the UK in 1984, the UK Government is formally responsible for the management of the IGWHS and for ensuring that its **Outstanding Universal Value (OUV), Authenticity and Integrity** are not compromised. UNESCO actively monitors World Heritage Sites (WHS) through reactive and periodic monitoring, to ensure they are being managed appropriately and are not being put in danger. If UNESCO feel that a WHS is not being protected to an appropriate standard, a review of the WHS's status will take place, if UNESCO consider that the Outstanding Universal Value, Authenticity and Integrity has been seriously impacted the status of the WHS will be removed.

2.3 In addition, adopted in 2003⁽¹⁾ the convention for the international community's first binding multilateral instrument intended to safeguard and raise the profile of intangible cultural heritage. Intangible cultural heritage ("ICH") refers to the practices, representations, expressions,

1 2003 Convention for the Safeguarding of the Intangible Cultural Heritage (UNESCO) <https://ich.unesco.org/doc/src/15164-EN.pdf>

knowledge and know-how, transmitted from generation to generation within communities, created and transformed continuously by them, depending on the environment and their interaction with nature and history. Although not yet ratified by the UK local authorities can still abide by it for a more inclusive and full understanding of our heritage.

What is Outstanding Universal Value

“Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole”.

Paragraph 49 of the Operational Guidelines for the Implementation of the World Heritage Convention WHC .21/01 31st July 2021

2.4 Therefore, the overarching aim of this SPD is to provide guidance for protecting and enhancing the Outstanding Universal Value of the IGWHS, preventing loss through deterioration and disappearance of its heritage value, whilst providing a consistent set of guidelines to help businesses and residents play their part in maintaining what makes the IGWHS so universally special.

2.5 To achieve this the SPD will set out how the planning system will seek to fulfil the responsibilities and opportunities that arise from WHS status. This includes helping to:

- **Protect;**
- **Conserve;**
- **Present and transmit to future generations the importance of the IGWHS; and**
- **Encourage investment and development to secure a healthy economy and support regeneration, whilst not compromising the Outstanding Universal Value of the IGWHS.**

2.6 The intention is to implement the Operational Guidelines set out by ICOMOS and UNESCO ensuring that the important historic buildings and significant landscape are properly preserved and conserved, and that new development integrates harmoniously with them. The Outstanding Universal Value of the IGWHS has proven potential to inspire new development, to attract investment and visitors, as well as be a source of local civic pride: this SPD therefore seeks to protect and capitalise on that potential. Further explanation of Outstanding Universal Value can be found in **Chapter 3. Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value.**

2.2 Aims and Objectives of the SPD

2.7 The Ironbridge Gorge World Heritage Site has a long history as the birthplace of the industrial revolution. Its rich landscape character, special architectural, historical and archaeological significance, and social heritage need to be preserved and enhanced. The protection of the historic nature of the IGWHS is a priority for both Telford & Wrekin Council and Shropshire Council.

2 Introduction

2.8 The aim of this SPD is to ensure the high standards of both preservation and conservation are maintained, whilst providing further guidance for protecting and enhancing the Outstanding Universal Value of the IGWHS, encouraging development which secures and supports sustainable regeneration.

2.9 Through the adoption and implementation of this SPD, Telford & Wrekin Council and Shropshire Council will look to achieve the following objectives:

- Safeguarding the historic nature and setting of the IGWHS and protecting its Outstanding Universal Value;
- Enhancing existing and proposed development to the benefit of the IGWHS whilst maintaining its Outstanding Universal Value;
- Allowing planners and developers to fully understand the impact of the IGWHS and its international value; and
- Raising design standards to achieve the best possible implementation of new development whilst achieving appropriate alterations to existing developments.

2.3 Why is the Outstanding Universal Value of the Ironbridge Gorge so Important?

2.10 World Heritage Sites are sites, places, monuments or buildings of “**Outstanding Universal Value**” to the international community, including its current and future generations. The protection of a World Heritage Site is the responsibility of national governments. Being a signature to the convention is a commitment by the government to identify, protect, preserve and conserve their World Heritage Sites for future generations.

2.11 The Site lies within the southern end of the East Shropshire coalfield within a gorge formed by a glacial overflow that occurred during the ice age. The coalfield is exceptionally rich in mineral sources and, along with deposits of coal, the land area has significant deposits of carboniferous limestone, iron ore, and clays suitable for making brick, roofing tiles, decorative tiles, pottery, and tobacco pipes.

2.12 The Industrial Revolution, a worldwide phenomenon, began in 18th century England before spreading to other nations. This transition including the change from an agrarian (related to cultivated land) and handicraft economy to one dominated by industry and machine manufacturing including iron production⁽²⁾ resulting in far-reaching changes in human history, and which is embodied in the remarkable and integral role of the IGWHS.

2.13 The Site spreads over 550ha with roughly three quarters sitting within the administrative boundary of Telford & Wrekin Council, and roughly a quarter within the Shropshire Council administrative boundary. Section 2 of the SPD provides a spatial portrait of the area.

At the time of inception and as written in 1986⁽³⁾, the IGWHS was described as having five major areas of interest.

These included:

- **Coalbrookdale:** *This is where in 1709 the Quaker Abraham Darby I developed the coke iron production technique which began the great 18th century steel revolution. In the 19th century the Coalbrookdale foundries were highly prosperous, exporting their production as far as New Zealand and the Hawaiian Islands. There still remains a high concentration of 18th and 19th century dwellings, warehouses, churches and chapels in the town. The Great Warehouse contains an iron museum.*
- **Ironbridge:** *The locality, where mining and metallurgical (the scientific study of structures and uses of metals) activity began in the 17th century, drawing the areas name from the Iron Bridge erected in 1779 and which also serves to designate the entire region of the Severn Gorges. At the furthest eastern end of the locality there still exist the remains of two 18th century blast furnaces, the Bedlam furnaces, which were built in 1757.*
- **Hay Brook Valley:** *Downstream from Madeley in the low valley of this small tributary of the Severn River, a large open-air museum (Blists Hill Victorian Town) covers 20 hectares. Extraction galleries, shafts with their head-frames, and blast furnaces have been preserved near the Shropshire Canal, which was linked to the Severn River via a gigantic inclined plane known as the Hay Inclined Plane, fitted with ramps.*
- **Jackfield:** *This small town located on the south bank of the Severn made its living from coal mining, clay production and navigation. It was the valley's port of registry (with 87 barges in operation in 1756).*
- **Coalport:** *This town is located at the eastern end of the IGWHS on the north bank of the Severn, which is spanned by the Coalport Bridge. The high point of this town is the porcelain manufacturing plant founded by John Rose at the end of the 18th century and which closed down in 1926. Today it is a porcelain museum (Coalport China Museum) presenting not only the valley's other porcelain manufacturers, such as Caughly, but also other producers of ceramics in Ironbridge Gorge (tileries, pipe factories, etc.). Furthermore, Maws Craft Centre is situated in what remains of the former tile factory of Maw & Co which closed down in 1970.*

The site is an extraordinary concentration of mining, foundries, factories, workshops and warehouses which coexist with an old network of lanes, paths, roads, ramps, canals and railways as well as the substantial remains of traditional landscape and housing. The site is both unique and symbolises an era of exceptional innovation where artists, engineers and writers from all areas of the world decided to focus their attention.

2.14 Following the areas inscription in 1986, it is considered that there are now six major areas of interest including Madeley:

2 Introduction

2.15 *Madeley is the earliest settlement within the IGWHS which includes a two-bay medieval hall and some 16th and 17th century timber-framed houses. Madeley's strategic location led to its inclusion in plans for Dawley New Town in 1963, however the subsequent development of the central shopping centre together with the Parkway Bypass in the late 1960's, severed the settlement from the north and interrupted the medieval street pattern.*

Figure 2: Ironbridge Gorge



2.4 Success of the World Heritage Site

2.16 Today, the site is a living, working community with a population of approximately 4,000 people as well as being a world-renowned place to visit. It is also an historic landscape that is interpreted and made accessible through the work of a number of organisations, in particular, the Ironbridge Gorge Museum Trust (established in 1967 to preserve and interpret the remains of the Industrial Revolution within the Ironbridge Gorge) and the Severn Gorge Countryside Trust (established in 1991 to manage the woodland, grassland and associated historic structures in the Gorge).

2.5 Managing Change and Addressing Climate Change

2.17 Conserving our heritage is not just about preserving places in a point of time. One of the biggest challenges is achieving a balance of conserving our heritage whilst remaining relevant. In today's climate, it is becoming ever more evident that shifts in our weather patterns and the need to tackle climate change threatens the livelihood of our historic settings.

2.18 The changes in our climate have greatly increased in both frequency and severity of weather events which can lead to the degradation of heritage assets. The impacts of the 2020 floods in the town of Ironbridge clearly demonstrate that heritage assets must be able to adapt to change.

2 Introduction

2.19 Heritage assets require additional Government support to enable them to play their full part in reaching net zero targets. The obligation for assistance stems from the UNESCO 'Convention on World Cultural and Natural Heritage'⁽⁴⁾ and its Operational Guidelines. These set out the key duties and obligations of national governments, as State Party signatories, to do all that they can to ensure the conservation, preservation, protection, presentation, and transmission to future generations of World Heritage properties situated on their territories. The requirement to conserve natural, tangible and intangible cultural heritage is now going to require engagement with climate change in order to meet the most basic of these objectives.

2.20 Moreover, whilst generally associated with adverse impacts on heritage significance, change – including that delivered through new development – can have positive effects on heritage value and significance. This could manifest itself in stripping away poorly designed additions to historic buildings, changing land management regimes or simply drawing attention to the value, character and significance of under-appreciated assets rather than letting them degrade through neglect or to be affected by criminal activities such as vandalism.

2.21 Over one million people every year visit the iconic Iron Bridge and the surrounding area. With this comes challenges including management of flows of both pedestrians and motor vehicles. Services such as the Park and Ride lessen the pressure on the small roads of Ironbridge Gorge, however the frequency of motor vehicles can dominate the area during the peak summer period.

2.22 Having effective planning policies in place through Local Development Plans for Telford & Wrekin and Shropshire Council's respective areas and supplementary planning guidance within this SPD, allows change to be carefully managed and where possible avoids adverse impacts whilst ensuring opportunities for positive improvements that will safeguard our heritage assets for future generations.

2.23 A Management Plan (2017) for the IGWHS has also been prepared and formally adopted by both Telford & Wrekin and Shropshire Council's. As such, it is a material consideration in the planning process within both administrative areas.

4 Convention Concerning the Protection of the World Cultural and Natural Heritage 1972 <https://whc.unesco.org/en/conventiontext/>

2 Introduction

Role of the SPD in Decision Making

The key purpose of this SPD is to provide additional guidance to existing and emerging Development Plan policies for protecting and enhancing the Outstanding Universal Value of the IGWHS.

This SPD is therefore intended to be used as a material consideration on relevant planning applications within the WHS and, where appropriate, within its' setting.

Whilst the SPD is a joint document prepared by Telford & Wrekin Borough Council and Shropshire Council, this does not change the primacy of the respective development plan policies being the starting point for decision making within each administrative area.

Guidance within this SPD

Specific guidance for householder and local businesses applications within this SPD includes that relating to;

- Alterations/extensions to existing buildings;
- Refurbishment of existing buildings;
- Making use of redundant buildings;
- Proposals for a change of use of an existing building; and
- Proposals for new development

Details can be found in **Annex 2: Guidance for Development in the Ironbridge Gorge World Heritage Site**.

Guidance on the process for submitting a planning application can be found in **Chapter 7: Submitting a Planning Application in the World Heritage Site**.

2.24 Prior to the introduction of this SPD, there have been a number of documents that function as guidance and policy direction within the IGWHS, further explanation on what these documents achieve is covered in '**Chapter 4. Planning Context**'.

3 Description of the World Heritage Site

3 Description of the World Heritage Site

3 Description of the World Heritage Site

3.1 Boundary

3.1 The Ironbridge Gorge World Heritage Site covers an area of 5.5km (550ha) and is located partly in Telford, and partly Shropshire, approximately 50km north-west of Birmingham. Beyond the bridge itself, the IGWHS is comprised of five communities - Coalbrookdale, Ironbridge, Coalport, Jackfield and parts of the community of Madeley. Within Shropshire the WHS extends into the Broseley Town Council area as well as Barrow and Sutton Maddock parishes.

3.2 The site lies predominantly within the boundary of Telford and Wrekin Council (approximately 76%) with a smaller portion (approximately 24%) within the Shropshire Council boundary. The IGWHS is also a designated Conservation Area (Severn Gorge Conservation Area) and there are over 375 listed buildings of which two are Grade 1 and eighteen are Grade 2*. In addition, there are 7 Scheduled Monuments as well as numerous sites designated for the protection of habitats and species.

3.3 The site incorporates a 5km length of the steep-sided, mineral-rich Severn Valley from a point immediately west of Ironbridge downstream to Coalport, together with two smaller river valleys extending northwards to Coalbrookdale and Madeley. The boundaries of the IGWHS end at the north section of Coalbrookdale.

3.4 Other settlements such as parts of Madeley (in Telford & Wrekin) and the town of Broseley (in Shropshire), that fall outside of the immediate boundary of the IGWHS, have contextual importance to the IGWHS with a history of early industrialisation from the 16th century and earlier and are dynamically connected to the area as a whole.

3.5 As described, the WHS straddles the boundary of the two administrative area of Telford & Wrekin and Shropshire. Joint working on conserving the Outstanding Universal Value of the WHS is therefore the responsibility of both authorities, along with a number of other partner organisations who together form the Ironbridge Gorge WHS Steering Group (IGWHSSG). The

3 Description of the World Heritage Site

IGWHSSG supports the preparation and implementation of the Ironbridge Gorge World Heritage Site Management Plan. The 2017 Management Plan has been formally adopted by both local authorities and is a material consideration in the planning process.

Buildwas Parish borders the WHS to the west. The village of Buildwas is a small but vibrant settlement which has a thriving community and a strong relationship to Ironbridge. The well-preserved standing and archaeological remains of Buildwas Abbey, a Scheduled Monument, founded in 1135 as a Cistercian monastery, can be found in a bend in the River Severn to the south-east of Buildwas and about 2 miles west of Ironbridge the abbey was an important centre of learning up to the 14th century.

The steep southern side of the Ironbridge gorge is heavily wooded in places and some of this woodland extends on to the more level ground southwards towards Broseley. Much of this is Ancient Woodland whose loss and deterioration is prevented by policies in the National Planning Policy Framework. Part of the Benthall Edge woodland in Barrow parish is a Site of Special Scientific Interest. These important woodlands are complemented by several locally designated Wildlife Sites in the Shropshire part of the WHS which are important for their ash, oak and elm woodland, and grassland and meadow plants and animals. The River Severn is also a Local Wildlife Site.

The town of Broseley is situated within half a mile of the WHS and two of the Ironbridge Gorge Museums are located in the town. The Ironbridge links Broseley with Coalbrookdale and Madeley. The town shares much of its history with Ironbridge through the mining and transport of coal and clay, iron making, pottery and clay pipe manufacture. The plans for the construction of the Iron Bridge (as it was known at the time) were drawn up in Broseley and Abraham Darby I who developed the process of smelting iron using coking coal, is buried there. The railways, mines, ironworks, brickworks, kilns, houses and fine buildings associated with the town testify to its integral role in the activities taking place in Ironbridge itself during the Industrial Revolution. Much of this built environment is protected through an extensive Conservation Area designation, the boundary of which extends southwards from the edge of the WHS.

The village of Jackfield on the River Severn is unique in that it is located on the boundary of Telford/Shropshire, sitting within both the Broseley and Gorge parish areas. The settlement grew as a river port for Broseley and Benthall which lie high above it on the rim of the gorge. A very early wooden wagon way (built in 1605) took coal from the lord of the manor's mines to the river here. Jackfield became important for its pottery drinking mugs in the 18th century and later, in the 19th and 20th centuries, high quality encaustic tiles. Some small-scale manufacture of these continues today to replace Jackfield-made tiles in conservation work such as the London Underground.

3.2 Character Areas and Key Settlements

3.6 The five key settlements have been identified (as shown in the Severn Gorge Conservation Appraisal) in being Madeley; Coalford and Jackfield, Coalport, Coalbrookdale and Ironbridge, all of which fall within the Telford & Wrekin Council boundary, with the exception of Jackfield which is part within the Telford & Wrekin boundary and part within the Shropshire boundary.

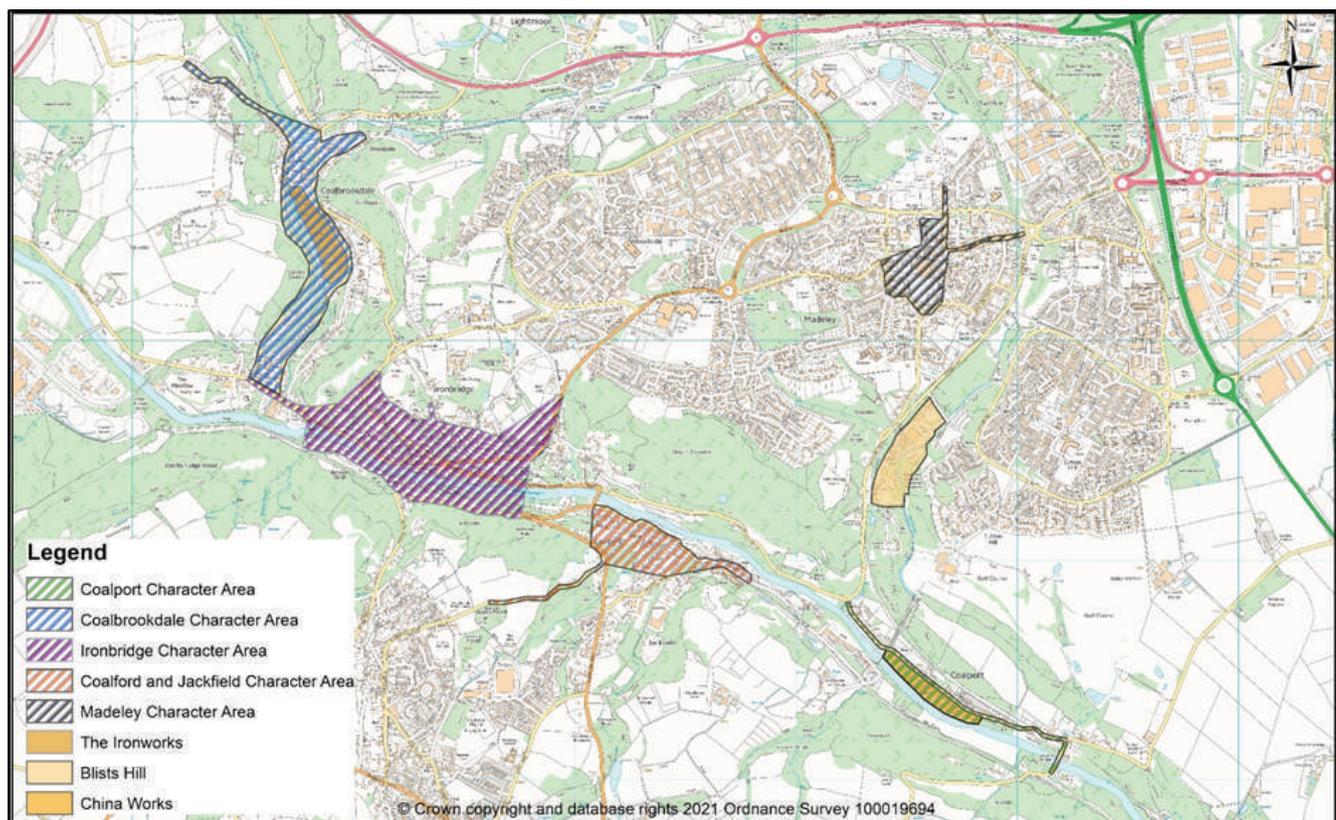
3 Description of the World Heritage Site

Within these settlements there are areas of further character identification which all have their own special characteristics, which are especially considered to be worth conserving. These include:

- **Madeley:** High Street; Court Street; Church Street (east), Church Street (west) and Russell Road
- **Coalford and Jackfield:** Area adjacent River Severn, The Knowle and Church Road
- **Coalport and Blists Hill:** China Works, Coalport Bridge, High Street and Blists Hill
- **Coalbrookdale:** Wellington Road, Darby Road, Woodside, The Ironworks, Dale Road and Dale End
- **Ironbridge:** Market Square and High Street, The Wharfage, Bower Yard & Ladywood, Hodge Bower and Madeley Wood

3.7 In Figure 3 is a map showing each of the character areas (outlined for ease of reference), further analysis of the character areas is contained within the Severn Gorge Conservation Area Appraisal which gives an overview of each of the character areas listed above and how they make their relative area particularly important to the nature of the IGWHS and its Outstanding Universal Value.

Figure 3: Character Areas in the World Heritage Site



3 Description of the World Heritage Site

3.3 Setting

Defining Setting

3.8 The concept of the 'setting' of the IGWHS is an important one and is the physical and cultural contextual surroundings in which the heritage asset resides.

3.9 The 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 assets 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.

3.10 Setting is not itself a heritage asset or heritage designation (although land comprising a setting may itself be subject to other heritage or environmental designations). The importance of setting lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.

3.11 The Circular on the Protection of World Heritage Sites (published in 2009) which provides policy guidance on the level of protection and management required for WHS's in England, states:

- ***'The setting of a World Heritage Site is the area around it - - - in which change, or development is capable of having an adverse impact on the World Heritage Site, including an impact on views to or from the site'***

3.12 The setting of the IGWHS is therefore, anywhere outside the IGWHS where change is capable of having an adverse impact on the IGWHS. This is explained further in the Circular stating:

- ***'In developing plans for the protection of World Heritage Sites it is important to consider carefully how to protect the setting of each World Heritage Site so that its Outstanding Universal Value, integrity, authenticity and significance is not adversely affected by inappropriate change or development'***

3.13 Within UNESCO's Operational Guidelines in relation to the effective management of a property it states:

- ***'The wider setting may relate to the property's topography, natural and built environment, and other elements such as infrastructure, land use patterns, spatial organization, and visual relationships. It may also include related social and cultural practices, economic processes and other intangible dimensions of heritage such as perceptions and associations'***

3.14 Going on to say:

- ***'Management of the wider setting is related to its role in supporting the Outstanding Universal Value'***

3 Description of the World Heritage Site

3.15 This clearly states that the consideration of setting can cover a wide range of impacts which not only relate to the physical, such as views and noise, but can also include social or economic impacts. In addition, the management of the wider setting is a crucial aspect of supporting the Outstanding Universal Value.

3.16 In order to fully understand how the Outstanding Universal Value of the IGWHS may be affected through development or management proposals outside of its boundary, it is important to understand what the setting may comprise for the IGWHS:

- i. The physical location and surroundings of the various character areas within the IGWHS, generally: steep slopes with dense woodland or open agricultural fields around Ironbridge.
- ii. Infrastructure such as roads and local services that connect with or run through the IGWHS that may impact on its Outstanding Universal Value.
- iii. Residential areas such as the majority of Madeley and Woodside which sit above and between the IGWHS and the majority of Broseley which sits south of the IGWHS.

3.17 As is recognised within the NPPF definition of setting (provided above), not all parts of setting will contribute to the significance of the IGWHS in equal measure and indeed some parts of the setting may have a negative contribution.

Considering Impacts

3.18 As described above and covered in both National and International guidance the overall impact on the Outstanding Universal Value of the IGWHS arising from development that results in changes to its setting should be taken into account in the decision-making process. The IGWHS does not have a defined 'Buffer Zone', making the consideration of effects upon its setting in the planning process of particular importance.

3.19 Proposals likely to affect the IGWHS or its setting must be accompanied by a proportionate Heritage Statement / Heritage Impact Assessment which clearly identifies the potential impact of the development on the WHS's significance. Further guidance on the purpose and scope of these documents is provided within Chapters 6 and 7 of this SPD.

3.20 Historic England's Good Practice Advice in Planning Note 3 (Second Edition) provides guidance on managing change within the settings of heritage assets. The guidance has been written for local planning authorities and those proposing change that may affect the setting of heritage assets, including World Heritage Sites.

3.4 Main Access Routes into the IGWHS

3.21 The following areas are considered the main access points into the IGWHS.

3.22 Madeley (partly located within the IGWHS) provides a focus for local shopping and community services. It lies north of, and outside, the steeply sloping sides of the Gorge itself and provides two main access points into the Gorge via Madeley Road and Coalport Road.

3.23 In addition to the small market town at Madeley, a second settlement 2km west is Coalbrookdale. This settlement encapsulates the integration between the Site's industrial heritage and the community that developed to support it, with the impressive landscape providing a backdrop for this historic association. The steep topography has greatly influenced the pattern

3 Description of the World Heritage Site

of development and the resultant tiers of terraces and larger detached houses that are set amongst the wooded valley sides, provide two main access routes towards Ironbridge via Dale Road, Dale End and Church Road.

3.24 To the west of Market Square the Wharfage consists of a mix of former warehouses, pubs and some Victorian villas. At its eastern end the attractive three storey streetscape is enhanced by the stepped elevation as the alignment of the street turns slightly and the buildings rise up Tontine Hill towards the northern end of the bridge. This picturesque setting of the Wharfage alongside the River Severn provides a very attractive streetscape along its entire length.

3.25 The area south of the bridge was fully integrated with Ironbridge as a whole (more so than other areas of the Site) when the bridge was open to traffic, although the Toll House remains on the southern end of the bridge. The blue brick Railway Hotel and adjacent Station Master's House stand as a testament to the Station that closed in 1963. They look out over a flat area of what is now car parking and what was originally railway tracks and sidings set above a substantial retaining wall. From the south this leads directly into the centre of Ironbridge into Market Square.

3.26 To the east of the centre is the area of Coalport which lies on the north side of the River Severn. The village was planned as a canal-river interchange and a complete "new town" by William Reynolds, who between 1788 and 1796 built warehouses, workshops, factories and workers' accommodation in Coalport. There are two main access points into Coalport which are from the north via Brockton and the south via Broseley.

3.5 Views

3.27 Many views within, across and around the gorge are characterised by contrasting effects of industrial or urban buildings alongside heavily wooded slopes that define Ironbridge Gorge. Pockets of green spaces, such as gardens, allotments and recreational spaces are also visible but are frequently seen against a wooded backdrop.

3 Description of the World Heritage Site

Figure 4: Aerial View of Ironbridge



Figure 5: Aerial View of Ironbridge



3.28 Many of the streets themselves, narrow in appearance in comparison to other road networks, are closed in by high boundary walls and buildings or trees, resulting in very few open views out of the area. Whilst travelling across the gorge glimpses of longer and wider views are revealed. Panoramic views can be achieved from the upper slopes and partial, surprise views can be seen from higher elevated roads.

3 Description of the World Heritage Site

3.29 The degree of enclosure of the public realm spaces means that when there are open views along, and across, the valleys they are of greater significance, and it is therefore a priority for the viewpoints themselves to be maintained and carefully managed to retain or enhance significant features.

3.30 The views up and downstream from the bridges in the area are particularly important as they help visitors understand the overall shape of the valley and the importance of the river in the history of the gorge. Where vegetation becomes overgrown on riverbanks, this should be managed, so that views of important sites are not obscured.

3.31 Significant changes of view are obtained along the Wharfage, as the urban fabric of Ironbridge unfolds and as the view of the iconic bridge emerges. The fabric of the buildings on the north side of the Wharfage is often obscured by trees, dependent on the time of year and whether they are in leaf or not. The presence of so much greenery between the river and the Wharfage does not reflect the harder nature of the historic landscape that delivered from its industrial past and is part of more recent change.

3.32 Other important views are obtained when descending to the Gorge through the settlement of Coalbrookdale. This is characterised by a series of glances across the valley.

3.33 As has been described and as shown in Annex 3, the views within the IGWHS range from wide open views to more enclosed scopes across the gorge, each one of these however is considered integral to the protection of the IGWHS and must therefore be maintained to preserve the Outstanding Universal Value of the IGWHS.

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

4.1 The IGWHS is quite clearly an incredibly important area that has a number of globally unique attributes that demonstrates the Outstanding Universal Value that must be protected by all parties, whether by national bodies, local governments, businesses or residents that reside with the WHS boundary. Each have and will continue to have an important and integral role to play in the area's preservation and conservation so it can continue to be a special place for future generations.

4.2 A shared understanding of the importance of the IGWHS is therefore a key requirement for effective management of the IGWHS. The terminology used to describe the site and its importance as a WHS, often creates confusion as to what the IGWHS is made up of and in turn how to preserve and conserve the sites international significance.

4.3 The purpose of this section is to clearly outline the terminology associated with the Outstanding Universal Value of the IGWHS, allowing readers to work more effectively to ensure the continued preservation and conservation of the IGWHS.

4.1 Outstanding Universal Value

4.4 The basis of any nomination for a World Heritage Site is that they must display Outstanding Universal Value.

4.5 In order for a WHS to be considered to be of Outstanding Universal Value, a number of requirements had to be met:

- Meeting one or more of the ten World Heritage Criteria;
- Meeting the conditions of integrity; and
- Meeting the conditions of authenticity.

4.6 By understanding the different aspects of Outstanding Universal Value, it is possible to understand how change can impact the Outstanding Universal Value of the IGWHS.

4.7 The UNESCO Operational Guidelines⁽⁵⁾ identifies the need for an appropriate management system specifying how the Outstanding Universal Value of a property should be preserved, ensuring the effective protection for present and future generations. The common elements of this document include the following:

- A thorough shared understanding of the property, including its universal, national and local values and its socio-ecological context by all stakeholders, especially local communities;
- A respect for diversity, equity, gender equality and human rights and the use of inclusive and participatory planning and stakeholder consultation processes;
- A cycle of planning, implementation, monitoring, evaluation and feedback;
- An assessment of the vulnerabilities of the property to social, economic, environmental and other pressures and changes, including disasters and climate change, as well as the monitoring of the impacts of trends and proposed interventions;
- The allocation of necessary resources;

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

- Capacity building; and
- An accountable, transparent description of how the management system functions.

4.8 The World Heritage Committee, the main body in charge of the implementation of the Convention, has also developed precise criteria for the inscription of properties on the World Heritage List. This is included with the UNESCO Operational Guidelines which is regularly updated.

4.2 Criteria of Inscribing

4.9 WHS's are designated for a number of reasons. For cultural sites (of which the IGWHS falls within) the following criteria apply:

- i. To represent a masterpiece of human creative genius;
- ii. To exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;
- iii. To bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living, or which has disappeared;
- iv. To be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;
- v. To be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;
- vi. To be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria)

Note: as the IGWHS falls under a cultural site, the other four criterions (listed under the World Heritage Criteria) relating to natural sites is not covered.

4.10 The inscription of the IGWHS meets four of the criterions, these are listed below.

- i. The Coalbrookdale blast furnace perpetuates in situ the creative effort of Abraham Darby I who discovered coke iron in 1709. It is a masterpiece of man's creative genius in the same way as Ironbridge, which is the first known metal bridge. It was built in 1779 by Abraham Darby III from the drawings of the architect Thomas Farnolls Pritchard.
- ii. The Coalbrookdale blast furnace and Ironbridge exerted great influence on the development of techniques and architecture.
- iii. Ironbridge Gorge provides a fascinating summary of the development of an industrial region in modern times. Mining centres, transformation industries, manufacturing plants, workers' quarters, and transport networks are sufficiently well preserved to make up a coherent ensemble whose educational potential is considerable
- iv. Ironbridge Gorge, which opens its doors to over 1 million visitors yearly, is a world-renowned symbol of 18th century Industrial Revolution.

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

4.3 Understanding the heritage values of the IGWHS

4.11 It is important to consider that all heritage assets are important within the IGWHS, regardless of whether these are designated or not. Different aspects of heritage can have different value from one person to the next. Considering how these aspects of heritage combine and relate with each other help to provide an understanding of their significance in the Outstanding Universal Value of the IGWHS.

4.12 The significance of heritage is defined within the NPPF as the value of a heritage asset to this and future generations because of its historic interest. Significance derives not only from a heritage asset's physical presence, but also from its setting. For WHS's, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.

4.13 The NPPF definition further states that in the planning context heritage interest may be:

- Archaeological;
- Architectural;
- Artistic; or
- Historic.

4.14 These can be interpreted as follows⁽⁶⁾:

- **Archaeological interest:** As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- **Architectural and artistic interest:** These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
- **Historic interest:** An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values of cultural identity such as faith, folklore, crafts etc.

4.15 Establishing heritage value is a key stage in the process when considering impacts on the IGWHS. Attributes of the IGWHS (covered more widely below) also provide a useful checklist to ensure that heritage value is considered.

4.4 Attributes defining Outstanding Universal Value

4.16 Attributes are the specific qualities that convey a WHS's Outstanding Universal Value. Attributes can include both tangible and intangible elements and help to articulate the Outstanding Universal Value and help the decision-making process. The table below demonstrates what may be considered tangible or intangible attributes.

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

Attributes defining the Outstanding Universal Value

Tangible Attributes	Intangible Attributes
<ul style="list-style-type: none"> ● Buildings ● Monuments ● Landscapes ● Natural Features 	<ul style="list-style-type: none"> ● Traditions ● Language ● Literature ● Art

4.17 Attributes should assist in the assessment of impact of proposed changes within or affecting the setting of the designated WHS.

4.18 Attributes are described as having ‘authenticity’ and ‘integrity’. This means that they relate clearly and coherently to their original form and therefore demonstrate aspects of the Sites Outstanding Universal Value. They can also include relationships and links between features and with their wider context or environment.

4.19 The attributes for the IGWHS reflect the values they convey and will be the focus of protection and management, they display and measure the integrity of the wholeness and intactness of cultural heritage and credibly express the cultural value of the IGWHS’s authenticity. These are summarised in the table below:

Attributes	Descriptive Summary
(a) A 5km length of steep sided, mineral rich Severn Valley	The landscape is rich in evidence of the heroic period when it was the focus of international attention, blessed with mineral riches as well as timber, and many remains of the mines and quarries.
(b) Two small river valleys leading from the Gorge to Coalbrookdale and Madeley	The sluices and pools along tributary streams, which were the source of power for bellows, hammers and mills, can still be recognised.
(c) Smelting iron with coke	Perfected by Abraham Darby I the WHS includes 3 groups of blast furnaces at Coalbrookdale, Bedlam and Blists Hill. This led to a revolution in the making of iron.
(d) A high concentration of 18 th and 19 th century dwellings, warehouses and public buildings	There are still warehouses and wharves along the banks of the River Severn, which carried much of the trade of the Gorge. The IGWHS contains a wealth of monuments associated with production, blast furnaces, factories and engineering works.
(e) Substantial mining remains	The outstanding monument of the mining industry in the Ironbridge Gorge is the Tar Tunnel, important as a geological curiosity and as evidence of the skills of 18 th century miners.

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

	There remain at least seven locations in the WHS where mine entries can be seen and accessed and there are some 400 recorded mine entries in the IGWHS as a whole.
(f) Collections and artefacts	The entire and multi themed collections of the Ironbridge Gorge Museum Trust, which includes those on display in its 10 museums together with its extensive Library and archive, are all Designated of national importance by Arts Council England.
(g) The Iron Bridge	The Iron Bridge is the only substantial iron road bridge to survive from the 18 th century. It was universally accepted at the time of its construction that it was the first of its kind. The impact made by the Iron Bridge in continental Europe is shown by a small wrought iron replica bridge of 1791.
(h) Workers' housing	The landscape of the Gorge also reflects the achievements of talented men and women who are no longer individually remembered, but whose skills in sinking mines, moulding iron castings, painting china and sailing barges were the foundation of the area's prosperity and fame.
(i) Infrastructure and transport	Monuments of transport systems are further evidence of the confidence and scientific understanding of those who lived in the Gorge in the 18 th century, the Iron Bridge, Hay Inclined Plane, and the numerous traces of the primitive railways.
(j) Traditional landscapes and woodland of the Severn Gorge	The historic landscape also shows clear evidence of the philanthropic nature as well as entrepreneurial skills of the early industrialist in the area.
(k) Inspiration for artists, engineers, architects and writers	The world has recognised the significance of the Ironbridge Gorge since the 18 th century when artists, engineers and writers from many countries were drawn to the area to admire innovations in ironworking, mining, and in structural and mechanical engineering.

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

<p>(l) The historic landscape as an accessible, interpreted open air museum, educational facility and international symbol of the Industrial Revolution</p>	<p>The Ironbridge Gorge was one of the areas of the United Kingdom that experienced profound economic and social changes between 1709 and 1820. The people of the Gorge pioneered new means of mining coal, of working iron, of building bridges, of applying the power of steam, of building railed ways and carrying canals over inhospitable territory. Its landscape reflects both the pains and the triumphs of human experience and is part of the world's heritage from which all can learn.</p>
<p>(m) The sequence of industrial development evident in the landscape that tells a complete story of industrial innovation and development</p>	<p>The landscape reflects the ambition and imagination of the entrepreneurs and engineers of the past.</p> <p>The industrial monuments of the Ironbridge Gorge are associated with people whose names are internationally known such as the Darby Family, Richard Reynolds, John Wilkinson, Thomas Telford, Rev John Fletcher and the ninth Earl Dundonald. Some of their homes still stand, as do some of the structures for which they were responsible.</p>

4.5 Conditions of Authenticity

4.20 In addition, to meeting criteria for inscription, WHS's also have to meet the conditions of authenticity. The key consideration in this is the attributes that comprise the Outstanding Universal Value are well understood in terms of their history, meaning and development.

4.21 The ability to understand the value that is attributed to a site's heritage depends on the sources of information and their credibility or truthfulness. The knowledge and understanding of these sources of information and the accumulation of their meaning over time, are the requisite bases for assessing all aspects of authenticity.

4.22 Paragraph 82 of the Operational Guidelines states that '*Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity, if their cultural values are truthfully and credibly expressed through a variety of attributes including:*

- *Form and design;*
- *Materials and substance;*
- *Use and function;*
- *Traditions, techniques and management systems;*
- *Location and setting*
- *Language, and other forms of intangible heritage;*
- *Spirit and feeling; and*
- *Other internal and external factors.'*

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value

4.23 Attributes such as spirit and feeling do not lend themselves easily to practical applications for the conditions of authenticity, but nevertheless are important indicators of character and sense of place, for example, in communities maintaining tradition and cultural continuity.

4.6 Conditions of Integrity

4.24 The third requirement (in addition to the WHS's inscription and conditions of authenticity) in order for a WHS to have Outstanding Universal Value, is to satisfy the conditions of integrity. Integrity is a measure of wholeness and intactness of a WHS and its attributes. This is explained further overleaf.

- **Wholeness: All the necessary attributes are within the property or site**
 - An application that has an impact on the wholeness of the IGWHS would remove a feature or features that are considered to be integral to the Outstanding Universal Value. The loss of a Wynd or a former factory building or the narrow lanes of development within some of the communities could have this level of impact.
- **Intactness: All the necessary attributes are still present – none are lost or have been significantly damaged or have decayed**
 - The guidance within this document is intended to protect the attributes of the Outstanding Universal Value and all the cultural and environmental characteristics of the IGWHS.

4.25 The conditions of integrity are particularly relevant to cultural sites, as it is important that these sites are representative of a certain way of life, having sufficient dimensions and containing all significant features and elements to respect their integrity.

4.26 Examining the conditions of integrity, therefore requires assessing the extent to which the site:

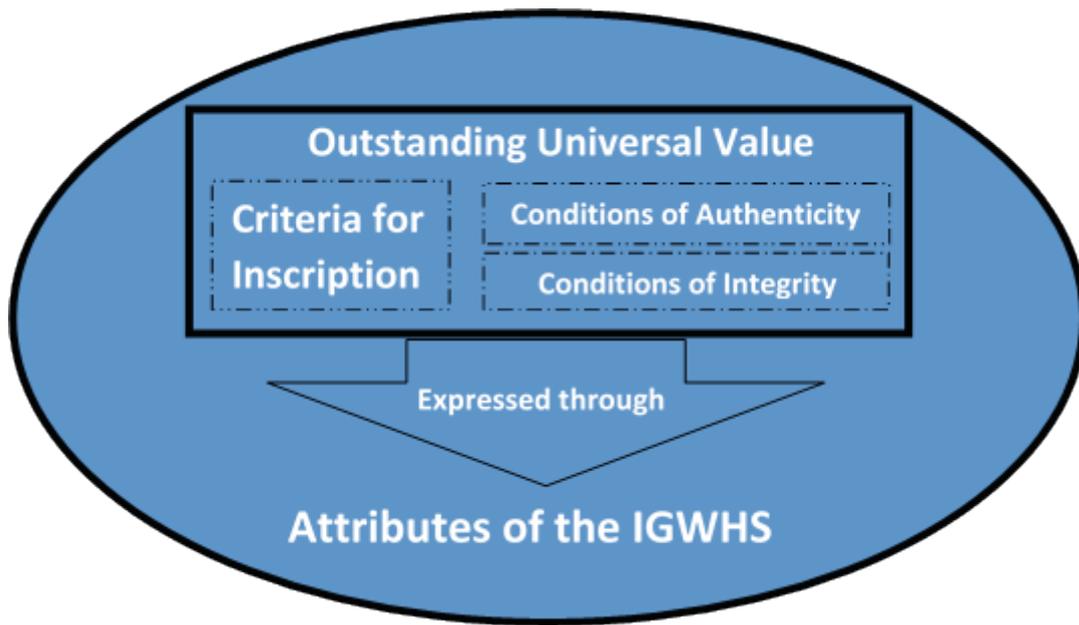
- a. Includes all elements necessary to express its Outstanding Universal Value;
- b. Is of adequate size to ensure the complete representation of the features and processes which convey the sites significance; and
- c. Suffers from adverse effects of development and/or neglect.

4.27 This means that the physical fabric and/or its significant features should be in good condition, and the impact of deterioration processes controlled. A significant proportion of the elements necessary to convey the totality of the value conveyed by the Site should be included. Relationships and dynamic functions present in cultural landscapes, historic towns or other living properties essential in their distinctive character should also be maintained.

4.28 The guidance within this document is intended to protect the attributes of the Outstanding Universal Value and all the cultural and environmental characteristics of the IGWHS.

4.29 The figure below shows how all of the above relates with each other and how each can affect the Outstanding Universal Value of the IGWHS.

4 Outstanding Universal Value, Integrity, Authenticity and Attributes of Outstanding Universal Value



5 Planning Context

5 Planning Context

5 Planning Context

5.1 National Planning Policy Framework

5.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced (Para 1 NPPF).

5.2 The NPPF is a material consideration when planning decisions are being made. Planning law requires that applications for planning permission must be determined in accordance with policies in development plans unless other material considerations indicate otherwise⁽⁷⁾.

5.3 In paragraph 189 the NPPF states:

- ***“Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value⁽⁸⁾. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life or existing and future generations⁽⁹⁾”.***

5.4 Paragraph 190 goes on to consider that *“Plans should set out a positive strategy for the conservation and enjoyment of the historic environment”*.

5.5 Paragraph 200 states 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”*.

5.6 Paragraphs 201 and 202 consider when consent should be refused for developments which cause substantial or less than substantial harm. Exceptions include consideration of the nature of the asset, viable use, conservation by grant-funding or whether the harm or loss is outweighed.

5.7 Paragraph 206 further considers *“Local planning authorities should 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. 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”*.

5.8 However, Paragraph 207 states *“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 201 or less than substantial harm under paragraph 202, 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”*.

7 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990

8 Some World Heritage Sites inscribed by UNESCO are of natural significance rather than cultural significance; some are inscribed for both their natural and cultural significance.

9 The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

5 Planning Context

5.9 Regarding mineral extraction (in relation to World Heritage Sites) Paragraph 211 states when “*considering proposals for mineral extraction, mineral planning authorities should:*

- a. ***as far as is practical, provide for the maintenance of landbanks of non-energy minerals from outside National Parks, the Broads, Areas of Outstanding Natural Beauty and World Heritage Sites, scheduled monuments and conservation areas”.***

5.2 National Planning Practice Guidance (PPG)

5.10 The PPG sets out the importance of World Heritage Sites, setting out how they are protected and managed in England. Paragraph 27 sets out how the importance of World Heritage Sites is reflected in the NPPF which clearly defines them as a designated heritage asset.

5.11 Moreover, Paragraph 33 considers how the setting of a WHS is protected through the protection of specific views and viewpoints, both from and to the site.

5.12 The PPG also highlights what approach should be taken to assessing the impact of development on WHS’s. Paragraph 35 states that in the event that a proposal affects a WHS’s Outstanding Universal Value, integrity or authenticity through its development, there is a requirement to submit the relevant information to enable an assessment of the potential impacts on the Outstanding Universal Value. This may include the following:

- Visual Impact Assessments;
- Archaeological Data; and/or
- Historical Information.

5.13 In some cases, within the IGWHS, this will form part of an Environment Statement, with useful approaches to completing this set out in the:

- International Council on Monuments and Site’s Heritage Impact Assessment guidelines; and
- Historic England’s guidance on the Setting of Heritage Assets setting and views; which gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well advice on how views contribute to setting

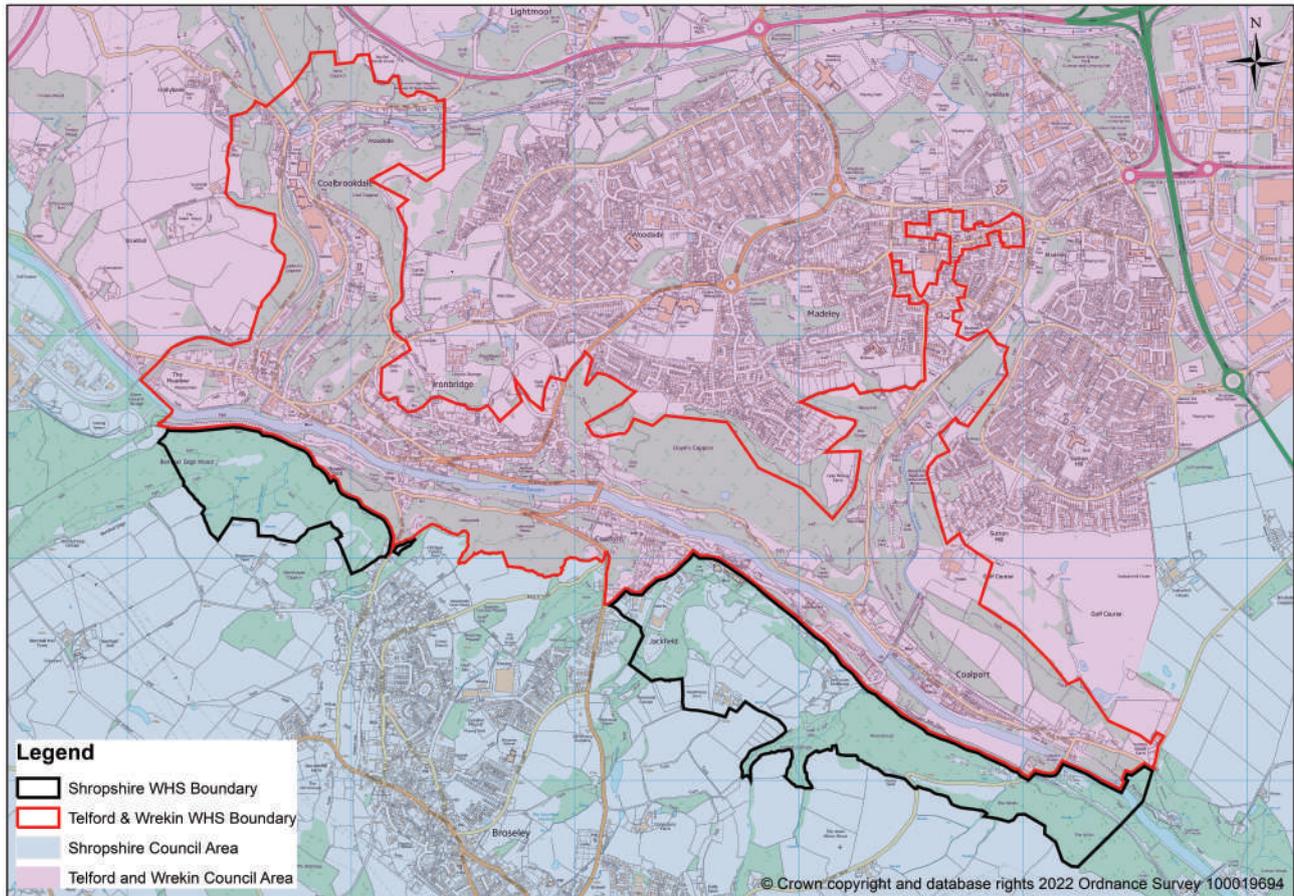
5.3 Local Policy

5.14 Planning policy that looks to protect and enhance the Ironbridge Gorge World Heritage Site is covered in both the Telford & Wrekin and Shropshire Council’s adopted Local Plans and is the starting point for taking planning decisions on Planning Applications in these respective areas.

5.15 The majority of the IGWHS falls within Telford & Wrekin Council’s administrative area (approximately 415ha, 76%) with a smaller area within Shropshire Council’s administrative area (approximately 135ha, 24%). this is identified in Figure 6 below.

5 Planning Context

Figure 6: Council Boundaries for the Ironbridge Gorge World Heritage Site



5.16 The following sections provide a summary of the Local Development Plans⁽¹⁰⁾ within Telford & Wrekin Council and Shropshire Council administrative areas.

5.4 Telford & Wrekin Council

Telford & Wrekin Local Plan (2018)

5.17 The Telford and Wrekin Local Plan 2011 – 2031 was adopted in January 2018 and forms the development plan for the borough. Chapter 9, the Built Environment and Heritage, sets out the importance of the historic environment and emphasises its benefits to the local quality of life. All the policies within this section, BE1 to BE10 are relevant to the IGWHS.

5.18 Of particular relevance is section 9.2 Historic Environment, with a dedicated policy for the IGWHS (BE3), this is shown below.

¹⁰ Other Neighbourhood Plans have been 'made' within both the Telford & Wrekin and Shropshire Council administrative areas. This summary focuses upon those of greatest relevance to the IGWHS.

5 Planning Context

5.19 As the Site is also an area of special archaeological interest the policy also sets out how proposed development will be particularly scrutinised for potential impacts on the archaeology of sites and monuments. Moreover, Policy BE3 is considered integral to protecting and enhancing the IGWHS's Outstanding Universal Value the full policy is shown overleaf:

5 Planning Context

The Council will protect and enhance the Outstanding Universal Value of the Ironbridge Gorge World Heritage Site.

Any harm or loss to the World Heritage Site must be clearly justified.

The Council will only support proposals likely to cause substantial harm to the World Heritage Site where it has been clearly demonstrated that there would be substantial public benefits associated with the proposal, or in all the following circumstances:

- The asset cannot be sustained in its current use;
- The asset prevents all reasonable use of the site; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

In these wholly exceptional circumstances where harm can be clearly and convincingly justified and the development would result in the partial or total loss of a heritage asset and/or its setting within the World Heritage Site, the Council will require the developer to record and analyse the asset, including an archaeological excavation where relevant, in accordance with a scheme to be agreed beforehand and to be deposited on the Council's Historic Environment Record.

In determining any application for development, and in undertaking its overall responsibilities, the Council will give significant weight to the international value of the Severn Gorge area as a World Heritage Site.

The Ironbridge Gorge World Heritage Site is an area of special archaeological interest within which all archaeological sites of significance will be afforded the same protection as that given to nationally important monuments. Proposed development will be particularly scrutinised for its potential effect on the archaeology of sites and monuments.

The Council will not support proposals in, or adjacent to, the World Heritage Site that adversely affect the following key features:

- i. The existing topographical character and landscape quality, including the stability of the slopes and riverbanks;
- ii. The setting of the World Heritage Site including the existing skylines and views to, and from, the Gorge;
- iii. The area's natural diversity and ecology, including amongst others, Sites of Special Scientific Interest and Local Wildlife Sites; or
- iv. The area's distinctive archaeological resource.

In addition to these features, development within the World Heritage Site will need to take account of flood risk and drainage and will be required to demonstrate that the site is stable, and that the development can address gas migration.

The Council will only support engineering works or development along the riverside, or within the course of the river, if it can be demonstrated that the natural, historic or archaeological character of the River Severn is preserved or enhanced by the proposal and that there is no adverse impact on the hydrology, ecology or archaeology of the river and associated deposits upstream or downstream.

5.20 The criteria for protecting key features as outlined within Policy BE3, derives from the existing WHS Management Plan.

5.21 The other policies that are considered relevant to the IGWHS are:

- Listed Buildings (BE4);
- Conservation Areas (BE5);
- Buildings of Local Interest (BE6); and
- Archaeology and Scheduled Ancient Monuments (BE8).

5.22 Also, of importance to the IGWHS is section 9.3 of the Local Plan which deals with unstable and contaminated land, which is a particular issue in the gorge. This includes:

- Land Stability (Policy BE9); and
- Land Contamination (Policy BE10).

Telford & Wrekin Local Plan Review

5.23 In October 2020, Telford & Wrekin Council undertook the first period of consultation (Issues and Options) for the review of the Telford & Wrekin Local Plan. This consultation ended in January 2021. The Local Plan Review will consider changes in national policy, local circumstances and wider global issues such as climate change. The Local Plan Review will include a robust policy position giving protection to the IGWHS.

Madeley Neighbourhood Plan

5.24 The Madeley Neighbourhood Plan (NP) was made in March 2015, and forms part of the Local Development Plan for Telford & Wrekin and is used to help determine planning applications.

5.25 Objective 8 of the Neighbourhood Plan looks to protect and enhance the historic environment, including archaeological remains and non-designated buildings and sites of heritage value, for the benefits of residents and visitors alike, and Objective 9 looks to maintain and enhance local character and areas of historic importance by ensuring high quality design of buildings and public realm. Additionally, Objective 17 looks to promote Madeley as a tourism hub for the IGWHS.

5.26 Policy LC5 states that new development throughout the Plan Area should protect physical assets of the historic environment (buildings, sites or areas together with their settings) and enhance or reinforce those characteristics, qualities and features that contribute to the local distinctiveness of the Plan Area's landscape and townscape.

5 Planning Context

5.5 Shropshire Council

Shropshire Local Development Plan

5.27 Approximately 24% of the IGWHS falls within Shropshire Councils administrative area. The current development plan for Shropshire comprises the Core Strategy (adopted in 2011) and the Site Allocation and Management of Development (SAMDev) Plan (adopted in 2015). Together these documents contain a number of policies which are relevant to the World Heritage Site.

5.28 Within the Core Strategy:

- Policy CS3: Market Towns and Other Key Centres;
- Policy CS6: Sustainable Design and Development;
- Policy CS16: Tourism, Culture and Leisure; and
- Policy CS17: Environmental Networks.

5.29 The above policies are further supplemented by development management policies contained within the SAMDev Plan, these include:

- Policy S4: Broseley;
- Policy MD12: Natural Environment; and
- Policy MD13: Historic Environment.

5.30 SAMDev Plan Policy MD13: Historic Environment is particularly important in the context of the IGWHS, it states:

In accordance with Policies CS6 and CS17 and through applying the guidance in the Historic Environment SPD, Shropshire's heritage assets will be protected, conserved, sympathetically enhanced and restored by:

1. Ensuring that wherever possible, proposals avoid harm or loss of significance to designated or non-designated heritage assets, including their settings.
2. Ensuring that proposals which are likely to affect the significance of a designated or non-designated heritage asset, including its setting, are accompanied by a Heritage Assessment, including a qualitative visual assessment where appropriate.
3. Ensuring that proposals which are likely to have an adverse effect on the significance of a non-designated heritage asset, including its setting, will only be permitted if it can be clearly demonstrated that the public benefits of the proposal outweigh the adverse effect. In making this assessment, the degree of harm or loss of significance to the asset including its setting, the importance of the asset and any potential beneficial use will be taken into account. Where such proposals are permitted, measures to mitigate and record the loss of significance to the asset including its setting and to advance understanding in a manner proportionate to the asset's importance and the level of impact, will be required.
4. Encouraging development which delivers positive benefits to heritage assets, as identified within the Place Plans. Support will be given in particular to proposals which appropriately conserve, manage or enhance the significance of a heritage asset including its setting, especially where these improve the condition of those assets which are recognised as being at risk or in poor condition.

Shropshire Local Plan Review

5.31 Shropshire Council is at an advanced stage of their Local Plan Review, the Council submitted the Local Plan to the Secretary of State in September 2021 and are now undergoing Examination.

5.32 The draft Shropshire Local Plan (2016-2038) identifies a vision and framework for the future development of Shropshire to 2038; addresses needs and opportunities in relation to housing, the local economy, community facilities and infrastructure; and seeks to safeguard the environment, enable adaptation to climate change and helps to secure high-quality and accessible design.

5.33 Due to the significant progress undertaken by Shropshire Council on their Local Plan it is important to consider the updated policies that relate to the IGWHS. These include:

- **SP1 The Shropshire Test:** This includes raising design standards and enhancing the area's character and historic environment.
- **SP5 High Quality Design:** This policy is intended to ensure new development will deliver high quality design, taking account of the need to maintain and enhance the character, appearance and historic interests of settlements, street scenes, groups of buildings and the landscape. Whilst not specific to the IGWHS, the policy nevertheless does apply within that part of the WHS, and its setting situated within Shropshire.
- **SP14 Strategic Corridors:** The Shropshire Economic Growth Strategy seeks to deliver a 'step change' in the capacity and productivity of the local economy. The strategic approach in Policy SP2 seeks to deliver significant development and infrastructure investment within the 'strategic corridors' served by the principal rail network and strategic and principal road networks in Shropshire. The Eastern Belt 'strategic corridor' includes opportunities in and around Ironbridge through the redevelopment of the former Power Station site.

5 Planning Context

5.34 The draft Shropshire Local Plan also includes development management policies that are relevant to the IGWHS and the setting of the IGWHS, the most directly relevant being Policy DP23 Conserving and Enhancing the Historic Environment. This is shown below.

Shropshire's heritage assets will be protected, conserved, sympathetically enhanced and restored, by:

1. Ensuring that wherever possible, proposals avoid harm or loss of significance to designated or non-designated heritage assets, including their settings.
2. Ensuring that proposals which are likely to affect the significance of a designated or non-designated heritage asset, including its setting, are accompanied by a Heritage Assessment. The level of detail in the Heritage Assessment should be proportionate to the asset's significance.
3. Ensuring that proposals which are likely to result in any loss of, harm to, the significance of a designated heritage asset, including its setting, either directly or indirectly, are determined in line with the National Planning Policy Framework.
4. Ensuring that proposals which are likely to result in loss of, or harm to, the significance of a non-designated heritage asset and/or its setting, either directly or indirectly, will only be permitted if it can be clearly demonstrated that on balance, the benefits of the proposal outweigh that loss or harm. In making this assessment the following will be taken into account:
 - a. The degree of harm or loss of significance to the asset and/or its setting; and
 - b. The importance of the asset; and
 - c. Any potential beneficial use.
5. Where such proposals are permitted, measures will be required to:
 - a. Mitigate and record the loss of significance to the asset and/or its setting; and
 - b. Advance understanding in a manner proportionate to both the assets and/or its setting importance and the level of impact.
6. Encouraging development which delivers positive benefits to heritage assets. Support will be given in particular to proposals which appropriately conserve, manage or enhance the significance of a heritage asset including its setting, especially where these improve the condition of those assets which are recognised as being at risk or in poor condition.
7. Ensuring that development proposals affecting designated or non-designated heritage assets are determined in line with more detailed supplementary planning documents, where applicable.

5.35 In addition, the draft plan includes a range of settlement policies, this includes:

- **S4 Broseley Place Plan Area:** This is the development strategy for the Broseley which is identified as a key centre and lies partly within the IGWHS boundary.
- **S20 Strategic Settlement:** Former Ironbridge Power Station: This outlines the requirements for redevelopment of the Former Ironbridge Power Station Site. It includes recognition that there is a need for the high-quality design and layout of development on the site which reflects and respects the sites heritage, heritage assets on the site and heritage assets within the wider area, including the IGWHS.

Broseley Neighbourhood Plan

5.36 The Broseley Neighbourhood Plan is at a very advanced stage. It has been subject to a series of consultations, examination by an independent examiner and a local referendum was recently undertaken during which a significant proportion (in excess of 89% of valid votes) supported the use of the Neighbourhood Plan for decision making on planning applications in the neighbourhood area. Subject to approval by Shropshire Council's full Council, the Neighbourhood Plan will now become part of Shropshire's Local Development Plan.

5.37 Objective 5.9a) of the Neighbourhood Plan considers the tourism impact of the Ironbridge Gorge and its associated museum sites. It states that the plan will consider how Broseley can be promoted as a base for tourists wishing to explore the surrounding area.

5.38 Policy GR5 looks to protect footways and bridleways through green spaces and where possible enhance. The Neighbourhood Plan aims to improve links between Broseley and IGWHS.

5 Planning Context

5.6 Local Guidance

5.39 In addition to national and local planning policy, there is also a range of local planning guidance that is relevant to the IGWHS. The most directly relevant is the IGWHS Management Plan, which has been formally adopted by both Telford & Wrekin and Shropshire local planning authorities and is a material consideration in the planning process.

IGWHS Management Plan

5.40 Protecting and strengthening the qualities of IGWHS and its rich material evidence of Britain's rise as the world's first industrial nation is one of the key principles which under-pins the IGWHS Management Plan.

5.41 The IGWHS Management Plan (2017) recognises that if the IGWHS is to survive as a living community, it will need to continue to change and adapt in the spirit of innovation, which made the area famous and which must be allowed to continue to flourish.

5.42 The IGWHS Management Plan was produced in order to oversee the sustainable use of the cultural assets of the Ironbridge Gorge, the conservation of its buildings, monuments and the landscape and to ensure the protection of the Outstanding Universal Value of the IGWHS, as well as deliver on obligations to UNESCO.

5.7 Other Local Guidance

5.43 There is also a range of other planning guidance (including other Supplementary Planning Documents) relevant to the Telford & Wrekin and Shropshire Council administrative areas respectively, the most directly relevant to the IGWHS has been outlined for context:

Telford & Wrekin Council

Residents Guide

5.44 In July 2020, Telford and Wrekin Council produced a guide for residents of the IGWHS within the Telford & Wrekin administrative area, which provides information to help residents make informed choices and decisions when considering making changes to or carrying out works to both the dwelling house, and the land that surrounds the property. The Residents Guide sets out what all residents of the IGWHS need to be aware of, so that we can work together to maintain and enhance the Outstanding Universal Value of the IGWHS.

5.45 The Residents Guide provides background information on the IGWHS, explaining the need for additional measures required to protect the built and natural environment of an area with this status and provides advice on relevant considerations when residents propose to make alterations to their properties or land.

5.46 This is not part of the development plan but provides useful information and guidance for submitting planning applications in the IGWHS and when you need planning permission.

5.47 Essential information also included in the guide:

- *What is planning permission required for?*
- *What is a Listed Building and when is Listed Building Consent required?*
- *Archaeological matters.*

- *Ecological considerations.*
- *Tree Preservation Orders and Trees in Conservation Areas.*
- *Access and Parking.*
- *Land stability and flooding – planning considerations and why.*

Supplementary Planning Documents

5.48 The SPD's listed below are all considered to have some relevance to the IGWHS within the Telford & Wrekin Council administrative area, (although some may not be directly related to the IGWHS as a whole, it is considered that particular planning applications to which they are relevant, whether this be related to Shop Fronts, supported and specialist housing or telecommunications development may impact the Outstanding Universal Value of the IGWHS).

Telford & Wrekin Council Shop Fronts and Signage Design Guidance in Conservation Areas

5.49 Telford & Wrekin has attractive Conservation Areas, each with their own distinctive character and history. Over time the character and quality of traditional shopping streets across the borough had gradually been eroded by poor, careless and unsympathetic alterations to shop fronts and the Design Guide was intended to address and halt those undesirable changes.

5.50 Widespread use of relatively cheap materials and standardised shop front designs leads to a loss of local distinctiveness. Inappropriate shops fronts and large attention-grabbing signs dominate the street scene and have a negative impact on historically important buildings as well as whole shopping areas.

5.51 The Design Guide enables developers to plan for shop front solutions appropriate to various settings.

Homes for All: Providing accessible, supported and specialist housing in Telford and Wrekin

5.52 In March 2020 Telford & Wrekin Council adopted its Supported and Specialist Accommodation Strategy for their administrative area. This provides an evidence base around supported, specialist and accessible housing needs in the borough.

5.53 Further to this work the Supplementary Planning Document (SPD) 'Homes for All: Providing accessible, supported and specialist housing in Telford and Wrekin' was published to support the delivery of a broader range of accommodation in Telford & Wrekin Council's administrative area including housing for older people, residents with care needs and vulnerable young people. The SPD set out Telford & Wrekin Council's long-term vision to ensure that all new homes are accessible, adaptable and well designed, enabling people to live independently and comfortably.

5 Planning Context

Telecommunications Development

5.54 Telecommunications installations in environmentally sensitive areas are sometimes requested by mobile phone operators in order to provide their network coverage. The Council will require telecommunications development in Conservation Areas or on or near Listed Buildings, the site and setting of Scheduled Monuments (and other nationally important archaeological remains), and the Ironbridge World Heritage Site to be particularly sympathetic in terms of its design and appearance and this may require innovative solutions from the operators.

Conservation Area Guidance

Severn Gorge Conservation Area Appraisal

5.55 The Severn Gorge Conservation Area Appraisal was published in 2016. The purpose of the appraisal is to convey a statement of the special architectural and historic character and appearance of the components of the Severn Gorge Conservation Area within the Telford & Wrekin administrative area. It is provided to inform the management of the area and, in particular, the formulation of policies, the determination of applications for development and proposal for enhancement.

5.56 The appraisal provides:

- a statement of the special architectural and historic interest of the Severn Gorge Conservation Area; and
- information on the management of the area including the policy background;

5.57 This in order to assist any evaluation or determination of applications for development or proposals for change and enhancement within the Conservation Area.

Severn Gorge Conservation Area Management Plan (CAMP)

5.58 The Conservation Area Management Plan was published in January 2017 and applies to the components of the Severn Gorge Conservation Area within the Telford & Wrekin Council administrative area. It is for local residents and businesses, the local planning authority, major landowners; and for anyone who can play a role in conserving the Severn Gorge.

5.59 All of the Severn Gorge Conservation Area lies within the IGWHS boundary.

5.60 The CAMP is one of a suite of documents produced by organisations undertaking the largest roles in the conservation and management of the Gorge. The document has a distinct purpose in identifying the very special qualities of the Gorge and setting out how this can best be protected and managed.

5.61 A particular focus of the document is on the historic built environment and the purpose of the conservation area as ***“an area of special architectural or historic interest where the character or appearance of which is desirable to preserve or enhance”***.

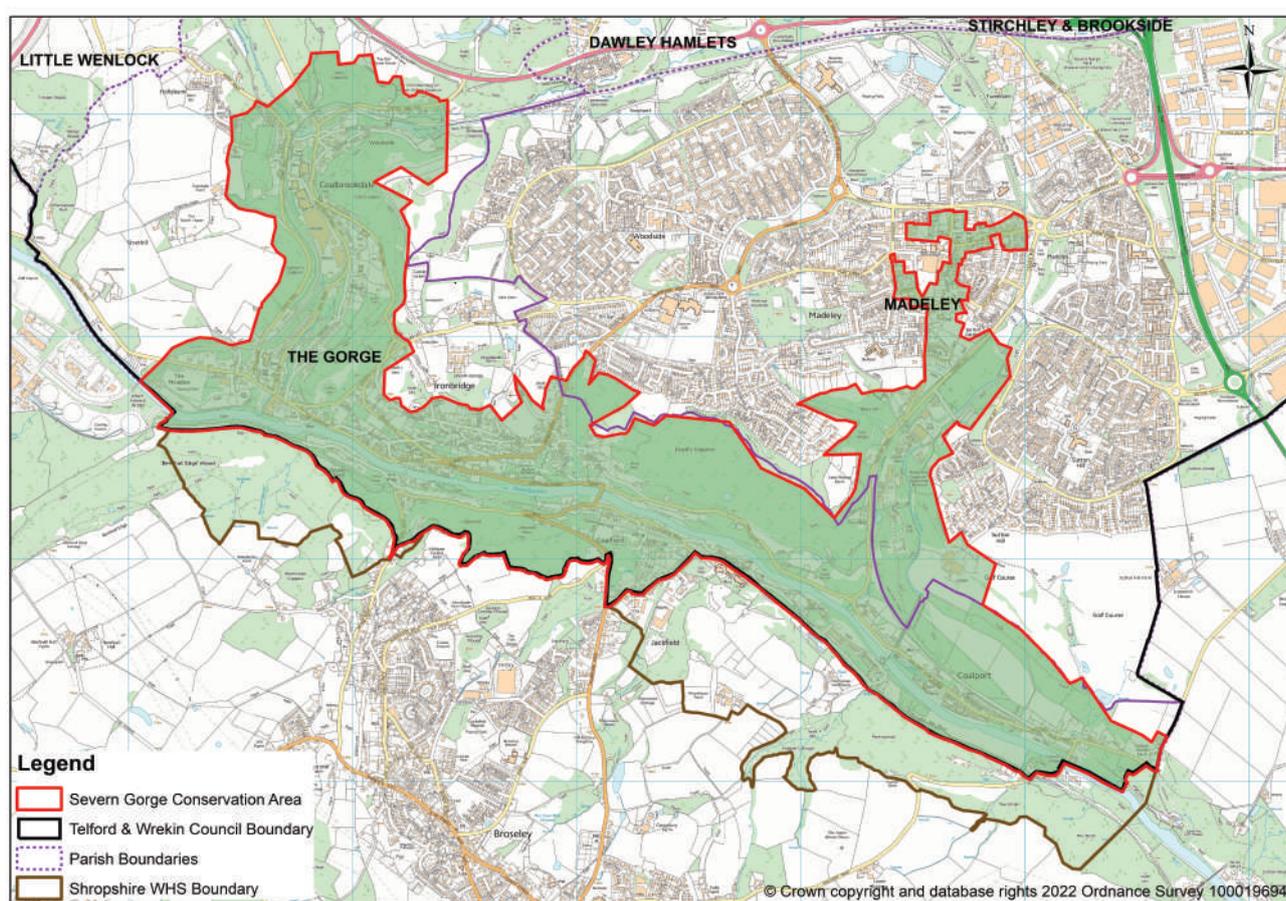
5.62 The report sets out in sequence a brief summary of an understanding of the site and its setting, followed by a resume of the significance of the site and its component elements. The CAMP recognised the need for the development of a Supplementary Planning Document to provide additional planning guidance within the IGWHS area.

5.63 The report set out Threats and Opportunities in connection with the site, including:

- Conservation of the historic fabric;
- Traffic and parking issues;
- Land stability;
- Tourism and visitor management;
- Natural environment including River Severn and its banks; and
- Community resilience.

5.64 The essence of the report is contained in the section called – Recommendations for Management. These arise from the Threats and Opportunities section and seek to address the challenges that the conservation area faces, as well as to capitalise on any missed opportunities where possible.

Figure 7: Severn Gorge Conservation Area



5.65 Please note: the areas shaded in pink represent the extent of the Severn Gorge Conservation Area within the Shropshire Council administrative area.

5 Planning Context

Shropshire Council

Housing Strategy

5.66 Shropshire Council's Housing Strategy sets out our vision for housing for the next five years:

- That all homes are well designed decent homes of high quality, which will protect Shropshire's unique urban and rural environments and ensure it is a great place to live, and
- That all Shropshire residents have access to the 'right home in the right place' to support and promote their health and wellbeing throughout their lives.

5.67 It also identifies six key objectives, these are:

1. To meet the overall current and future housing needs of Shropshire's growing population by addressing the housing needs of particular groups within communities.
2. To ensure people whose housing needs are not met through the local open market housing can access housing that meets their needs.
3. Work to reduce and prevent households from becoming homeless, and where this is not possible ensuring they have safe, secure and appropriate accommodation until they are able to resettle.
4. To ensure people can access a mix of housing options within Shropshire's urban and rural landscape that best meets their needs in terms of tenure, safety, size, type, design and location of housing.
5. To minimise the environmental impact of existing housing stock and future housing development in the interest of climate change. To work with policy makers, developers and private and social landlords to maximise resource efficiencies and to ensure optimum use of sustainable construction techniques.
6. To support the drive for economic growth by ensuring that there is enough housing supply to enable businesses to attract and retain the local workforce that they need.

5.68 The strategy will be supported by a detailed action plan outlining short-, medium- and long-term actions.

Right Home, Right Place

5.69 Right Home, Right Place is a Shropshire Council-led initiative to identify hidden housing needs across the county and ensure local people have access to the right housing in their area.

5.70 The Right Home Right Place process involves a comprehensive Housing Needs Survey on a Parish basis. The survey process seeks to involve all households within a community to better understand needs. Once all the surveys have been completed and returned, Shropshire Council's team compile and analyse the data and prepares a detailed report.

5.71 These surveys are invaluable, helping Shropshire Council and the relevant Town or Parish Council to understand the different demographics and housing needs in the Parish.

5.72 Further information on Right Home, Right Place is available at:

- <https://www.righthomerightplace.co.uk/>

Type and Affordability of Housing SPD

5.73 The Type and Affordability of Housing SPD is relevant to all types of residential development, providing detailed guidance to assist in implementing a number of Core Strategy policies.

5.74 The SPD helps to provide a mix of good quality, sustainable housing development of the right size, type, tenure and affordability to meet the housing requirements of all sections of the community.

5.75 Shropshire Council has committed to update this SPD so that it provides guidance on the application of relevant policies in the draft Shropshire Local Plan.

5.8 Stakeholders

5.76 The IGWHS has a number of stakeholders that have an important role in managing the Site. Some of the key stakeholders, including details of their role are set out below:

Role of UNESCO World Heritage Centre⁽¹¹⁾ (WHC)

5.77 THE UNESCO World Heritage Committee Operational Guidelines request that the WHC be informed at an early stage where proposals are identified as having potentially adverse impacts on the Outstanding Universal Value of a WHS.

5.78 The importance of the WHC should not be understated and if the IGWHS is considered to be in danger of losing the attributes of its Outstanding Universal Value, the consequences can be deletion from the World Heritage List, a penalty previously used in the UK.

5.79 Planning authorities must therefore consult with Historic England (HE) at the earliest opportunity – ideally at pre-application stage – to enable liaison with the Department for Culture, Media and Sport (DCMS) and the World Heritage Centre.

5.80 The World Heritage Centre may refer an application to its designated advisory bodies for comment. In the context of this WHS which is inscribed as a Cultural Site, the advisory bodies are:

- ***IUCN: The International Union for Conservation of Nature***
- ***ICOMOS: The International Council on Monuments and Sites⁽¹²⁾; and***
- ***ICCROM: The International Centre for the Study of the Preservation and Restoration of Cultural Property.***

5.81 ICOMOS International (International Council on Monuments and Sites), has a special role as official advisor to UNESCO on cultural WHS's. ICOMOS International's role is to advise on aspects of World Heritage and sites for nomination across the world. The body are an independent charity with an international mission to promote and support best practice in the conservation, care and understanding of the historic environment.

5.82 For major applications sufficient time should be allowed in the planning development process for this consultation to take place, which should be within the context of a Planning Performance Agreement (PPA), this is used as a project tool which LPA's and applicants can

11 UNESCO WHC <https://whc.unesco.org/en/>

12 ICOMOS UK <https://icomos-uk.org/>

5 Planning Context

use to agree timescales, actions and resources for handling particular applications. This should cover the pre-application and application stages and may extend through to the post application stage.

Role of Historic England (HE)

5.83 Historic England, the public body charged with conserving and managing England's historic environment, plays a key role in the planning process where applications have the potential to have adverse effects on designated heritage assets. Further information on their role can be found at <https://historicengland.org.uk/>

In relation to World Heritage Sites

5.84 HE provides advice to UK Government on its obligations relating to world heritage. These are set out under the 1972 World Heritage Convention and focus on protection of WHS's in the United Kingdom.

5.85 HE works closely with DCMS, which acts as the UK 'State Party' to the Convention. This works helps DCMS to meet its international obligations to identify, protect, preserve, promote and transmit the Outstanding Universal Value of WHS's in England for the benefit of this and future generations.

5.86 In keeping with UNESCO's request, the relevant planning authority will, therefore, consult with HE at the earliest opportunity – ideally at pre-application stage – to enable liaison with DCMS and the World Heritage Centre.

5.87 Where the local planning authority is minded to grant permission for a development to which HE has objected, the Secretary of State for Communities and Local Government must be consulted to provide the option for the decision to be called-in for their determination under Section 77 of the Town and Country Planning Act 1990, as amended.

Role of Local Stakeholders

5.88 The IGWHS Steering Group represent the key stakeholders for the IGWHS. Established in 1995 the IGWHS Steering Group is a strategic body comprising senior professional and community representatives, whose purpose is to:

- Ensure effective collaboration and partnership between national, regional, local organisations and local communities to deliver a common vision.
- Ensure the IGWHS is managed in line with the high standards required by its WHS status, balancing the needs of all stakeholders and local people.
- Help coordinate a consistent, holistic approach by all parties to ensure a strong relationship between the protection of the IGWHS and its economic vitality.
- Provide a forum where concerns and proposals from interested groups and expert parties can be discussed and appropriate actions can be agreed.

5 Planning Context

5.89 The following key organisations are represented on the Steering Group:

Local Stakeholder	Role
Telford & Wrekin Council	Managing development for land falling within the Council boundary
Shropshire Council	Managing development for land falling within the Council boundary
Historic England	The public body that helps people care for, enjoy and celebrate England's spectacular historic environment.
English Heritage Trust	Registered charity managing over 400 properties that make up the 'National Heritage Collection'
The Environment Agency	Responsible for managing the risk of flooding from main rivers, reservoirs, estuaries and the sea
Ironbridge Gorge Museum Trust	Established in 1968 to preserve and interpret the birthplace of the Industrial Revolution in the Ironbridge Gorge
Parishes and Town Councils within the IGWHS	Includes Broseley Town Council, Gorge Parish and Madeley Town Council. They provide communities with a democratic voice and a structure for taking community action
Severn Gorge Countryside Trust	Works to balance the conservation and enhancement of landscape, wildlife and public access, and reinforce the cultural importance of the special areas
Marches Local Enterprise Partnership	Driving accelerated economic growth across the region. A partnership of business, education and the local authorities of Herefordshire, Shropshire and Telford & Wrekin

6 Conservation, Heritage and Planning Controls

6 Conservation, Heritage and Planning Controls

6 Conservation, Heritage and Planning Controls

6.1 In addition to planning policy contained within the Local Development Plan (including Neighbourhood Plans) and guidance within supporting documents such as this SPD, there are a number of other conservation, heritage and planning controls that help protect the WHS and Severn Gorge Conservation Area, and these are outlined below.

6.1 Conservation Area Status

6.2 A Conservation Area is an “*area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*” as set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (Section 69).

6.3 When dealing with planning applications in Conservation Areas the local authority is required to ensure that “*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*” (Section 72). In addition, a local authority has a duty “*from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas*” (Section 71). The Town & Country Planning Act prevents the demolition of buildings in Conservation Areas without consent and allows for repairs notices for vacant buildings.

6.4 Whether or not planning permission is needed for work such as alteration, demolition or extension to an existing building is a complex matter. The local planning department should always be consulted to find out if permission is needed.

6.5 The Severn Gorge Conservation Area was a relatively early designation, in 1971 (which was enlarged in 1980). In 2004 (and later refreshed in 2016), Telford and Wrekin commissioned a Conservation Area Appraisal for the components within their administrative area, which set out to: demonstrate the areas special character and appearance, explain the value of the area to the local community, to form the basis for sound decision making, and assist in developing proposals for protection and enhancement.

6.2 Listed Buildings

6.6 Listed Buildings are selected to mark and celebrate their special architectural and historic interest and are considered to be of national importance. This also brings these buildings under the consideration of the planning system, so that they can be protected for future generations. The older a building is, and the fewer the surviving examples of its kind, the more likely it is to be listed.

6.7 The general principles are that all buildings built before 1700 which survive in anything like their original condition are likely to be listed, as are most buildings built between 1700 and 1850. Careful selection is required for buildings from the period after 1945 and a building less than 30 years old is not normally considered to be of special architectural or historic interest.

6.8 There are two main routes to listing: one being a public nomination and the second using HE’s strategic programme of listing priorities. In both cases HE makes a recommendation to the Secretary of State for DCMS based on principles of selection for listed buildings and they make the final decision as to whether a site should be listed or not.

6.9 Once listed, buildings are split into three categories these are as follows:

6 Conservation, Heritage and Planning Controls

- Grade I – for buildings of exceptional interest
- Grade II* - particularly important buildings of more than special interest
- Grade II – buildings that are of special interest, warranting every effort to preserve them

Figure 8: The Wharfage, Grade II Listed Building



6.10 The Gorge parish within the IGWHS, has a total of 215 listed buildings recorded in the National Heritage List for England. Of these two are listed at Grade I, 13 are at Grade II*, and the others are at Grade II.

6.11 Alterations and other works to listed buildings often require Listed Building Consent. Some alterations require both planning permission and Listed Building Consent. The 1990 Act states “*no person shall execute or cause to be executed any works for the demolition of a listed building or for its alterations or extension in any manner which would affect its character as a building of special architectural or historic interest, unless the works are authorised*”. Unauthorised work to a listed building is a criminal offence.

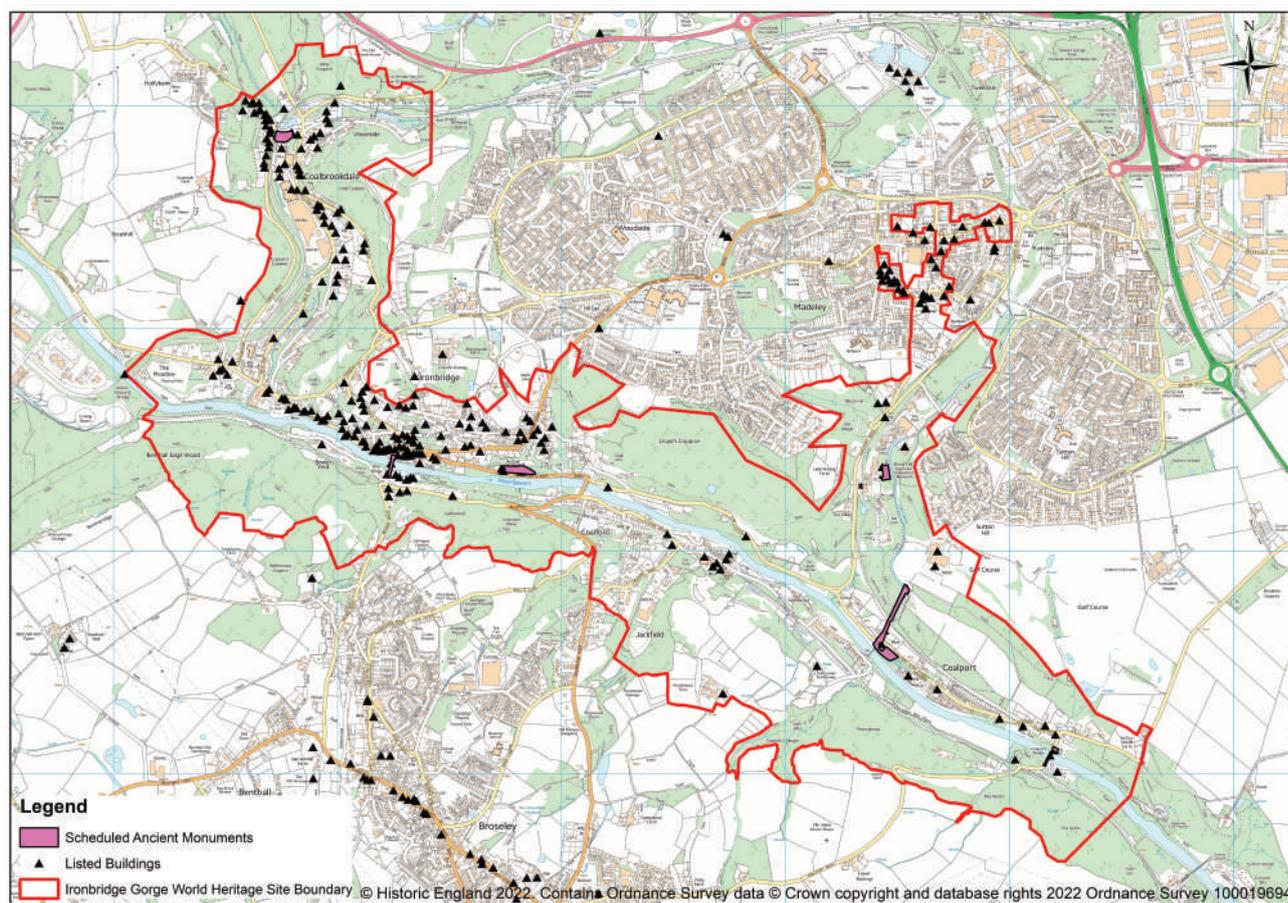
6.12 When considering works to a Listed Building the Council has duty to “*have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses*”.

6.13 If a listed building falls into serious disrepair, the Council has powers to ensure that urgent repairs are undertaken, and in certain cases has the power to acquire the buildings and find a new owner who will repair it.

6.14 Listed places of worship generally have separate controls under a scheme known as “*ecclesiastical exemption*”.

6 Conservation, Heritage and Planning Controls

Figure 9: Listed Buildings and Scheduled Monuments in Ironbridge



6.3 Scheduled Monuments

6.15 A Scheduled Monument is an historic building or site that is included in the Schedule of Monuments kept by the Secretary of State for Digital, Culture, Media and Sport. The regime is set out in the Ancient Monuments and Archaeological Areas Act 1979.

6.16 The designation cannot be applied to an ecclesiastical building in ecclesiastical use or to a building in use as a dwelling, unless the person living there is employed as a caretaker of the site. Buildings in use for non-residential purposes may be scheduled.

6.17 The Schedule of Monuments has almost 200,000 entries (2019) and includes sites such as Roman remains, burial mounds, castles, bridges, earthworks, the remains of deserted villages and industrial sites. Monuments are not graded, but all are, by definition, considered to be of national importance. The Schedule can be viewed online on the National Heritage List for England and physically inspected at the HE Archive in Swindon. Scheduled Monuments may also appear on the Shropshire Historic Environment Record.

6.18 Once a monument is scheduled any works to it, and flooding and tipping operations that might affect it, (with few exceptions), require scheduled monument consent from the Secretary of State (not the local planning authority). HE manages the process of scheduled monument consent on behalf of the Secretary of State. Metal detecting on a Scheduled Monument is also illegal without a licence from HE.

6 Conservation, Heritage and Planning Controls

6.19 For historical reasons, a few buildings are both scheduled and listed. In such a case the scheduled monument statutory regime applies, and the listed building regime does not. The Secretary of State will review dually designated heritage assets over time with a view to producing a single, rationalised designation for each asset.

6.20 The Iron Bridge itself is a Scheduled Monument and has been since 1934 when it was closed to vehicular traffic. The total area includes a 5-metre boundary around the archaeological features which are considered to be essential for the Ironbridge's support and preservation.

6.21 In total 7 scheduled monuments are located within the IGWHS boundary:

- The Iron Bridge
- Darby Ironworks, Coalbrookdale (furnaces, foreheaths and blowing house areas);
- Bedlam Furnaces;
- Blists Hill Iron Furnaces;
- Lilleshall Beam Blowing Engines;
- Coalport Inclined Plane; and
- Coalport Bridge.

6.4 Non-designated Heritage Assets and Buildings of Local Interest

6.22 Non-designated Heritage Assets are buildings, monuments, archaeological sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.

6.23 A substantial majority of buildings or sites have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as Non-designated Heritage Assets.

6.24 There are a number of processes through which Non-designated Heritage Assets may be identified, including the Local Plan and Neighbourhood Plan-making processes and conservation area appraisals and reviews. Irrespective of how they are identified, it is important that the decisions to identify them as Non-designated Heritage Assets are based on sound evidence.

6.25 Plan-making bodies should make clear and up to date information on Non-designated Heritage Assets accessible to the public to provide greater clarity and certainty for developers and decision makers. This includes information on the criteria used to select them and information about the location of existing assets.

6.26 In some cases, local planning authorities may also identify Non-designated Heritage Assets as part of the decision-making process on planning applications, for example, following archaeological investigations. It is helpful if plans note areas with potential for the discovery of Non-designated Heritage Assets with archaeological interest. The Shropshire Historic Environment Record will be a useful indicator of archaeological potential in the area.

6.27 Telford & Wrekin Council has a Register of Buildings of Local Interest. For inclusion on the register buildings need to meet a number of criteria to demonstrate that they are 'heritage assets' and that they have demonstrable 'local interest'. A high number of these are located

6 Conservation, Heritage and Planning Controls

within the WHS. Exclusion from the list, however, does not mean that the building or site does not classify as a 'Non-designated Heritage Asset, or that it does not make a contribution to the Outstanding Universal Value of the WHS.

Shropshire Historic Environment Record (HER)

The Shropshire Historic Environment Record, which is maintained by Shropshire Council on behalf of both Councils for the whole of the IGWHS (and indeed the remainder of both local authorities' administrative areas) provides a useful starting point for identifying Non-designated Heritage Assets. The NPPF requires that the Historic Environment Record should be consulted when preparing development proposals within the IGWHS.

The system is the primary source of trusted information, about the historic environment in the county including information on:

- Archaeological sites, finds and features historic buildings, structures, and Landscapes.

Further information on the Historic Environment Record can be found on the Shropshire Council website:

<https://shropshire.gov.uk/environment/historic-environment/historic-environment-record/>

6.5 Permitted Development Rights

6.28 Permitted Development Rights allow for certain works to proceed without a requirement to submit a planning application. These rights are set out in the Town and Country Planning (General Permitted Development) (England) Order 2015, as amended (GDPO 2015).

PD Rights in the IGWHS

World Heritage Sites have been classed as an Article 2(3) land, these are protected areas where special quality has been recognised and as such specific limits have been placed on the applicable permitted developments rights which mean most works and alterations will require full planning permission.

6.29 Limitations and/or Conditions in relation to Article 2(3) land, and in some cases specifically World Heritage Sites, have been placed on the permitted development rights which are applicable in most other locations. These controls broadly relate to:

- Development within the curtilage of a dwelling house;
- Changes of use;
- Temporary buildings and uses;
- Non-domestic extensions, alterations etc.;
- Road related development;
- Renewable energy;
- Power related (i.e., electricity and gas distribution) development;

6 Conservation, Heritage and Planning Controls

- Communications; and
- Development by the Crown or for national security purposes.

Figure 10: Swan Hotel on the Wharfage Front



6.6 Article 4 Direction

6.30 Although permitted development is still allowed in the IGWHS, an Article 4 Direction restricts the scope of Permitted Development Rights within the Telford & Wrekin Council area, either in relation to a particular area or site, or a particular type of development anywhere in the authority's area. Where an Article 4 direction is in effect, a planning application may be required for development that would otherwise have been permitted development. Article 4 directions are used to control works that could threaten the character of an area of acknowledged importance.

6.31 In the case of the IGWHS the Article 4 Direction, this ensures proposals are of high quality and reflect the importance of the IGWHS and its Outstanding Universal Value.

6.32 The current Article 4 Direction for the IGWHS within Telford & Wrekin's administrative area can be found on the Telford & Wrekin Council website at:

https://www.telford.gov.uk/info/20170/planning_applications_and_advice_appeals_enforcement_and_guidance/2244/article_4_direction

7 Making Planning Decisions in the IGWHS

7 Making Planning Decisions in the IGWHS

7 Making Planning Decisions in the IGWHS

7.1 Achieving appropriate decisions on planning applications is crucial in keeping the Outstanding Universal Value of the IGWHS intact. It is acknowledged that it can be complicated to decipher what forms of development are appropriate within the IGWHS. The exceptional historic and natural character of the IGWHS reflected in the specific qualities and attributes comprising the Outstanding Universal Value, makes it essential to ensure acceptable development takes place within the site.

7.2 When a planning application is made for development within the IGWHS there are a number of considerations which must be taken into account in deciding to grant permission or not.

7.3 This section sets out what development or change is considered to negatively affect the Outstanding Universal Value of the IGWHS, delving into the conditions of authenticity, integrity and the impact on the attributes which contribute to the Outstanding Universal Value, this is so applications can avoid these elements. This is intended to assist owners, applicants and agents in formulating planning applications that will be more likely to be supported by both Telford & Wrekin Council and Shropshire Council.

7.4 Understanding Outstanding Universal Value is central to protecting the special character and appearance of a WHS, with the conditions of authenticity and integrity being met by the attributes of properties conveying the Outstanding Universal Value.

7.1 Authenticity

7.5 Authenticity is a key concept that informs the preservation, curation, management and presentation of the historic environment, the key condition is that the types of attributes which comprise the Outstanding Universal Value are well understood in terms of their history, meaning and development.

7.6 Authenticity lies in whatever most truthfully reflects and embodies the values attached to the place, and can therefore relate to the design, function, or the fabric of the building. Design values may be affected over time suffering from harm or loss resulting from disaster or physical decay, or through ill-considered alteration or accretion. The design value may also be recoverable through repair or restoration.

7.7 Therefore, the decision as to which value should prevail if all cannot be fully sustained always requires a comprehensive understanding of the range and relative importance of the heritage values involved and what is necessary (and possible) to sustain each of them. Retaining the authenticity of a place is not always achieved by retaining as much of the existing fabric as is technically possible.

7.8 The desire to retain authenticity tends to suggest that any deliberate change to a significant place should be distinguishable, that is, its extent should be apparent through inspection. The degree of distinction that is appropriate must take account of the aesthetic values of the place. In repair and restoration, a subtle difference between new and existing, comparable to that often adopted in the presentation of damaged paintings, is more likely to retain the coherence of the whole than jarring contrast.

7 Making Planning Decisions in the IGWHS

7.9 This does not limit, the consideration to original form and structure, but instead can include subsequent modifications and additions over the course of time, which in themselves possess artistic or historical values.

7.10 The figure below shows the ongoing evolution of a uniform terrace of cottages. Although not 'original', such alterations may have heritage value in their own right.

Figure 11



7.11 Any accompanying **Heritage Statement**⁽¹³⁾ or **Design and Access Statement**⁽¹⁴⁾ submitted with a development proposal will have to take into account the changes to a building and identify which changes have historical or aesthetic merit, alongside an explanation for how and why this has been decided. *Any changes that are of historic or aesthetic merit will need to be retained.*

7.2 Integrity

7.12 Integrity can apply to a structural system, a design concept, the way materials or plants are used, the character of a place, artistic creation, or functionality. Decisions about recovering any aspect of integrity that has been compromised must, like authenticity, depend upon a comprehensive understanding of the values of the place, particularly the values of what might be lost in the process.

7.13 Every place is unique in its combination of heritage values, so, while it is technically possible to relocate some structures, their significance tends to be diminished by separation from their historic location.

7.14 The implication of integrity is covered within the **Venice Charter: International Charter for the Conservation and Restoration of Monuments and Sites**⁽¹⁵⁾ and was introduced in 1964.

7.15 The following articles are taken from the Venice Charter and their impact on making planning decisions in the IGWHS are considered further.

13 Guidance on HIAs for Cultural World Heritage Properties https://www.iccom.org/sites/default/files/2018-07/icomos_guidance_on_heritage_impact_assessments_for_cultural_world_heritage_properties.pdf

14 What is a Design and Access Statement https://www.planningportal.co.uk/faqs/faq/51/what_is_a_design_and_access_statement

15 Venice Charter https://www.icomos.org/charters/venice_e.pdf

7 Making Planning Decisions in the IGWHS

Article 7

7.16 *“A monument is inseparable from the history to which it bears witness and from the setting in which it occurs. The moving of all or part of a monument cannot be allowed except where it is justified by national or international interests of paramount importance.”*

The Venice Charter (as it is commonly called today) collates internationally accepted standards of conservation practice relating to architecture and sites. The document sets out principles of conservation based on the concept of authenticity and the importance of maintaining the historical and physical context of a site or building. The Charter was considered a major step towards better conservation of traditional buildings and places and has since become the founding document of ICOMOS.

7.17 The monument in this sense is both the Ironbridge Gorge as a whole and also all the human interventions that have made the environment as we see it today. This means Article 7 covers the following:

- industrial buildings;
- domestic buildings;
- commercial buildings;
- public buildings;
- transport infrastructures;
- agricultural buildings; and
- archaeological remains of human developments.

Figure 12: Monuments within the IGWHS



7.18 In addition to the above, the ecological impacts, as a result of the industrial period coming to an end in Ironbridge, are also considered a key part of the IGWHS and its development over time. Ecological impacts must therefore be considered on an equal footing as any built heritage asset.

7 Making Planning Decisions in the IGWHS

Figure 13: Viaduct at Coalbrookdale



Article 8

7.19 *“Items of sculpture, painting or decoration, which form an integral part of a monument, may only be removed from it if this is the sole means of ensuring their preservation.”*

7.20 This will relate to the exterior of unlisted buildings as well as the interiors of Listed Buildings. This means that ornaments and decorations, can and should, be retained where it is integral to the heritage significance of the building.

7.21 An example of this would be a loss of exterior brickwork through rendering which may cause a building to look misplaced or impact on the character and appearance of the surrounding area.

7.22 The Article 4 Direction within the IGWHS is there to protect such features on the exterior of domestic unlisted buildings, restricting the scope of permitted development rights.

Article 14

7.23 *“The sites of monuments must be the object of special care in order to safeguard their integrity and ensure that they are cleared and presented in a seemly manner”.*

7.24 This relates to structures like the Wynds, the Old Blast Furnaces and Adits and other below or above ground archaeological features, which should be carefully managed to ensure their continued protection.

7 Making Planning Decisions in the IGWHS

Figure 14: Bedlam Furnaces



7.3 Screening for Components of Outstanding Universal Value – Understanding Risk

7.25 The responsibilities involved in understanding risk and how harm may be caused is considered firstly through screening for components of Outstanding Universal Value and then assessing their impacts.

7.26 At the beginning of the planning process the applicant or agent will need to make an assessment of whether a proposed development can impact the attributes of Outstanding Universal Value in the IGWHS, and whether the proposal will impact both the authenticity and integrity of the IGWHS. This should be done through:

- **A Design and Access Statement** for all Listed Building Consent applications and applications within the WHS for new dwellings or other buildings of over 100 square metres floor space; and
- **A Heritage Statement / Heritage Impact Assessment** for all applications within the WHS; and
- Where both are required, they can be combined into one document.

7.27 These documents need to be drawn up prior to proposals being settled upon. These document/s will then be used to steer development proposals in order to limit the impacts on the Outstanding Universal Value, alongside the special historic and architectural interest of any listed buildings and the character and appearance of the conservation area.

7.28 Within the relevant statements it will be necessary to explain how the proposals will preserve, conserve and enhance the building or site involved and how the development will protect the Outstanding Universal Value of the IGWHS. HE provides further guidance regarding best practice relating to Heritage Statements⁽¹⁶⁾. with further guidance from ICOMOS on heritage impact assessments for cultural world heritage properties.

7 Making Planning Decisions in the IGWHS

7.29 Understanding the location of these types of heritage assets, including their boundary and setting, will help in the design process for proposals so that any impact can be mitigated by design.

7.30 Mapping services such as both Telford and Wrekin⁽¹⁷⁾ and Shropshire Council's⁽¹⁸⁾ interactive policies maps, can be used to help identify the location of the proposal in relation to the WHS and other historic assets (*please note, not all historic assets are identified on these mapping systems, and it is important to consider other sources of information, including the Shropshire Historic Environment Record*).

7.4 Identifying Risks

7.31 It is vital to identify and understand the risks that a proposal may have on the Outstanding Universal Value as well as the character and appearance of the surrounding area. To grasp the potential risks to the two elements (authenticity and integrity), it will be necessary to:

- Develop an understanding of the building or site and how it relates to the IGWHS;
- Understand how the construction materials relate to the IGWHS;
- Determine how authentic the building is in terms of design and materials; and
- Determine how a site contributes to the historic landscape; and
- Set out how the development of the building or site, overtime, reflect the Outstanding Universal Value of the IGWHS.

7.32 It is important to check the Shropshire Historic Environment Record for archaeological features and remains that may be within the site or building. The whole area has a very rich heritage in the terms of archaeology and proposed developments that damage or remove remains above or below the ground would need to demonstrate national or international benefits that outweigh the harm to the IGWHS to make them supportable.

The Shropshire Historic Environment Record can be found at:

- <https://shropshire.gov.uk/environment/historic-environment/>.

The Shropshire archives can be found at: <https://www.shropshirearchives.org.uk/>

7.5 Assessing Impacts

7.33 When considering appropriate forms and design of development on potential development sites within the IGWHS, it is important to understand the relationship between the site and the IGWHS (both in terms of how the IGWHS sets the context for the potential development site and the impact that any proposed development could have on the IGWHS). It is not uncommon that when considering such sites, the focus is placed on the consideration of site specific heritage assets or specific heritage assets in proximity to the site (for example impact on listed buildings or scheduled monuments). Whilst it is important to fully consider the impacts on such heritage assets, it is equally important to consider the relationship with and potential impact on the IGWHS.

17 Telford & Wrekin Interactive Policies Map <https://telford-gis.maps.arcgis.com/apps/webappviewer/index.html?id=b16fe1e5d68f4127a12e68bce1aa21a7>
 18 Shropshire Council Interactive Policies Map <https://shropshire.maps.arcgis.com/apps/webappviewer/index.html?id=9f89026cc3bf4e64a91536b60130e7db>

7 Making Planning Decisions in the IGWHS

7.34 The most important functions of a Heritage Impact Assessment are to determine firstly which heritage assets are affected by a planning proposal, and secondly the nature of any effects. The heritage assets likely to be affected by proposals in or near the IGWHS comprise:

- The significance, in terms of its Outstanding Universal Value, of the IGWHS and any contribution to these made by the WHS's setting; and
- Conservation Areas, Listed Buildings and Scheduled Monuments within the IGWHS and the contribution to their significance made by their respective settings; and
- Any non-designated heritage assets within the IGWHS, including those with archaeological interest and any contribution to their significance.

7.35 Effects can be adverse, neutral or positive. The nature of an effect in the IGWHS can be understood with reference to authenticity and the scale and implication of an effect can be understood by assessing the impact on integrity.

7.36 The authenticity and integrity of the IGWHS both contribute to the attributes within the Site. Whilst the inscription is fixed and cannot be changed, both authenticity and integrity are vulnerable to change which could impact the Outstanding Universal Value of the IGWHS.

7.37 Heritage Impact Assessments should be carried out by a suitably qualified professional and submitted at the planning application stage in order to inform the consideration of the proposal. The assessment should be proportionate to the significance of the asset(s) likely to be affected. The greater the importance of the asset, the more detail will be needed. It should be noted that World Heritage Sites are classed as being assets of the highest significance so proposals likely to affect the IGWHS or its setting made must be accompanied by a detailed assessment which clearly identifies the potential impact of the development on the WHS's significance and its Outstanding Universal Value.

7.38 As a minimum, a search of the Shropshire Historic Environment Record will provide a starting point for identifying whether a development proposal is likely to affect any heritage assets, including the IGWHS and its setting.

Positive Outcomes

7.39 Development proposals within the IGWHS should positively contribute to its significance. Indeed, there are a number of opportunities to achieve a positive outcome through the development process that carefully considers the Outstanding Universal Value of the IGWHS.

7.40 The Design and Access Statement and / or Heritage Statement provide the mechanisms for demonstrating the impact of a development proposal on the IGWHS and any other relevant heritage assets.

7.41 Overall positive outcomes include:

- Reuse of a redundant building which retains external and internal original features;
- Use of correct repair techniques; and / or
- The repair and reinstatement of architectural features.

7.42 New builds or extensions must show that the proposals reflect the established historic buildings in the terms of scale, massing, material and details. Examples of both poor and suitable detailing, massing and materials are shown below.

7 Making Planning Decisions in the IGWHS

7.6 Harm to Heritage Significance

7.43 There are three levels of harm to the significance of designated heritage assets. These are, in order of significance:

- Less than substantial harm
- Substantial harm
- Total loss

Less Than Substantial Harm to Heritage Significance

7.44 Less than substantial harm covers a broad range of harm / alterations or change, and there is no spectrum of degree of harm. The more important a heritage asset is, the greater the weight to be attached to its preservation or the preservation of its setting, irrespective of whether the harm caused is substantial or less than substantial.

7.45 Paragraph 202 of the NPPF considers 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 proposal including optimising its viable use.

7.46 The NPPF itself does not define what public benefits are for this purpose. However, the historic environment section of the PPG considers that public benefit refers to anything which delivers the economic, social or environmental objectives of sustainable development described in paragraph 8 of the NPPF. The conservation of a heritage asset is itself a public benefit.

7.47 The PPG makes clear that the public benefits must flow from the development and must be of a nature or scale that would benefit the public at large but these benefits do not always have to be visible or accessible to the public or to all sections of the public to be genuine public benefits.

7.48 However, judgement of less than substantial harm is different when considering Designated or Non-designated Heritage Assets. Paragraph 203 of the NPPF states that the effect of an application on the significance of a Non-designated Heritage Asset should be taken into account in determining an application. A balanced judgment will therefore be required having regard to the exact scale of any harm or loss and more importantly the significance of the heritage asset. Within the IGWHS, however, there are many Non-designated Heritage Assets which also contribute to its Outstanding Universal Value. These will therefore be considered under paragraph 202 as part of the WHS designated Heritage Asset.

Substantial Harm to or Total Loss of Heritage Significance

7.49 Substantial harm to or total loss of assets of the highest significance should be wholly exceptional. These heritage assets include:

- 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.

7 Making Planning Decisions in the IGWHS

7.50 The NPPF states that, if a development would result in substantial harm or loss, planning consent should be refused unless it can be demonstrated that the impacts are necessary to achieve substantial public benefits that outweigh that harm or loss.

7.51 In relation to WHS's, their recognition as internationally important assets means that where harm can be identified, very significant weight must be given to its conservation, regardless of the degree of harm envisioned.

7.52 Substantial harm or total loss could consequently result from alteration or destruction, or from development within the setting. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed.

7.53 Substantial harm is therefore a high test in planning terms, and as such it is unlikely that an application that will cause substantial harm to a heritage asset that contributes to the Outstanding Universal Value of the IGWHS would be supported unless it was considered to be of major national importance or international importance.

7.7 Opportunities in the Planning Application Process to Protect or Enhance the IGWHS

7.54 The planning process is central to the protection and conservation of the IGWHS. The policies within Local Development Plans provide the starting point for decision making on any planning applications. Supporting guidance (such as this SPD) provide an opportunity to provide further detail and guidance on the application of these policies. As such, they provide an opportunity to positively influence development proposals to secure positive outcomes for the IGWHS.

7.55 Similarly, the planning application decision making process provides a further opportunity to positively influence proposals and secure positive outcomes for the IGWHS.

7.56 Opportunities to influence planning applications starts from the very beginning of the planning application process, with efforts in retaining the Outstanding Universal Value of the WHS starting at the pre-application stage continuing through to submission and an eventual decision. It should be noted that given the complexity of the IGWHS it will always be necessary to obtain specialist advice when preparing planning applications and use of pre-application services is encouraged.

7.57 There are, in reality, very few sites for appropriate development within the IGWHS itself.

7.58 Any such sites should achieve the highest quality of design. Standard design and materials are unlikely to be supported and any application should follow the design guide for each character area.

7.59 The density and layout of larger schemes can be as important as the materials and detailed design of buildings, and the design and management of infrastructure. As an example, poor highways decisions can damage the historic road layouts and the use of inappropriate modern highways materials, and the proliferation of signs can cause significant damage to the Outstanding Universal Value of the IGWHS. Council highway officers will be encouraged to consider the proposals from the perspective of protecting the character of the area allowing flexibility on road layouts within new development sites so that the historic pattern of development is maintained and respected.

7 Making Planning Decisions in the IGWHS

7.60 Applications must present a clear message on the importance of the IGWHS and its consideration in the planning application process. In submitting an application further detail is therefore required and it is required that a full application (following an initial pre-application) be submitted ensuring sufficient detail has been provided, helping inform planning officers to an eventual decision.

7.61 Without providing sufficient detail it is difficult for planning officers to assess the impacts on heritage significance and the Outstanding Universal Value in order to reach an informed conclusion and therefore the inclusion of Heritage Impact Assessments in accordance with ICOMOS guidance alongside the required Design & Access Statements are a must.

8 Submitting a Planning Application in the IGWHS

8 Submitting a Planning Application in the IGWHS

8 Submitting a Planning Application in the IGWHS

Initial Evidence Gathering

8.1 When starting on a potential project it is critical that a full understanding of the building or site is gained by gathering the right information first.

8.2 This will entail:

1. Drawing up a Heritage Statement

8.3 The first stage of producing a Heritage Statement is to identify all heritage assets that might be affected by the development. This will require a check on the Shropshire Historic Environment Record to identify any existing records of Heritage Assets on the development site and within its vicinity.

8.4 Further details of how to contact the Shropshire Historic Environment Record are available here:

- <https://shropshire.gov.uk/environment/historic-environment/historic-environment-record/>

8.5 The next step is to provide a Statement of Significance for the site based where available on historic maps and archive materials in conjunction with on-site analysis.

8.6 A Statement of Significance for an existing building will explain the development of the building as a piece of upstanding archaeology and its architectural and aesthetic values. Although interesting it is not necessary, usually, to give a history of who lived there, although occasionally that will help to explain the development of the house if it was an artisan dwelling. It should centre on the appearance, materials, layout and detailing and how that has changed over time.

8.7 For a vacant site the Statement of Significance will look at the history of the site and its past uses and examine its importance to the character and appearance of the area and the Outstanding Universal Value of the WHS as it currently exists.

8.8 This Statement of Significance should be carried out prior to drawing up any proposals. It should help inform the proposals so areas that changes are restricted to areas that have less significance and cause the least impact on heritage significance.

8.9 A Heritage Impact Assessment in accordance with ICOMOS guidance should then be included in the Heritage Statement to explain how the heritage significance including the Outstanding Universal Value of the WHS would be impacted and how the proposals have been designed to minimise any negative impacts and/or achieve enhancement. Given the density of industrial archaeological remains within the IGWHS, it is likely that archaeological mitigation will be required in many instances.

8.10 HE produces guidance on how and what to include in a heritage statement. This can be found at:

- <https://historicengland.org.uk/images-books/publications/statements-heritage-significance-advice-note-12/>

8 Submitting a Planning Application in the IGWHS

8.11 In addition, an Ecological Appraisal may be needed on both buildings and sites. It may be that a Preliminary Ecological Appraisal (PEA) is required to support a planning application and detailed species surveys (e.g., for vascular plants, bats, great crested newts, birds or otters) may also be required. Assessments of impacts upon designated sites may also be required in some cases.

8.12 There may be a need to seek advice about highway access issues prior to developing a scheme of development.

2. Seeking Pre-Application Advice

8.13 Both Telford & Wrekin Council and Shropshire Council run a pre-application service. Seeking pre-application advice in advance of making a Listed Building Consent or Planning Application will help speed up the process after the application is made because any issues that may be encountered can be dealt with prior to application.

8.14 There is a variety of pre-application advice available from Telford & Wrekin Council these are:

1. **Verbal advice** – providing free planning advice on principles of householder development only which is made available through an appointment basis at our Wellington Offices.
2. **Householder permitted development confirmation** – providing written confirmation whether planning permission is or is not required for any development.
3. **Pre-application written advice** – consulting internal technical specialists, Parish/Town Councils and Councillors, providing a detailed written response to the proposed development and the requirements for any application.
4. **Pre-application workshops** – providing a workshop that includes the technical specialists, to engage with the developer, highlighting issues and identifying solutions. This is followed by a detailed written response to the proposed development and the requirements for any application. This is made available to all scales of development.

8.15 There are fees payable for some of the above services and it is advisable to check the correct fee structure at the time of apply by checking Telford & Wrekin Council's website.

8.16 Shropshire Council also provide pre-application advice through submission of an advice form which can be found on the Shropshire Council website. The benefits of using this pre-application advice service includes:

- An understanding of how national and local guidance and policies will be applied to your development;
- Potential for reducing the time your professional advisors spend in working up the proposals;
- An indication of those proposals that are completely unacceptable, so saving you the cost of pursuing a formal application;
- Written confirmation of the advice given to you at the pre-application stage;
- Advice that is consistent, reliable, up-to-date and tailored to the specific development; and
- Comprehensive information on what you need in order for your application to be validated and considered by the authority

8 Submitting a Planning Application in the IGWHS

8.17 The submission of a pre-application advice form is not mandatory. However, if an application is submitted which requires significant change where pre-application advice hasn't been sought or followed, then it's likely that decisions will be taken without further opportunity to amend schemes. This is likely to incur further costs to you through submitting additional applications.

3. Submitting a Planning Application

8.18 When submitting a Planning Application or Listed Building Consent Application the easiest way is through the planning portal at

- <https://www.planningportal.co.uk/>

8.19 There are a number of documents that you will need to supply. These are broken down into two elements, National and local requirements. These can be found at:

- Telford & Wrekin Council:

https://www.telford.gov.uk/info/20170/planning_applications_and_guidance/

[585/what_you_need_to_get_planning_permission](https://www.telford.gov.uk/info/20170/planning_applications_and_guidance/585/what_you_need_to_get_planning_permission)

- Shropshire Council: <https://shropshire.gov.uk/planning/applications/submission-requirements/>

8.20 If you fail to provide any of these documents and the related fees it will slow the validation process. It should be remembered that until the application is validated, and checked for completeness, the determination timescale will not start for the application.

8.21 The process by which the local planning authority considers the application will be assisted by the application providing detailed and clear information.

8.22 There are a number of outside bodies that may be also consulted regarding the suitability of the proposals. This is not an exhaustive list but may include:

- Historic England;
- The Environment Agency;
- National Amenity Societies, i.e.
 - Georgian Group
 - Vernacular Buildings Group etc.
- Biodiversity Groups and Trusts including Natural England;
- Parish Councils of the various communities and neighbours; and
- Highways

8.23 It should be noted that any works proposed that are within a Scheduled Monument then consent from HE will be required.

4. Planning Performance Agreements

8.24 The Local Government website states that

8 Submitting a Planning Application in the IGWHS

8.25 *'As a general principle the agreement should be as simple as possible, consistent with a proportionate approach to the scale of the proposal and complexity of the issues raised. It will usually be agreed in the spirit of a memorandum of understanding rather than as a legally binding contract. The common elements of a PPA are:*

1. *That the agreement is drawn up prior to the submission of a planning application.*
2. *That the Local Planning Authority and the prospective applicant are signatories to this voluntary agreement.*
3. *The agreement includes one or more agreed milestones to define the process of considering the development proposed, including an agreed date by which an application will be determined by the Local Planning Authority*
 - *The agreed determination date supersedes the 13- or 16-week statutory time limit*
 - *The agreed determination date also supersedes the 26-week planning guarantee'.*

8.26 Further information can be found about these agreements at:

- <https://www.local.gov.uk/sites/default/files/documents/good-practice-advice-and--fcb.pdf>.

Planning Conditions and Obligations

8.27 Some applications have conditions and/or obligations placed on the permission;

1. Conditions can be pre-commencement which means before you can start the work you must provide certain information which the planning officer needs to discharge in a formal letter i.e., building recording or archaeological investigations. Other conditions may be prior to installation so you can start work but not install certain items before supplying the information to the local planning authority and getting formal approval from them in writing i.e., windows, doors etc.
2. Other conditions may relate to opening hours, when contractors may work on site, travel or delivery plans etc.
3. There may be a requirement for a Section 106 agreement which will set out the financial obligations resulting from a development

8.28 It is very important to read the decision notice to make certain that you and the contractors are aware of all conditions and comply with them. It can be a criminal offence not to comply with conditions relating to a Listed Building Consent.

Post Determination

8.29 There may be significant work to carryout post determination, including the discharge of conditions as detailed above, and this should be factored into a development's timescale.

Enforcement

8.30 The Planning Enforcement Team carries out monitoring of permissions to make certain they are carried out in accordance with the plans and also investigate works carried out without consent.

8 Submitting a Planning Application in the IGWHS

8.31 Sometimes an injunction to stop work is granted by the Council due to works not being according to plan or the works does not have permission. If work continues after the injunction, it becomes a criminal offence. It is a criminal offence, under the Listed Building Consent regime, to carry out works to the building or one within its curtilage without consent.

8.32 Deciding if a building or structure is curtilage listed can be difficult and it is essential to contact the Built Heritage Team to discuss this.

8.33 Enforcement will also monitor any biodiversity and wildlife conditions. It is a criminal offence to disturb or destroy certain flora and fauna. If this occurs, it will be reported to the police who will carry out an investigation.

Planning Fees

8.34 In most cases, when submitting a planning application, you will need to pay a planning fee. The cost depends on the type of application and what is proposed. When applying for permission the application fee should be paid at the time the application is submitted. For Telford & Wrekin Council the planning fee list is available on their website at:

- https://www.telford.gov.uk/info/20170/planning_applications_and_guidance/583/planning_application_fees

8.35 For Shropshire Council the planning fees can be found on their website at:

- <https://shropshire.gov.uk/planning/applications/submit-an-application/>

8.36 If you are unsure however what the fee should be you can calculate your fee using the Planning Portal's Calculator at:

- <https://www.planningportal.co.uk/app/fee-calculator?region=1>

8.37 Or you can contact either of the Planning Teams of which are detailed below:

Development Management Team	Planning Services
Telford & Wrekin Council	Shropshire Council
PO BOX 457	PO BOX 4826
Wellington Civic Offices	Shrewsbury
Telford	SY1 2BQ
TF2 2FH	Telephone: 0384 678 9004
Telephone: 01952 380380	Email: customer.service@shropshire.gov.uk
Email: planning.control@telford.gov.uk	

8 Submitting a Planning Application in the IGWHS

8.38 There are a number of concessions which if valid will allow you to submit an application without payment. These concessions have been drawn from the Planning Portal – Application Fees⁽¹⁹⁾ and are shown in the table below:

8 Submitting a Planning Application in the IGWHS

Concessions
Exemptions from payment
<p>An application solely for the alteration or extension of an existing dwelling house; or works in the curtilage of an existing dwelling house (other than the erection of a dwelling house) for the purpose of providing:</p> <ul style="list-style-type: none"> ● Means of access to or within it for a disabled person who is resident in it, or is proposing to take up residence in it; or ● Facilities designed to secure that person's greater safety, health or comfort.
<p>An application solely for the carrying out of the operations for the purpose of providing a means of access for disabled persons to or within a building or premises to which members of the public are admitted.</p>
Listed Building Consent
Planning permission for relevant demolition in a Conservation Area
Works to trees covered by a Tree Preservation Order or in a Conservation Area Hedgerow Removal
<p>If the application is the first revision of an application for development of the same character or description on the same site by the same applicant:</p> <ul style="list-style-type: none"> ● For a withdrawn application: Within 12 months of the date the application was received ● For a determination application: Within 12 months of the date the application was granted, refused or an appeal dismissed ● For an application where an appeal was made on the grounds of non-determination: Within 12 months of the period when the giving of notice of a decision on the earlier valid application expired
<p>If the application is for a lawful development certificate, for existing use, where an application for planning permission for the same development would be exempt from the need to pay a planning fee under any other planning fee regulation</p>
<p>If the application is for consent to display an advertisement following either a withdrawal of an earlier application (before notice of decision was issued) or where the application is made following refusal of consent for display of an advertisement, and where the application is made by or on behalf of the same person</p>
<p>If the application is for consent to display an advertisement which results from a direction under Regulation 7 of the 2007 Regulations, dis-applying deemed consent under Regulation 6 to the advertisement in question</p>
<p>If the application relates to a condition or conditions on an application for Listed Building Consent or planning permission for relevant demolition in a Conservation Area.</p>
<p>If the application is for a Certificate of Lawfulness of Proposed Works to a listed building</p>

8 Submitting a Planning Application in the IGWHS

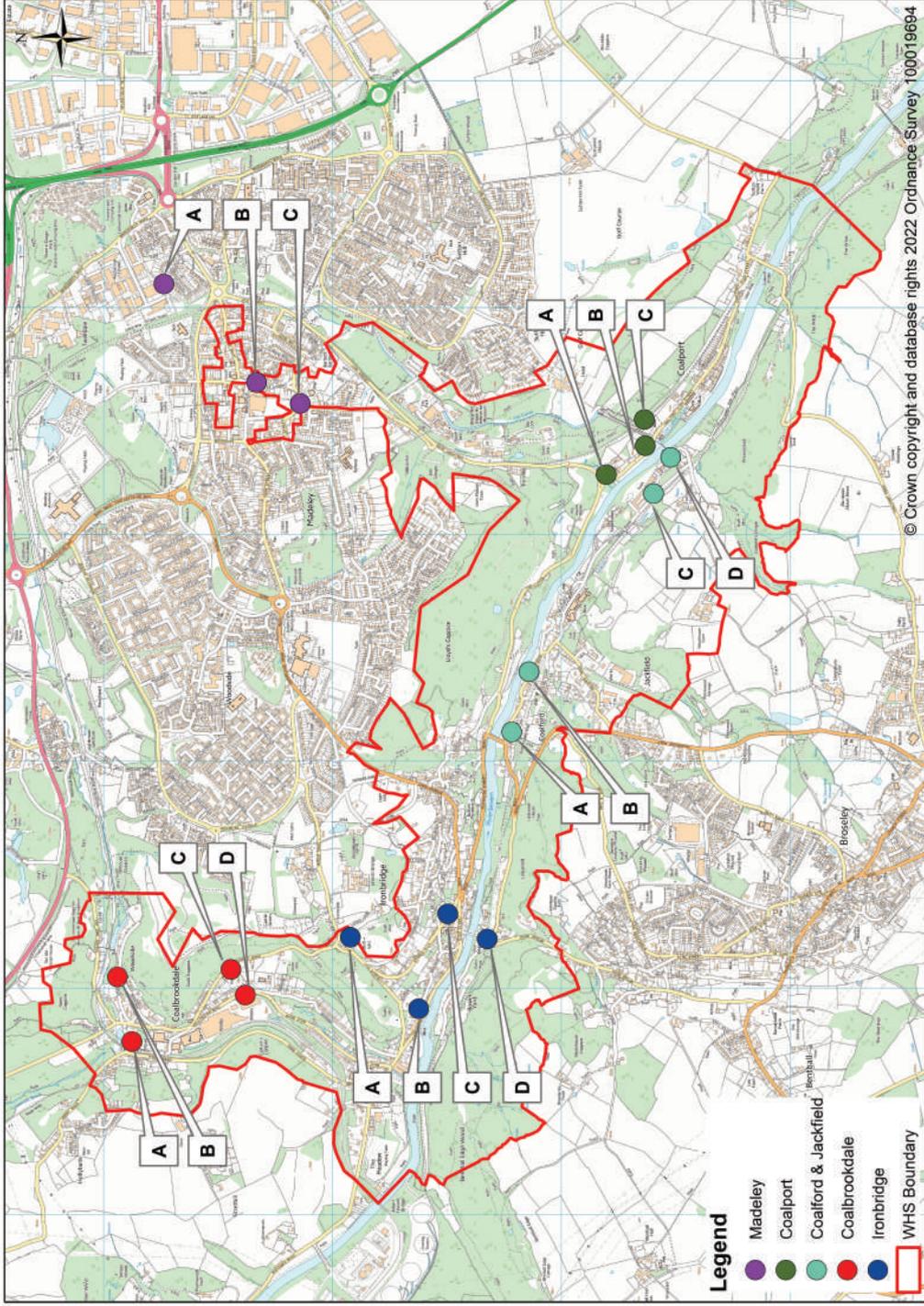
If an application for planning permission for planning permission (for which a fee is payable) being made by the same applicant on the same date for the same site, buildings or land as the prior approval application (for larger home extensions, additional storeys on a home, or change of uses)

- **Note: Not all concessions are valid for all application types. Upon receipt of your application, the relevant local authority will check the fee is correct and if the concession is applicable.**
- **Additional Note: For further information on reductions in payments and fees for cross boundary applications, please refer to the Planning Portal – Application Fees.**

9 Annex 1 - Characteristic Views of Severn Gorge Settlements

9 Annex 1 - Characteristic Views of Severn Gorge Settlements

9 Annex 1 - Characteristic Views of Severn Gorge Settlements



9 Annex 1 - Characteristic Views of Severn Gorge Settlements

Legend

Ironbridge (Dark Blue)

- A. Expansive views. Views up to the steeply sided gorge
- B. Views along the river, alongside commercial area and towards the Iron Bridge
- C. Views down into the gorge
- D. Views up to the steeply sided gorge

Coalbrookdale (Red)

- A. Views to key structures highlighting industrial past – viaduct and Darby Houses
- B. Cross/through 'valley' views with wooded backdrop
- C. Dynamic views along the road, characterful roofscapes below, historic and existing industry
- D. Views up to parallel road above

Coalport (Green)

- A. Views of a flatter, more rural, leafy and less dense built environment
- B. View down canal to Coalport China Museum – highlighting industrial past
- C. Views capturing industrial past – Hay Inclined Plane and canal with narrow bridge

Coalford & Jackfield (Light Blue)

- A. Views showing difference in topography – lower lying land and informal vernacular
- B. Views across the river, isolated cottage and wooded backdrop
- C. View of more rugged, sparse and rural settlement
- D. Views across the river to Coalport with 'village like' built environment and open space

Madeley (Purple)

- A. Views up, along main High Street
- B. Connecting views from town centre to parish church
- C. Views to historic landmark buildings

10 Annex 2 - Guidance for Development in the IGWHS

10 Annex 2 - Guidance for Development in the IGWHS

10 Annex 2 - Guidance for Development in the IGWHS

10.1 This Annex provides guidance for development within the IGWHS in terms of its impact on the Outstanding Universal Value of the IGWHS. The starting point for decision makers remains the relevant adopted development plan policies of the Telford & Wrekin and Shropshire Local Plans respectively, but this SPD provides guidance to support the implementation of these policies.

10.2 Other material considerations within the Telford & Wrekin Council administrative area include the Severn Gorge Conservation Area Management Plan and the IGWHS Residents Guide.

10.3 Many of the works described below may require planning permission or listed building consent. The Residents Guide provides further advice on this for the area covered by Telford & Wrekin Council:

- https://www.telford.gov.uk/downloads/file/15198/world_heritage_site_whs_residents_guide

10.4 Advice can also be sought from the Local Planning Authority if you are unsure if permission is required.

10.5 The guidance covered within this annex includes the following:

- 10.1 Ground Instability;
- 10.2 Contaminated Land;
- 10.3 New Development in the IGWHS;
- 10.4 Guidance for alterations to existing buildings in the IGWHS;
- 10.5 Guidance for the Maintenance and Development of Infrastructure; and
- 10.6 Guidance for Development Affecting the Setting of the IGWHS

10.6 At the core of considerations and decisions relating to changes to buildings and sites with the IGWHS is the preservation of its Outstanding Universal Value through considerations of authenticity and integrity and the retention of the historic built environment.

10.1 Ground Instability

10.7 The IGWHS's geology, geomorphology and topography creates its beauty and also the ideal conditions that kick-started the industrial revolution. Melting water from beneath a glacier carved the steep sided gorge and cut down into layers of Coal, Limestone, and Ironstone which constitute the perfect ingredients for making high quality iron.

10 Annex 2 - Guidance for Development in the IGWHS

NOTE - Ground Instability Assessments

Due to the significant potential for localised ground instability problems within the Ironbridge Gorge, it is strongly advised that a professional Geotechnical Engineer is consulted to discuss any planning proposals. In the first instance a ground conditions focused Desk Study Report should be prepared for the proposed development site. This report will compile sufficient information to determine the likelihood of 'instability' being present or being triggered as a direct result of the proposed development. Instability issues, if identified, might be the result of a number of complexes interacting factors which would influence the type, depth, layout and cost of a required ground investigation and ultimately the necessary stabilisation works.

The first stage Desk Study should be completed at the earliest opportunity PRIOR to the development layout being agreed and prior to the submission of a planning application. It is advisable that the findings of the initial Desk study are shared with the Councils Development Management Team at the earliest opportunity and works should not be progressed until the Council has provided technical feedback to the developer. The Council cannot be held responsible for works which are carried out which are inappropriate to their setting, and we strongly recommend taking pre-application advice on proposals in the first instance before commissioning a Desk Study report.

10.8 During the industrial revolution and in the period that followed, the landscape of the IGWHS changed dramatically as a direct result of mining and the deposition of unwanted mining 'spoil' within the IGWHS. These changes have had a largely negative effect on an already naturally unstable gorge with waste spoils loading the banks and mining altering the groundwater flow.

Figure 15: Work to address land instability between Jackfield Tile Museum and Boat Inn



10.9 The continued and increasingly significant, effects of climate change are likely to bring more extreme weather events such as prolonged heavy rain and flooding which will only increase the potential for land slippage to occur more frequently.

10 Annex 2 - Guidance for Development in the IGWHS

10.10 Telford & Wrekin Council have carried out extensive research into the issues that cause land movement within the Gorge. The Council have prepared a set of drawings and figures for the public which hold key information relating to stability in the Gorge. Of note are drawings A, B and C, the latter being a guide to the Planning Zones and potential stability risk to development. The guidance can be found at:

- https://www.telford.gov.uk/info/20423/land_stability_flooding_and_drainage/460/land_instability.

10.11 Although presented for public information, it is strongly recommended that these documents are interpreted by a professional in the context of any planning application submission.

10.12 Over time, any building whether in the IGWHS or not, may experience some movement and defects. This may appear as small cracks in buildings, retaining walls, boundary walls or movement within gardens.

10.13 When noticed it will be appropriate to contact a suitably qualified engineer who can provide expert advice regarding the necessary steps to take. Sometimes this movement may be the result of shrinkage or swelling of clays in relation to trees, however, occasionally, it is a result of slope stability. If remedial stabilisation works are advised by the consulting expert, then it is likely that Planning Permission and / or listed building consent will be required.

10.14 Prior to making an application for permission or consent it is important to seek the advice of Telford & Wrekin Council or Shropshire Council officers respectively. Applications that impact on the Outstanding Universal Value in a negative way are unlikely to gain consent. Any stabilisation works will need to be designed to respect the Outstanding Universal Value of the IGWHS and mitigate any negative impact that may occur due to the works.

10.15 If significant excavation works or piling are required, for example, then an archaeological watching brief may be required during excavation works. If such works impact on the archaeology of the IGWHS then it would be important to appoint a suitably qualified Archaeological specialist to assist with planning mitigation prior to finalising plans.

Works relating to Ground Instability / Structural Stability - Key Guidance Points

Proposals should consider...

- **Minor works** – before embarking on works to improve structural stability, check with Planning and/or the Building Control Departments of the relevant Local Authority (Telford & Wrekin Council or Shropshire Council) as permissions may be required.
- **Significant works or where excavations are required** – These will be supported where it can be shown that the design reflects the necessary protections for the Outstanding Universal Value of the IGWHS. Full proposed intended ground investigation works, and follow-on professional calculations plus detailed design drawings would be expected in the proposed design pack for these works.
- **Large scale reforming of land**– These works will have to be shown to support the protection of the overall site and be designed in a way to mitigate any damage to the Outstanding Universal Value of the IGWHS. Full proposed intended ground investigation works, and follow-on professional calculations plus detailed design drawings would be expected in the proposed design pack for these works.

10 Annex 2 - Guidance for Development in the IGWHS

10.2 Contaminated Land

10.16 The term 'land contamination' covers a wide range of situations where land is contaminated in some way. All over the UK, there are thousands of sites that have been contaminated by previous uses, and more often this is associated with industrial processes or activities that have now ceased, but where waste products or remaining residues present a hazard to the general environment.

10.17 The IGWHS has been the home of ever-changing industry since at least the 17th Century and these factories, ironworks and furnaces (amongst other industries) will have left residual substances in the ground. These sites may present a hazard to human health or the environment, but there is a growing need to reclaim and redevelop this land.

10.18 Telford & Wrekin Council have guidance available relating to this issue and on how to address the problems relating to contaminated land. Basic advice can be found at:

- www.telford.gov.uk/info/20358/pollution/105/contaminated_land

10.19 Shropshire Council also provides guidance on contamination land. This guidance can be found at:

- <https://shropshire.gov.uk/environmental-health/>

[environmental-protection-and-prevention/contaminated-land/](https://shropshire.gov.uk/environmental-protection-and-prevention/contaminated-land/)

10.20 Contaminated land assessments should be carried out by a suitably qualified specialist.

10.21 Sites within the boundary of the IGWHS that are contaminated may not have potential for development due to ground instability or other constraints (e.g. flooding). On sites potentially suitable for development:

- It will be important that any works required to rectify contamination is also designed to work with the Outstanding Universal Value of the IGWHS site and to include mitigation within the proposals to address any issues that might damage the Outstanding Universal Value.
- Any works carried out to understand and address potential contaminated land issues should be carried out in cognisance of the multiple guidance documents including those prepared by the Environment Agency.
- In addition, any person or developer assessing land for potential contamination should be fully aware of the legislation as defined in Part IIA of the Environmental Protection Act 1990.

Contaminated Land - Key Guidance Points

Proposals should consider...

- Where a site incorporates contaminated land, the works to rectify the issues must be designed to protect the Outstanding Universal Value of the IGWHS. Involving planning, conservation and/or ecology officers of the relevant Local Authority (Telford and Wrekin Council or Shropshire Council) at an early stage of the design process will help to achieve the best outcome for the planning application, the development site and the IGWHS.

10 Annex 2 - Guidance for Development in the IGWHS

10.3 New Development in the IGWHS

10.22 Telford & Wrekin Local Plan policy SP4 has a presumption in favour of sustainable development but with a caveat that it must reflect the NPPF historic environment policies. Shropshire Council's adopted SAMDev Plan policy MD13 states that Shropshire's heritage assets will be protected, conserved, sympathetically enhanced and restored.

10.23 These policies set a hierarchy to historic sites with Paragraph 189 of the NPPF stating:

10.24 *'Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'*.

10.25 Protection and enhancement of the natural, built and historic environment are at the heart of the objectives of sustainable development as set out in the NPPF, which recognises that great weight should be given to the conservation of heritage assets ***"irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance"*** and that ***"the more important the asset, the greater the weight should be"*** (Paragraph 199). World Heritage Sites are recognised as being of the highest significance and this should be reflected in the amount of weight attributed to it. Development within the IGWHS must be of the highest quality and the NPPF is clear that any development should be careful to reflect the character and not detract from the significance of the IGWHS and its Outstanding Universal Value.

10.26 The National Planning Policy Framework can be viewed at:

- <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

3.1 Previously Developed Land

10.27 Most parts of the IGWHS make a positive contribution to the Outstanding Universal Value of the IGWHS, but there are some that might actually detract from its significance. This is especially the case with "Previously Developed Land", where more recent development has obscured the historic character of the site or its contribution to the Outstanding Universal Value, and there is therefore an opportunity for enhancement through redevelopment.

10.28 An example of this is the former AGA site in Coalbrookdale, with its now redundant factory buildings. Many of the buildings are modern structures which have been constructed over the years and it is now difficult to understand the original site and its early development.

10 Annex 2 - Guidance for Development in the IGWHS

Figure 16: Former Coalbrookdale Foundry



10.29 To ascertain what has significance and how the loss of any building or structure or redevelopment will impact the Outstanding Universal Value of the IGWHS, it is necessary to carry out a Heritage Impact Assessment in accordance with ICOMOS guidelines which will feed into the Heritage Statement.

Previously Developed Land - Key Guidance Points

Proposals should consider...

Where applications for developing vacant, previously developed sites are made within the IGWHS, Design and Access Statements and Heritage Statements will be required (which can be combined into one document) and should include a Heritage Impact Assessment in accordance with ICOMOS guidelines. It should set out the historic development of the land, its current character and contribution to the Outstanding Universal Value of the IGWHS, and how the proposed development would impact on the Outstanding Universal Value of the IGWHS. This is in order:

1. To identify whether the proposed site was always vacant and if the land had been previously built on, what was the building or structure and its use;
2. To understand how the vacant site stood within the historic environment in the past and present and how it currently contributes to the Outstanding Universal Value of the IGWHS;
3. To justify why the land should be developed now;
4. To demonstrate that the development will preserve and/or enhance the Outstanding Universal Value of the IGWHS; and
5. To investigate the likelihood of potential archaeology on the site and how this could be mitigated.

10 Annex 2 - Guidance for Development in the IGWHS

3.2 New Buildings on previously undeveloped land

10.30 Many of the existing green spaces within the IGWHS may contribute to the landscape value of the IGWHS, which is one of its key attributes, and others may contribute to the setting of existing heritage assets or contain significant industrial or below ground archaeological features. In certain locations, new development may therefore be inappropriate in principle. It is therefore important to have pre-application discussions regarding any proposals for new residential or commercial developments at an early stage.

10.31 All the character areas within the IGWHS have distinct characteristics that contribute to the overall Outstanding Universal Value. It is important that these are taken into account when new residential or commercial developments are being designed.

10.32 Key considerations for new developments:

- Ensure the siting of a new building or buildings in the proposed location would be appropriate in terms of the Outstanding Universal Value of the IGWHS. The loss of key landscape features, harm to important views or the setting of nearby heritage assets will not be supported.
- Investigate any issues of ground instability or contamination at an early stage as this may affect the feasibility or viability of the development.
- The density, pattern, scale and layout of development should be carefully considered taking into account the particular characteristics of the specific character area. For example, are existing properties predominately terraced or detached? Do they have spacious gardens or are they set close to the road?
- Materials, form and detail should be consistent with the character area, including roof forms, heights, scale and footprints as well as architectural detailing.
- Boundary treatments such as railings and walls should be consistent with the local characteristics.
- Areas of hard surfacing including roads should pick up on local historic precedents.
- Contemporary building styles will not be supported in the IGWHS other than in very exceptional 'landmark' locations. The introduction of non-traditional forms or materials can be harmful to the Outstanding Universal Value due to the jarring visual impact on the street scene which typically has a consistent and harmonious historic character
- Any new buildings should be delivered to the highest environmental standards in terms of using appropriate sustainable or locally sourced materials, thermal insulation, and provision of heating and power services within the building.
- In areas at risk of flooding, resilience measures to help reduce the risk of property level flooding should be incorporated into the building design.

10.33 When designing new development reference should be made to information in this SPD (alongside the Severn Gorge Conservation Area Management Plan and the Conservation Area Appraisal in the Telford & Wrekin Council administrative area, which sets out the distinctive features of the relevant character areas of the IGWHS: Ironbridge, Coalbrookdale, Jackfield, Coalport and Madeley).

10 Annex 2 - Guidance for Development in the IGWHS

New Development - Key Guidance Points

All applications for new residential or commercial development within the IGWHS will require Design and Access and Heritage Statements (which can be combined into one document) and should include a Heritage Impact Assessment in accordance with ICOMOS guidelines. It should set out the historic development of the land, its current character and contribution to the Outstanding Universal Value of the IGWHS, and how the proposed development would impact on the Outstanding Universal Value of the IGWHS.

Proposals should consider...

- Whether the existing site contributes to the Outstanding Universal Value of the IGWHS in terms of its landscape character, views, archaeological value or contribution to the setting of individual heritage assets.
- Justifying why the land should be developed now.
- How new development reflects the immediate surrounding characteristics and relates to the character areas identified in the Severn Gorge Conservation Area Appraisal in terms of density, layout, form, materiality and design.
- Appropriate materials and designs for outbuildings, boundary treatments and hard landscaping.
- Investigating potential archaeological interest on the site and consider how this could be mitigated.
- Investigating ecological implications and consider how this could be mitigated.
- Use of sustainable materials and high standards of energy efficiency.

Proposals should avoid...

- Loss of green spaces or sites that contribute to the Outstanding Universal Value of the IGWHS.
- Subdivision of historic plots.
- Modern contemporary designs that do not cohere with the overall visual character of the IGWHS and immediate locality.

10 Annex 2 - Guidance for Development in the IGWHS

Figure 17: Buildings of sympathetic materials and forms with a variety of heights and orientations complement the local historic environment and reflect its piecemeal development over time



Figure 18: Building set in line with existing buildings with brick boundary wall to edge of street. Using a good brick match for adjacent historic building, sympathetic roof pitch, chimney stacks, sash windows, six panel door with door case, boundary wall and iron gate.



10.4 Guidance for Alterations to Existing Buildings in the IGWHS

10.34 Many alterations to buildings within the IGWHS require Planning Permission (and in the case of Listed Buildings, will also require Listed Building Consent). As documented within this SPD, any such Planning Application should be accompanied by an appropriate Heritage

10 Annex 2 - Guidance for Development in the IGWHS

Statement and any such Listed Building Consent Application should be accompanied by an appropriate Design and Access Statement and appropriate Heritage Statement (where both are required, they can be integrated into one document).

10.35 Furthermore, within the Telford & Wrekin Council administrative area an Article 4 direction has been introduced. The Article 4 Direction removes certain Permitted Development Rights for alterations to dwelling houses and as such Planning Permission will be required for these works. It is strongly advised that before commencing any development within the IGWHS within the Telford & Wrekin Council area, residents check the most up to date version of the Article 4 direction on the Telford & Wrekin Council website, as planning permission may be required prior to development taking place.

- <https://www.telford.gov.uk/info/20170/>

[planning_applications_and_advice_appeals_enforcement_and_guidance/2244/article_4_direction](https://www.telford.gov.uk/info/20170/planning_applications_and_advice_appeals_enforcement_and_guidance/2244/article_4_direction)

10.36 For some buildings within the IGWHS, some or all of the Permitted Development Rights which usually apply may have been removed as a condition of a past Planning Permission. Where this is the case, Planning Permission will be required for these works.

10.37 For alterations to existing buildings within the IGWHS that do not require Planning Permission, it remains important to carefully consider how potential works and any resultant alterations impact on and relate to the character and architectural design of the existing building and the character and appearance of the IGWHS itself.

10.38 This is because small scale alterations that normally do not require planning permission can lead to the loss of key features of historic or architectural value, or poor-quality extensions and curtilage structures. Together these could cause incremental erosion of the authenticity and integrity of the Outstanding Universal Value of the IGWHS, and its character and appearance leading to significant harm in the long term.

4.1 Thermal and Energy Efficiency of Buildings

10.39 The ability of residents and businesses to improve the energy efficiency of existing buildings is an important means of tackling climate change and reducing running costs of a building as a way of ensuring its long-term use as a home or business.

10.40 Improving the thermal and energy efficiency of a building to reduce necessary loss of energy should be the first step. This will help reduce the running costs of a building and should be considered in conjunction with any proposals for renewable energy installations (see Section 4.2).

Historic buildings (listed buildings, buildings of local interest, traditionally constructed buildings)

10.41 The energy and carbon performance of many historic buildings can be improved, but it is important to take a holistic approach and strike the right balance to avoid harm to heritage significance. Within the IGWHS it is key to maintain the Outstanding Universal Value, which includes retaining the authenticity of architectural detail and historic fabric, and the integrity of the character and appearance of the area.

10 Annex 2 - Guidance for Development in the IGWHS

10.42 Historic buildings are not designed to perform as sealed units as modern buildings are, and the fabric of older buildings needs to be able to 'breathe'. So, it will not always be possible, or advisable, to use standard solutions.

10.43 It is important to take a 'whole building approach' that understands the particular circumstances of an individual building, taking into account the environmental conditions, built fabric, energy-usage, services and systems, usage, and avoidance of waste, as well as heritage significance. For example, retaining existing material and making only essential repairs rather than embarking on wholesale replacement avoids unnecessary use of new materials and the energy expended in their manufacture. Research has also shown that in many cases energy losses from buildings are greater from appliances and heating systems than from the actual building fabric, and that the easiest way to make energy savings is to change behaviours.

10.44 Often thermal improvements can be made simply by ensuring that a building is well-maintained. Any sources of damp, such as leaking gutters and downpipes, inappropriate cementitious renders and mortars, high ground levels against external walls, a lack of ground drainage etc. will lead to a build-up of moisture in the walls lowering internal temperatures. Fixing rainwater goods, replacing cementitious pointing with lime, reducing ground levels and installing French drains can all lead in turn to thermal improvements. Windows and doors can be overhauled to ensure they fit correctly, and they can usually be fitted with draught-proof strips without significant intervention to historic fabric.

Wall and Roof Insulation

10.45 When considering wall and roof installation on historic buildings it is important to consider that:

- For historic buildings external wall insulation will rarely be acceptable due to the impact on historic fabric, architectural detail and character, which could seriously harm the Outstanding Universal Value.
- Internal wall insulation can be considered for unlisted buildings and does not need planning permission. However, it is still important to use breathable materials on traditionally constructed buildings to avoid long-term damage to their fabric.
- For listed buildings internal insulation of walls can be considered on a case-by-case basis and will always need Listed Building Consent. Where historic lime plaster survives it should be retained, but if the historic plaster has already been lost, it may be acceptable to insert insulation, provided there would be no loss of or harm to significant internal features such as skirting boards, cornices and architraves. But it is still essential to protect the breathability of the building for its long-term survival, and breathable materials should be used.
- Many buildings have existing lofts enabling the insertion of insulation without impacting on historic fabric or character. Again, it is important to consider breathability, and that Listed Building Consent may be required if there is physical attachment to the historic structure.

Windows and Doors

10.46 When considering alterations to windows and doors on historic buildings it is important to consider that:

- **Double-glazing** is often considered a quick fix to improve energy efficiency, but research has shown that as little as 5% of energy losses from domestic buildings is through windows or doors. More energy is lost through walls and roofs and by inefficient services or use of

10 Annex 2 - Guidance for Development in the IGWHS

appliances. Particularly where windows are relatively small compared to the area of walling, very little benefit may result from double-glazing.

- **Historic windows and doors** are often key features of significance to historic buildings and make a particularly positive contribution to the Outstanding Universal Value of the IGWHS. Wherever original historic windows or doors survive they should be retained. This applies on all elevations of a listed building, and across the IGWHS where windows or doors are visible from public spaces and replacement would need planning permission under the Article 4 Direction.
- **Existing windows and doors** can be overhauled, and draft-stripping can usually be applied to eliminate drafts.
- **Additional insulation** can be provided by installing secondary glazing or internal shutters. For listed buildings, Listed Building Consent may be required if there would be any impact on features such as internal panelling or architraves, but bespoke solutions can usually be accommodated.
- **Where historic windows or doors have already been lost**, there is often an opportunity to upgrade to double-glazing whilst also enhancing the appearance of a building and the IGWHS by adopting appropriate traditional designs in painted timber. Usually 'slim-line' double-glazed units will be required, especially where the design includes glazing bars, which would need to be too bulky and deep to accommodate standard units.

Floors

10.47 When considering alterations or repairs to floors in historic buildings it is important to consider that:

- Many of the older buildings in the IGWHS have timber floorboards over unheated cellars or under crofts which can result in draughty floors making living spaces particularly uncomfortable. Solutions as simple as carpeting over exposed floorboards can make a significant difference. Underfloor heating can also be considered. These internal works do not require planning permission, but advice should be sought for listed buildings as there could be impacts on the historic fabric and structure and Listed Building Consent may be required.

Services

10.48 When considering alterations and upgrades to services in historic buildings it is necessary to consider that:

- Many of the energy inefficiencies of any building are down to elderly and inefficient heating systems or the management of the use of appliances and spaces within the building. Addressing these issues does not usually require planning permission, although relocation of boilers may need Listed Building Consent if any significant historic fabric may be affected, or if new flues or extraction units are required.
- Consideration may be given to microgeneration, such as installation of solar generation, biomass, air source or ground source heat pumps, and this is addressed below under the subheading Renewable Energy.

10.49 Other sources of information on how to improve energy efficiency of historic buildings include Historic England and the Society for the Protection of Ancient Buildings (SPAB).

10 Annex 2 - Guidance for Development in the IGWHS

- <https://historicengland.org.uk/advice/technical-advice/energy-efficiency-and-historic-buildings/>
- <https://www.spab.org.uk/advice/energy-efficiency-and-old-buildings-principles-and-priorities>

Non-historic buildings

10.50 The IGWHS contains many post-war buildings which were not designed to be 'breathable' and so can accommodate standard methods and materials for thermal insulation and will not be expected to have traditional window or door designs. However, where permission is required for external alterations under the Article 4 Direction, or where Permitted Development Rights have been removed as a condition of planning permission, care must be taken to respect both the character and architectural design of the existing building and its contribution to the character and appearance of the area as a whole.

Thermal / Energy Efficiency of Buildings within the IGWHS – Key Guidance Points

Proposals should consider...

- Opportunities to improve the thermal efficiency of buildings through improvements appropriate to the building.
- Regular maintenance of historic buildings to reduce issues that can lead to, for example, reduced temperatures caused by issues such as damp.
- Improvements such as carpeting ground floors where cellars or under crofts are present in a property, fitting appropriate draft proof strips and appropriate loft insulation.
- For glazing improvements to historic buildings, the use of good quality secondary glazing or internal shutters where retention of historic windows makes a positive contribution towards the Outstanding Universal Value of the IGWHS.
- Seek early advice on proposals that require Listed Building Consent or Planning Permission.
- How to ensure the breathability of historic buildings as part of any proposals to improve thermal insulation.

Proposals should avoid...

- Any loss of historic building features when making thermal improvements to a building.
- The use of materials and solutions that would not be in keeping with the age and type of the building.
- The use of impervious materials

4.2 Renewable Energy

10.51 In addition to improving the thermal and energy efficiency of a building the next step in reducing running costs and addressing climate change is to consider whether there are suitable options for generating renewable energy.

10.52 Set out below are the different forms of renewable energy generation and guidance on where they could be appropriately located as part of any development proposals.

10 Annex 2 - Guidance for Development in the IGWHS

Solar

10.53 Solar energy is popular with homeowners. Solar panels / tiles / water heating could be considered appropriate within the IGWHS in the following circumstances:

- **Non-reflective panels on roofs** - provided that they are not visible from the public highway, public realm and do not impact on landscape views. This could, for example, include the roof of a single storey extension that is ordinarily hidden from public view.
- **Sympathetic incorporation into an existing roof scape** - through the use of solar tiles where it is in keeping with the characteristics of the local area and the local vernacular.
- **Products that can be used to provide hot water** - that appear like slate and some that can also be used on flat roofs and do not have a highly reflective surface. These solar materials may be something that could be considered on a case-by-case basis, although this would not be supported on a roof seen from the public realm.
- **Concealed non-reflective solar panels** – this could include innovative options such as, where possible, behind boundary brick walls, but only where they cannot be seen from the public realm.

Figure 19: Slate Solar Tiles for Pitched Roofs



10.54 The installation of solar panels can be visually intrusive, interrupting the characteristic tiled roofscapes of the IGWHS and introducing incongruous reflective surfaces, to the detriment of building character and landscape views. Where the fittings would be visible from the public realm, they will not be supported.

Biomass

10.55 Biomass is produced from organic materials, either directly from plants or indirectly from industrial, commercial, domestic or agricultural products.

10.56 Producing energy from biomass has both environmental and economic advantages. It provides low carbon energy and can also contribute to waste management by harnessing energy from products that are often disposed of at landfill sites.

10.57 There are two main ways of using biomass to heat a domestic property these include:

- **Standalone stoves** providing space heating for a room these can be fitted with a back boiler to provide water heating; and
- **Boilers** connected to central heating and hot water systems.

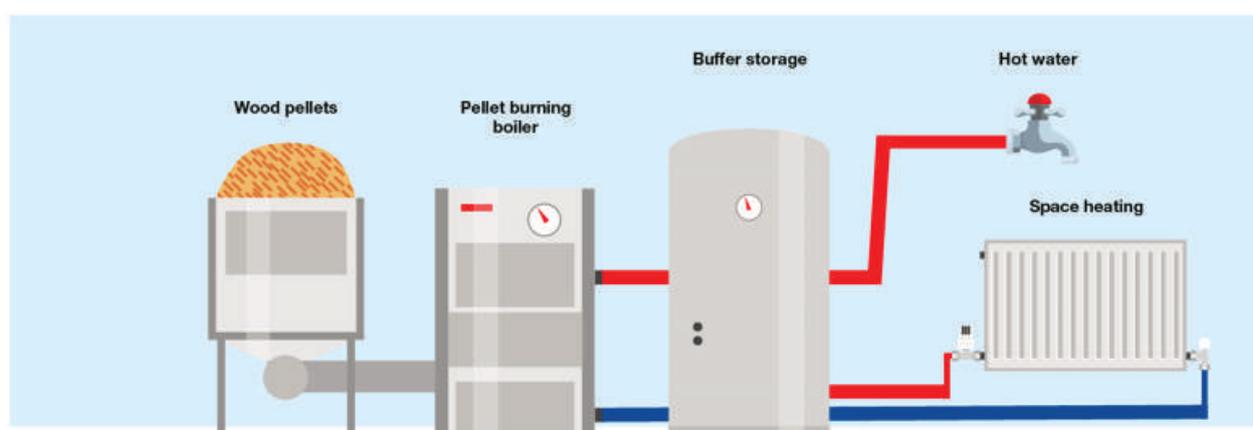
10 Annex 2 - Guidance for Development in the IGWHS

10.58 Small scale biomass systems could require additional storage areas for fuel or to house the boiler.

10.59 Biomass installations can be considered within the IGWHS where:

- There is existing space within a property, and installation does not result in damage to the property or loss of any historic features,
- There are suitably located outbuildings suitable for housing an appropriately sized biomass boiler system and / or associated storage.
- A new building can be designed to be in keeping with existing buildings – refer to guidance on new buildings.
- New flues for ventilation can be sensitively located and designed.

Figure 20: Biomass Boiler System



Air Source Heat Pumps

10.60 This sort of renewable energy system is becoming more popular. However, it requires a large pump box to be fixed to the outside of the building. There two main types of air source heat pumps:

- **Air to air heat pumps:** which absorb heat from the outside air and then transfer it directly into your home via a fan system to heat a room; and
- **Air to water heat pumps:** which absorb heat from the outside air and then transfer it via your central heating system to provide hot water heating, radiator, or underfloor heating in an indoor space.

10.61 Air source heat pumps can be considered in the IGWHS where:

- The pump box would be located on a wall that is not ordinarily visible from the highway or public realm. Siting on front elevations would be unlikely to be supported due to the visual impact, but siting at ground floor level on rear elevations or tucked into discreet corners can usually be supported.
- Where more prominent locations are unavoidable, the pump is housed or screened by a structure that is sensitive to the historic character of the area.
- They are positioned to minimise noise from the operation of the pump.
- For a listed building there would be no damage to external and internal historic fabric or architectural detail.

10 Annex 2 - Guidance for Development in the IGWHS

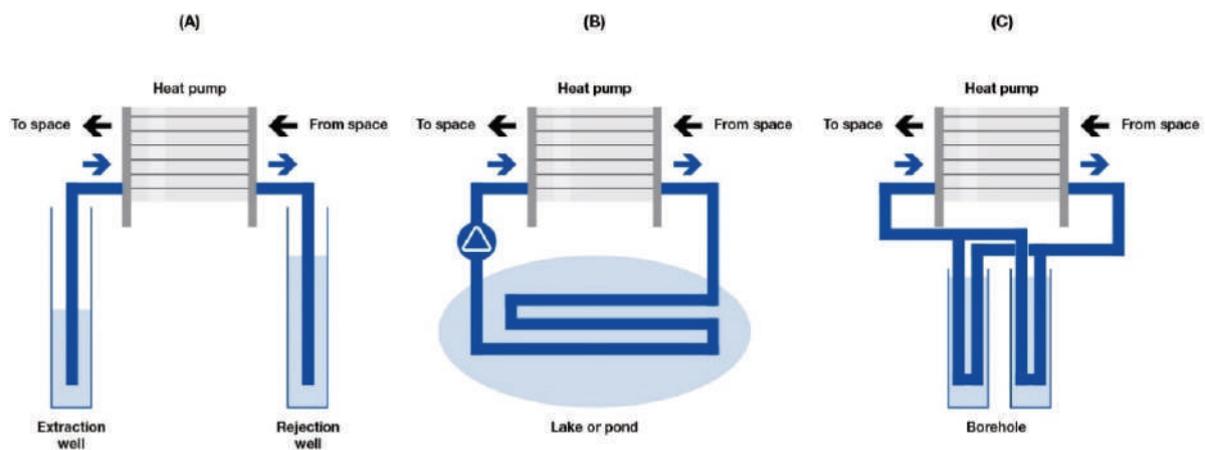
Ground Source Heat Pumps

10.62 Ground source heat pumps require a large area in which to install the pipe loops. Excavation is required either horizontally, where large areas are required to accomplish the necessary heat exchange, or vertically where there may be issues of ground instability.

10.63 Ground source heat pumps can be considered where:

- The proposal is supported by a Ground Instability Assessment (see section 1 of this Annex) early in the planning process.
- They would be located in areas where ground conditions and land stability are potentially more suitable.
- Below ground archaeology and biodiversity have been considered and any impacts can be mitigated.

Figure 21: Ground Source Heat Pump systems



Wind Energy

10.64 This form of renewable energy would be impossible to locate within or in the setting of the IGWHS without having a severe negative impact on the Outstanding Universal Value of the IGWHS due to the likely height needed to provide power, the stand-off areas and infrastructure necessary to take the electricity to the grid.

10 Annex 2 - Guidance for Development in the IGWHS

Building Insulation and Renewable Energy - Key Guidance Points

Proposals should consider...

- Locating solar generation in areas that have minimal visual impact on the surrounding area such as rear of properties, use of innovative solar tiles and concealed ground level provision.
- Whether biomass energy production on a small scale is appropriate where the necessary infrastructure and associated storage can be located within a suitable existing building or a well-designed new building that is in keeping with the surrounding area.
- Whether air source heat pumps can be situated in inconspicuous areas and where the infrastructure will not damage the internal historic fabric of the building or be visible from the public realm.
- Whether ground source heat pumps can be situated where the necessary excavations will not damage the land stability, biodiversity, archaeology or any aspect of the Outstanding Universal Value of the IGWHS or historic fabric of a building within the IGWHS.

Proposals should avoid...

- Use of standard solar/PV panels in publicly visible locations or where they would harm the special interest of a listed building.
- The use of biomass where it would lead to unacceptable changes to the property as part of installation, or inappropriately designed or located additional storage units.
- Siting air source heat pumps in highly visible locations.
- Ground source heat pumps in areas of known ground instability.
- Wind generation schemes, as turbines will not be supported within or on the edge of the IGWHS due to visual impacts.

4.3 Electric Vehicle Charging Points

10.65 The UK's electric vehicle (EV) charging infrastructure is continually growing and changing shape to meet the needs of the growing number of EV drivers. Within the IGWHS there are opportunities for charging points to serve homes and workplaces, as well as public charging points in car parks.

10.66 Where a building or site is not listed or a scheduled monument, there are certain permitted development rights for EV charging points, and planning permission is not required to install fittings of a certain size and height, subject to their location⁽²⁰⁾.

10.67 Any charge points fixed to a Listed Building or any of its outbuildings or boundary walls will need Listed Building Consent.

10.68 EV charging points are essentially modern in design and can appear incongruous in the context of historic buildings and street scenes, to the detriment of the Outstanding Universal Value of the IGWHS, so careful siting is required.

10.69 Design considerations for EV charging points in the IGWHS include:

10 Annex 2 - Guidance for Development in the IGWHS

- Charge points in a domestic setting should be sited in discreet locations such as within a garage or outbuilding or to the rear of a property where the parking arrangements permit.
- Where this is not possible, consider screening the modern fittings, or locating them on the inner face of boundary walls out of view.
- Running cables outside the curtilage of a property and across public highways or footpaths to reach a vehicle will not be supported due to issues of obstruction and the potential for trip hazards.
- In commercial, business or public car park locations the size, type and design of charging infrastructure should be such that it minimises the visual impact on the surrounding area. Consider more recessive colours for fittings as well as less prominent areas.
- For commercial or businesses locations and in public car parks, there may be opportunities to install additional passive infrastructure such as ducting to allow additional EV charge points to be more easily installed in the future and minimise future disruption.

Electric Vehicle Charging Infrastructure – Key Guidance Points

Proposals should consider...

- The size, location and design of the charging outlet as per the above criteria.
- In the case of commercial / business / public car park proposals consider opportunities to install passive infrastructure to facilitate additional points in the future.

Proposals should avoid...

- The need to run charging cables across public highway or footpaths.
- The installation of infrastructure at public locations that would create a negative visual impact.

4.4 Designing for Flood Risk

10.70 Flooding is an ever-growing problem in the Ironbridge Gorge, with climate change set to increase the number of extreme weather events affecting the area.

Historic Setting

10.71 The rivers and watercourses in the Gorge are key to the setting of the World Heritage Site, at the heart of which is a long, linear settlement along the River Severn and up into the Coalbrookdale valley. Historically, the River Severn provided a transport route for goods and people and the Coal Brook was a key power supply used to drive mill wheels and industrial processes. As a result, flooding has been a threat to the communities close in the Gorge for centuries.

10 Annex 2 - Guidance for Development in the IGWHS

Figure 22: Ladywood before and during a flood event



10.72 This history also means that the watercourses in the Gorge have been heavily modified and changed over time, and there are a number of historic structures in and along them, including culverts, mill wheels, leats, sluices and wharfs, which can affect flood risk.

Main Flood Sources in the World Heritage Site

10.73 River Severn - This is flooding from the river, usually following rainfall in Wales. There is normally good warning that flooding from the Severn is expected, and the Environment Agency are responsible for managing the flood risk from the River Severn. Flood depths can be quite deep, and the groundwater will rise to the same level as the river along the whole river corridor.

10.74 Coal Brook - The brook is a designated Rapid Response Catchment (flash flooding area), and flooding is caused by heavy rainfall over Coalbrookdale itself and its catchment. This means that there could be little or no warning before it floods. The flood risk from the Coal Brook is very different to the flood risk from the River Severn, due to the speed at which it can happen. The Environment Agency are responsible for managing the flood risk from the Coal Brook.

10.75 Surface Water Runoff - The hillsides in the Gorge are steep and rain falling on them will quickly run downhill. Sealed surfaces such as driveways can speed up runoff and roads can channel water. Runoff down the hillsides can also cause erosion and flooding can occur if flow routes are obstructed by buildings or structures. Telford & Wrekin Council and Shropshire Council for their respective administrative areas are responsible for managing the flood risk from surface water and the public highway.

10.76 Public Sewers - The sewerage system serving the IGWHS is historic and largely combined, and therefore during heavy rain, is at risk of flooding. The sewers can also flood when they block, usually as a result of misuse. More severe rainfall as a result of climate change also increases the chances of the sewers being overwhelmed. Severn Trent Water are responsible for managing the flood risk from public sewers.

Flooding Impacts

10.77 The landform of the Gorge means that both the River Severn and the Coal Brook have very little floodplain.

10 Annex 2 - Guidance for Development in the IGWHS

10.78 Once the rivers flood, not only does flooding affect a number of homes, businesses and historic sites throughout the IGWHS, but they can also cut off several key roads across the River Severn and in and out of the Gorge, including access for emergency vehicles to some areas.

10.79 Some properties that are not at risk of flooding may also still be cut off to vehicular and even pedestrian access.

10.80 The economic cost to homeowners, businesses and tourism and the mental health impacts of flooding are also well documented, as well as the draw on time and resource for homeowners defending their properties and Emergency Services responding to floods.

10.81 In the last three years (2020 to 2022) two museums in the IGWHS have been affected by severe flooding along with a large number of residences and businesses.

10.82 Flood insurance can also be a problem in the Gorge. Both residential dwellings and businesses find it very difficult to access flood insurance, however there are some steps that can be taken to help reduce some of the impact on both new and existing properties. All new development should be directed away from areas of flooding and designed to reduce flood risk.

Protecting Properties from Flooding

10.83 While some areas of the Gorge benefit from strategic flood defences, these only offer limited protection. A number of properties also have their own flood defence systems such as Property Flood Resilience. Property Flood Resilience includes both resistance measures to keep water out and recovery measures to speed up the drying out and recovery process (see next section on Managing Flood Water Inside Buildings).

10.84 There are also, a number of modifications that may be built into new buildings or added to old ones to manage flooding. Specialist advice should always be taken to identify the best options for a building given the type(s) of flood risk to which it is most at risk, taking into account both the needs of the people who will be using it, and the need to consider the Outstanding Universal Value of the IGWHS.

10.85 A large amount of guidance exists about Property Flood Resilience, and considerations for properties within the World Heritage Site are set out below:

10.86 Flood Warnings - The amount of warning available before a flood will influence the best methods to manage flooding; Barriers that need to be manually installed for example are unlikely to be suitable for flash flooding such as the Coal Brook but may be suitable for river flooding from the River Severn. Flood warnings for the River Severn are available via the Environment Agency's Floodline service and Telford & Wrekin Council have a flood warning system for the Coal Brook.

10.87 *Environment Agency*

- <https://www.gov.uk/sign-up-for-flood-warnings>

10.88 *Telford & Wrekin Council*

- https://www.telford.gov.uk/info/20474/streets_and_roads/247/flooding_and_drainage/2

10 Annex 2 - Guidance for Development in the IGWHS



FLOOD ALERT



FLOOD WARNING



**SEVERE FLOOD
WARNING**

10.89 Keeping Water Out of a Property (Flood Resistance) - Resistance measures can include walls, doors and barriers. These can be permanent or temporary and the types of materials used will need to be considered on balance, taking into account the surrounding character and appearance, the height of flood protection they can offer, and their suitability to the type of flooding being experienced.

10.90 Temporary features are also dependent on the person installing them knowing when they will need to do so and being physically present at the time of a flood event.

10.91 For some historic properties, with e.g., timber construction or minimal foundations, or where features of particular heritage significance would be compromised, it may be better to allow the property to flood but minimise the damage and reduce the amount of time it takes to make a building habitable again.

10.92 Design considerations for installing flood resistance measures within the IGWHS:

- The ideal solutions for the IGWHS will minimise visual impacts or impacts on historic fabric outside of a flood event and should be used wherever practicable.
- Consider temporary non-fixed barriers first, i.e., without permanent attachments and which require installation just prior to a flood, these can fit into some door jams, gate posts, windows etc. depending on the structure;
- If this is not possible temporary fixed barriers which involve permanent fixings on a structure but still require installation before a flood;
- Permanent flood proof air bricks are not always suitable for historic buildings, but if in discreet locations and coloured to match the existing wall may be acceptable.
- Flood gates and doors are increasingly available in 'heritage' design options which may be acceptable within the IGWHS. However, where this would necessitate the removal of historic door joinery or gates, this would harm the authenticity of the IGWHS and so would need to be soundly justified.
- Permanent walls can be considered in exceptional circumstances where alternative means of protection are impossible, but will nevertheless need to be designed to reflect the historic character of the area in order to minimise impacts on the Outstanding Universal Value of the IGWHS.
- Temporary seals for air bricks and/or non-return valves on toilets and drains are solutions that can easily be used and do not require any Planning Permission or Listed Building Consent.

10 Annex 2 - Guidance for Development in the IGWHS

Figure 23: New housing set above undercroft to allow for flooding



10.93 Managing Flood Water Inside Buildings -It's not usually possible to prevent flood water from entering a property entirely. Water will find pathways through the ground and along service lines such as sewers and ducts. Most flood defences (both strategic and property level) still need to manage water that gets around barriers.

10.94 Using the right materials is one way to help to reduce flood damage. A number of historic properties already have adaptations that help minimise this such as tiled floors and lime plaster which is able to get wet and then dry out again.

10.95 Things like removable carpets/rugs and hoists to suspend furniture above the ground have also historically been used to minimise the damage caused by flooding inside a property.

10.96 More modern installations such as kitchens and electric fitting can also be designed or adapted. New kitchens can be built out of flood resistant materials or to be modular so they can be removed, and electric sockets can be raised to prevent water damage.

10.97 Installation of pumps - Most flooding to properties along the River Severn occurs where water floods up through floors as well as through doorways. As such, any system trying to keep water out or just to manage water levels within a building is likely to require flood pumps. Flood pumps will need to be located at the lowest point possible and digging sumps within a Listed Building may require Listed Building Consent. The electric supply feeding pumps should also be considered, as the pumps will cut out if the electricity shorts. This could be the ring main within the house or the exterior supply.

Planning Permission and Listed Building Consent

10.98 Flood resilience measures that alter the fabric or appearance of a building may require Planning Permission and / or Listed Building Consent. This would include features like flood doors, alterations to boundary walls, permanent barrier fixings and sumps. The relevant Local

10 Annex 2 - Guidance for Development in the IGWHS

Planning Authority (either Telford & Wrekin Council or Shropshire Council) can provide advice on what would or would not require Planning Permission and the information that would be required with any such Planning Application (e.g., Heritage Impact Assessment, Elevation Plans etc.) – this may be via a pre-application service.

10.99 Depending on the alterations required such Planning Applications would be dealt with on a case-by-case basis. It should be noted that any alteration that causes damage or results in a removal of any feature that was considered to impact the Outstanding Universal Value of the IGWHS and or the significance of a Heritage Asset would be unlikely to be supported.

10.100 It is therefore imperative to have a clear understanding of the building, through the completion of a Heritage Impact Assessment, so that the design of any flood risk defence mitigates against any damage to the Outstanding Universal Value of the IGWHS and the significance of relevant Heritage Assets.

Opportunities for Historic Buildings

10.101 Historic England have been involved in several flood resilience trials in the context of heritage assets. They publish guidance for flooding and historic buildings, which can be found here:

- <https://historicengland.org.uk/advice/technical-advice/flooding-and-historic-buildings/>

10.102 There are also increasing numbers of heritage specific property flood resilience measures available, and although still relatively small, this market is growing. Some options are more expensive than others, but the increasing number of heritage styles and materials available means that there is now more opportunity to “shop around”.

Historic Buildings after Flood Events

10.103 In the event a historic building is flooded the following is advised:

- **Clean up any damage sensitively** - Don't remove wet plaster or joinery indiscriminately, it may well recover once the building has dried out. Once debris has been cleared away clean all surfaces with detergent or disinfectant if necessary.
- **Dry the building out slowly** -Natural ventilation is ideal to ensure no rapid change in humidity that might damage historic fabric. If necessary, use extraction fans, low heating levels and dehumidifiers. Some timber fittings, such as door linings or floorboards may need to be selectively removed to hasten drying or prevent buckling. If any fabric needs to be removed, make sure it is recorded first so it can later be reproduced.
- **Avoid unnecessary repairs or alterations** -Lime plaster and timber are natural materials that are breathable and will usually survive if left to dry out naturally. Salt deposits may appear during drying but can be brushed or vacuumed off. Check if any repointing is required and use lime mortars. The use of these materials will also assist in the drying process allowing properties to become habitable sooner following a flood event.
- **Make sure insurers and contractors are aware if your building is listed** - Standard responses to flood damage include tanking, modern gypsum plaster, cement rich mortars and water-repellent products. These measures can all lead to damage to the building in

10 Annex 2 - Guidance for Development in the IGWHS

the long run through hindering the natural breathable properties of the historic fabric. Remember your building spends more time above than under water!

- **Check if you need Listed Building Consent or Planning Permission to make any alterations** - Even in the event of flood damage, any change to the materials or architectural details of a Listed Building are likely to need consent, and within the IGWHS certain external works may need Planning Permission too. The relevant Planning Department (at Telford & Wrekin Council or Shropshire Council as appropriate) can provide advice.

Flood Risk - Key Guidance Points

Proposals should consider...

- Risk of flooding from all sources and how this flooding occurs.
- Directing new development away from areas of flood risk.
- Ensuring that new development does not increase flood risk.
- The type, age and setting of an existing or proposed property.
- Other flood risk factors such as flood warnings, property access, electricity supply, and the availability of insurance when designing new properties or altering existing properties.
- Getting specialist advice on how water may be entering your property and what options could reduce this.
- Ensuring that any development in flood risk areas is resilient to flooding.
- The best materials to use, considering both heritage of the property and risk of flooding.
- Different properties individually – no two properties, settings or flood risks are the same and different users will have different needs.
- Following specific guidance on addressing flood damage to a historic building and take advice where required.
- The use of temporary flood barriers throughout the duration of a flood event.

Proposals should avoid...

- Permanent barriers that have a visual and material impact on the Outstanding Universal Value of the IGWHS will be discouraged.

4.5 Alterations, Extensions and Refurbishment

10.104 The alterations, extensions and refurbishments that take place on existing buildings within the boundary of IGWHS can over time have a significant cumulative impact on the character and appearance of the area and its Outstanding Universal Value. If these are designed in a sympathetic way, reflecting the intactness and authenticity of the building, then the works will support and strengthen the Outstanding Universal Value of the IGWHS rather than damage it incrementally.

10.105 Telford & Wrekin Council commissioned a detailed Conservation Area Management Plan in 2016 which lays out in detail advice regarding alterations, extensions and refurbishments to existing historic built structures within their administrative area. This guidance should be read in conjunction with the Conservation Area Management Plan which also applies to the Telford & Wrekin administrative area.

10 Annex 2 - Guidance for Development in the IGWHS

10.106 The built environment that makes up the IGWHS includes the six key character areas:

- **Coalbrookdale;**
- **Ironbridge;**
- **Coalford;**
- **Jackfield;**
- **Coalport; and**
- **Madeley.**

10.107 Each of these key areas have their own unique historical development with a variety of building types and materials, differing from one to the next.

10.108 When proposing alterations, extensions and refurbishment it is important to follow a general set of principles that are applicable throughout the IGWHS as a whole and are set out below. These rules are intended to protect the Outstanding Universal Value of the IGWHS and have been categorised by type of works in the sections below.

Extensions and Outbuildings

10.109 Extensions and new outbuildings - including garages, sheds, home offices, bin stores etc - should be carefully located where they would not impact on the Outstanding Universal Value of the IGWHS and should be subordinate in scale to the principal buildings and not disrupt the historic street scene. Usually this means siting new work to the rear of a property. New outbuildings to the fore of a historic building, or as a front extension, will disrupt the authentic historic character of the area and host building and will usually be strongly resisted.

10.110 New work should be consistent in terms of form and scale with the historic context. Height, width and depth of floor plan and roof forms should be carefully considered, and the shape and size of window and door openings reflect historic precedents.

Walling Materials

10.111 The local material palette should also be maintained, which consists of a wide variety of brick types, and some buff-coloured sandstone. The type, colour and texture should be appropriate to the specific character area. Consideration should be given to the brick bond or coursing of stonework to fit in with the local environment. Developments should avoid the use of overtly modern or inappropriate materials, such as imported non-local stone, render, concrete, timber or other modern cladding materials as this would negatively impact the character and appearance of the area and the Outstanding Universal Value.

10.112 Existing historic elevations and walls should be retained and repaired with any eroded or damaged masonry made up to match. Point new and re-point existing brickwork where required with lime mortar and ensure that the type of pointing reflects the original, e.g., flush or recessed pointing, the grain, texture and colour, and the width of joints.

10 Annex 2 - Guidance for Development in the IGWHS

Figure 24: The fine lime pointed joints of ashlar stonework should not be removed. Repointing in hard cementitious mortar is both damaging to the visual character and causes harm to historic fabric



Roof Works

10.113 Roof forms, whether new roofs or alterations to existing roofs, should sit within the existing roof scape of the building, be subordinate in scale to the original building, and reflect the host building's roof pitch, enhancing the grain of the surrounding roof scape. Tile materials, dimensions, textures and colours should all be consistent with those of the host building, and not introduce new materials or designs that could negatively impact the surrounding area and the Outstanding Universal Value of the IGWHS. Interlocking concrete and artificial slate is not suitable on historic buildings or on new buildings within the IGWHS, and modern flat roofing systems should only be used in locations where there is no public visibility or impact on the special historic or architectural interest of a listed building.

10.114 Thought should be given to the finer detail such as ridge tiles, roof verges and eaves, to be consistent with the host building or local street scene. Bargeboards and fascia boards are rare within the historic street scene of the IGWHS and should only be used where there is a clear historic precedent.

10.115 Where re-roofing or repairing an historic property, the materials will be expected to reproduce the historic character. Every effort should be made to salvage the existing tiles for re-use, particularly where it may be difficult to source replacement decorative tiles such as fish-scale, ridge or polychromatic tiles.

10.116 Where a historic property has previously been re-roofed in a non-historic material, such as concrete tiles or modern pantiles, reinstatement of the traditional historic materials will be supported.

10.117 Dormer windows should only be introduced where there is a historic precedent for their use, and then they should accurately reproduce historic detail.

10.118 Roof lights can interrupt the uninterrupted tiled roof scape that is so characteristic of the IGWHS. The use of roof lights will therefore be resisted unless it can be justified and is in a discrete unobtrusive location. Where this is the case, flush-type 'conservation' roof lights of metal construction should be used, with glazing bars appropriate for larger openings.

10 Annex 2 - Guidance for Development in the IGWHS

Porches

10.119 It will not always be appropriate to introduce a porch to the historic frontage of a building where it would harm the design of the original or incorporate them into new designs where there is no precedent in the local street scene. Where appropriate, care should be taken to reference the status, period and style of the building. Shallow pitches, sheet materials or felt coverings are not typical to the area.

Figure 25: Historic front doors often have simple door-cases or canopies, but some examples of ornate carved Victorian porches can be found. New porches should generally be confined to simple canopies drawing on the historic.



Rainwater Goods

10.120 Existing lead and cast-iron rainwater goods including hoppers, should be retained and gutters fixed using traditional gutter brackets. If the original is unusable, then matching rainwater goods should be used and new brackets forged to match.

10.121 Cast iron or cast aluminium (with hammered paint finish) should be used for new rainwater goods and external plumbing.

10 Annex 2 - Guidance for Development in the IGWHS

10.122 When painting rainwater goods an appropriate recessive colour should be used, unless lead downpipes are being used.

Chimneys

10.123 Chimney stacks are a key feature of the historic roof scape. Removal of existing historic chimney stacks and/or chimney pots will usually be resisted, particularly where they are visible from the public realm, or are of significance to a listed building. Incorporating traditionally detailed brick chimneys into new schemes should be considered, this has been achieved successfully in recent residential schemes, such as at Reynolds Wharf, Coalport.

10.124 Pastiche or fake dummy chimneys made of inappropriate materials will be discouraged.

Painting and rendering

10.125 Historic finishes should be retained and maintained. Painting previously unpainted surfaces such as brick elevations will not be supported. Similarly, rendering of previously un-rendered walls will also not be supported. Where unsympathetic painting or rendering of historically exposed masonry has been carried out, reversal will be encouraged. However, any proposed removal of existing paint decoration from masonry must be carefully considered, tested and carried out by a specialist experienced in conservation work. Failure to do this could result in serious damage to the brick or stone surface if the wrong method of paint removal is used.

10.126 Appropriate traditional colours are recommended for re-decorating existing painted surfaces for joinery including doors and windows, it is important to note that untreated or stained timber was very rarely used historically. Paint was used as a protective treatment throughout the 18th to 19th centuries when the majority of the buildings in the IGWHS date from.

Colour Palette

10.127 It is important to use appropriate paint colours for external joinery, ironwork, and renders. The use of certain modern colours can have a significantly harmful impact on the overall character of views and street scenes, and affect the authenticity of the IGWHS.

10.128 Where historic features survive it is best to choose colours appropriate to their age, and in all circumstances avoid modern bright colours, including bright whites which have no historic precedents. Buildings within the IGWHS mainly date from the Georgian through to the Edwardian eras. Considerations for external painting in the IGWHS are as follows:

- In the Georgian era windows and doors were mainly painted in dark green, off-white or dark brown. Some higher status buildings had doors painted in dark reds or blues.
- In the later Victorian and Edwardian eras there was an increase in the production of commercially available paints and changing technologies made a wider range of colours available. But chocolate brown and olive green remained popular for both doors and windows, whilst dark red and dark blues became more widespread for doors.
- Bright white did not become available until the mid-20th century.
- Even on one building there would have been a hierarchy of colours. For example, outbuildings and secondary doors would have kept to the darker hard-wearing colours.

10 Annex 2 - Guidance for Development in the IGWHS

- Historic rendered elevations were often designed to replicate stone and were not necessarily painted. Where painted, the colour was a yellow-brown colour to imitate stone. So darker stone shades are more appropriate than whites or creams.
- Window and door lintels and sills were also not designed to be painted but left as exposed stone or brickwork.
- Iron railings and gates were painted in blue, green or lead grey in the Georgian period, and green, dark blue, red and chocolate brown in the Victorian period. Black became standard only from the early 20th century.
- Shopfronts within the IGWHS mainly date from the later Victorian era using mainly restrained darker shades: burgundy red, black, brown from dark rust to chocolate, greens from a yew tree green to olive and dark blue. The fascia would have a more diverse colour pattern, but the selection of colours would still reflect the main shopfront colour. Gilding was used as a highlight and fascia signs were either gilded or hand painted.
- Colours used for internal schemes of decoration differed from those used on the exterior of buildings.
- Stained wood was rarely used for external joinery, which had painted finishes as a protection against rot.
- True gloss paint, as we know it, did not arrive until the Edwardian period so it is more authentic to use satin or eggshell finishes.
- Industrial buildings kept to cheap hard-wearing colours, ranging from dark to mid brown and black.

Windows and Doors

10.129 The proportions, detailing, materials and finishes of doors and windows make an important contribution to the character and authenticity of individual buildings and the contribution they make to the wider street scene and Outstanding Universal Value of the IGWHS.

10.130 A wide range of historic window and door joinery survives within the IGWHS, varying according to the status of a building and its age, as well as the character area. There are examples of casement windows, with the 'ladder' style particularly distinctive of the area, sash windows particularly in higher status dwellings, and cast-iron window frames, often in more industrial buildings. (These are discussed in detail in the Severn Gorge Conservation Area Appraisal and Management Plan).

10 Annex 2 - Guidance for Development in the IGWHS

Figure 26: Historic windows in the IGWHS should be retained and used to guide the design and materials of new: vertical sliding sashes, cast iron window, ladder style casement



10.131 Proposals relating to doors, door cases and windows should consider:

- Original timber doors and windows should be repaired and retained where possible with exact timber replacements where appropriate;
- Cast iron windows should be repaired and retained;
- Historic glass in existing single-glazed windows should be retained;
- When considering upgrading the thermal value of an existing window this should be carried out by draught stripping and/or secondary glazing (subject to suitability);
- Where windows have been replaced inappropriately and are due for replacement the subsequent window should look to revert back to the original intended design;
- Door and window patterns which must reflect period, style and use of building.
- Enlargement of window openings or creation of new, particularly on front elevations, will likely be resisted;
- In new work extensions and new builds, solid to window ratios should be maintained so that the new will blend in with the old;
- Inauthentic materials such as upvc, composite or aluminium will be resisted;
- Double glazing may be supported where there is no loss of significant historic joinery and there is an enhancement to the overall character of the area, but these will be expected to closely replicate historic designs;
- Applied glazing bars or glazing bars set within double glazing will be resisted in existing and new buildings, and the section/profile of the historic frames and glazing bars should be closely reproduced;
- Fanlights and fancy glazing within doors are not appropriate and will be resisted in existing and new buildings;
- The use of stained timber should be avoided in favour of traditional colours in existing and new buildings;
- Fixing glass should be carried out with a simple traditional puttied struck bed. Timber beading should be avoided as this is not a traditional detail;

10 Annex 2 - Guidance for Development in the IGWHS

Boundaries and walls

10.132 The character of boundaries throughout the IGWHS makes a significant contribution to its character and Outstanding Universal Value. Particularly adjacent to streets and lanes and in front of buildings, they are to the fore of key views and provide the most immediate impact on the street scene.

10.133 Due to the nature of the gorge, retaining walls in brick and stone are prominent features in the landscape and combine with brick boundary walls and the narrow lanes to create distinctive street views. Locally produced ironwork adds particularly important detail, reflecting the local industries of the IGWHS as well as historic architectural fashions.

10.134 When considering proposals for boundaries it is important to consider:

- Existing historic boundary treatments should be retained and repaired with matching materials. Salvage and re-use existing materials as far as possible. Broken cast iron, for example, can be repaired and damaged items should not be automatically replaced.
- Maintain use of painted ironwork for railings, whilst avoiding the use of overtly modern or inappropriate boundary treatments i.e., timber fencing etc.
- Post and rail fencing with hedges may be appropriate on the more rural edges of the IGWHS, but close-boarded fencing will not be supported.
- Scale and design of boundary treatment should be appropriate to the surrounding area and use of the site.

10 Annex 2 - Guidance for Development in the IGWHS

Figure 27: Traditional boundary treatments in stone and brick, sometimes with iron rails and gates, are key characteristics in the street scene



Hard Surfaces

10.135 Road surfaces, courtyards, paths, parking areas and other hard surfaces all contribute to the overall character of the IGWHS. The loss of surviving historic paving or use of inappropriate materials can have a serious impact on the authenticity and integrity of the IGWHS.

10.136 When considering proposals for boundaries it is important to consider:

- Retaining and repairing any historic brick pavers, garden paths or steps or stone flags where these are of significance to the Outstanding Universal Value of the IGWHS.
- For new work, reproduce historic detail appropriate to the location and character area of the IGWHS.
- Avoid large expanses of hard surfacing to the fore of properties where gardens and historic boundaries are of significance to the Outstanding Universal Value of the IGWHS.
- Avoid use of concrete or tarmac surfacing.
- Drives and parking areas should use informal surfaces such as gravel or bound gravel, or historically derived brick pavers.
- Use materials and colours that are appropriate to the historic environment, e.g., avoid 'Cotswold gravel' or granite setts where there is no historic precedent.

10 Annex 2 - Guidance for Development in the IGWHS

- Avoid painted road markings, e.g., for parking bays and demarcate with alternative brick treatments.
- Avoid signage, but, if necessary, consider design and location.

Figure 28: Use of sandstone setts, stone flags and brick pavers for new hard surfaces



Figure 29: Bound gravel paths and post and rail fencing preserve the more rural character of areas such as Coalport



Commercial Properties

10.137 Generally, the principles set out above apply equally to properties in retail or commercial use as to domestic properties.

10.138 Telford & Wrekin Council also has a guide detailing the principles of design for old and new shopfronts within conservation areas which should be used for proposals in the IGWHS:

- <https://www.telford.gov.uk/downloads/file/1429/>

[shop_fronts_and_signage_design_guidance_in_conservation_areas](https://www.telford.gov.uk/downloads/file/1429/)

10 Annex 2 - Guidance for Development in the IGWHS

Alterations, Extensions and Refurbishments – Key Guidance Points

In summary of the guidance set out within the section, the following broad principles should be followed for alterations, extensions and refurbishments.

Proposals should consider...

- Retain and repair all historic fabric where possible.
- Make alterations to historic buildings only if they are in sympathy with the host building, replicating its architectural style and materials.
- Use appropriate traditional materials, including lime mortar for pointing masonry.
- Avoid alterations to front elevations unless restoring lost historic detail.
- Installation of roof lights may be acceptable where not generally visible and where using conservation flush fitting types.
- Consider the detail of roofs, walls, window and door surrounds and chimneys, not just the materials.
- Carry out boundary treatments using traditional materials including cast iron railings, brick and stone walls or post and rail fences.
- Build garages, outbuildings and garden structures reflecting the character of the host building i.e., brick walling with a pitched tiled roof.
- Site outbuildings or extensions to the rear or in discreet locations.
- Any extension should be subservient to the original building and the design should not compete with either the host or adjacent buildings.
- Use windows, doors, dormers and boundary treatments that reflect the host buildings original design and materials, as well as the location's predominant styles.
- Use of historically appropriate paint colours and avoidance of non-historic surface treatments.

Proposals should avoid...

- Using upvc, composite or aluminium windows and doors or upvc rainwater goods, as they should instead utilise traditional and sympathetic materials.
- Using roof lights on elevations that can be viewed.
- Using double glazing where original windows exist as this will likely be resisted as it can lead to the loss of historic fabric. Secondary glazing would be preferred.
- Using Interlocking concrete, artificial slate or other modern materials for replacement roofs.
- Using flat roofs for garages, outbuildings and garden structures, unless the building is well hidden.
- Creating areas of hardstanding that dominate the site and propose unsuitable materials or result in the loss of original boundary features.

Discussion with a specialist conservation officer should always be sought prior to any works taking place through the appropriate pre-application enquiry route.

10 Annex 2 - Guidance for Development in the IGWHS

4.6 Redundant Buildings, Change of Use and Buildings at Risk

10.139 It is important to stop the accumulation of redundant buildings within the IGWHS. To reduce the risk to the IGWHS Outstanding Universal Value it is important that a viable economic community is supported to ensure that the local population can afford to remain within the IGWHS. A redundant building is at considerable risk of rapid deterioration through decay and vandalism, it is also a visible sign of neglect and decline.

10.140 Vacancy and the uncertainty of future uses threaten the Outstanding Universal Value of the IGWHS. Potential problems do not just relate to those buildings that are no longer in use now but to the significance of the IGWHS as a whole.

10.141 Over the centuries the IGWHS has seen incredible changes from the beginning of the industrial revolution to the post-industrial revolution. This has left many industrial buildings without the original use they were designed for. The production of goods has reduced over the years and the local economy is now much more directed to services, leisure and tourism, with just a small but significant remnant engaged in production.

10.142 Key industrial buildings and sites such as the Darby Furnace, Iron Bridge, Bedlam Furnace, Coalport China Works, Coalbrookdale Iron Works and Craven Dunhil tile works at Jackfield have been adopted by the Ironbridge Gorge Museum Trust or English Heritage and the guardianship, care and protection of these are generally well managed.

10.143 Buildings which are more susceptible to vacancy include places of worship, institutions, schools, large residential properties and commercial buildings.

10.144 These larger scale properties can often remain redundant for very long periods owing to difficulties in finding a use that is appropriate for the historic property and at the same time viable.

10 Annex 2 - Guidance for Development in the IGWHS

Figure 30: Redundant Buildings



10.145 Any applications being made for conversion of buildings or redevelopment of sites must have a detailed Heritage Statement and Heritage Impact Assessment appropriate to the significance of the site and should provide a robust justification for the degree of alteration or development. It will be generally expected that there will be no net harm on heritage significances, balancing the benefits of bringing a building or site back into use with identified impacts on all relevant heritage assets, including the IGWHS.

10.146 The sub-division of plots can have a dramatic effect on the character and appearance of designated and non-designated heritage and the Outstanding Universal Value of the IGWHS and will not be supported if the significance of a Heritage Asset or the Outstanding Universal Value of the IGWHS is damaged by the proposals.

10 Annex 2 - Guidance for Development in the IGWHS

Redundant buildings, Buildings at Risk, Change of Use – Key Guidance Points

As a general guide, for buildings of any scale or significance proposals should consider:

Proposals should consider...

- Principal structural walls should be retained and repaired with appropriate materials.
- Principal roof trusses and framing elements should be retained and similarly repaired.
- Original roof coverings should be retained (or, in the case of sheet materials replaced with an appropriate alternative, perhaps offering higher insulation standards).
- Original architectural features, fixtures and fittings should be retained.
- Original glazing opening patterns and lights should be retained and repaired where possible.
- Where possible (and consistent with a changed use) material evidence of the buildings original use should be kept – be it industrial, civic, or religious.
- There must be a net gain for biodiversity and habitats will not be damaged by conversion or redevelopment of a site.

Proposals should avoid...

- Alterations to the external appearance of the building.
- The introduction of new doors or windows, including roof lights.
- Harmful subdivision of buildings or curtilages.
- Insensitive signage inappropriate to the historic use of the building.

4.7 Museums, Monuments and the Visitor Economy

10.147 Much of the industrial heritage within IGWHS is held by the Museum Trust and it is essential that Telford & Wrekin and Shropshire Councils work closely, through the IGWHS coordinator's role, to help facilitate the maintenance and repair of the existing building stock and to assist and encourage a formal maintenance regime that will encourage volunteering and trade craft learning within the IGWHS.

10.148 Monuments found within the IGWHS are numerous and are now covered within the NPPF chapter 16 which instructs Local Planning Authorities to be less favourable in regards proposals that do not protect and retain monuments set within designated heritage assets.

10.149 It is essential that encouragement is given for conservation management plans to be drawn up for all monuments within the IGWHS and that regular surveys setting out planned maintenance programmes are developed and carried out by major building holders. Maintenance of the civic, religious and former industrial buildings is important to protect the fabric of the Outstanding Universal Value of the IGWHS and to set an example for other property owners within the IGWHS.

10.150 The visitor and service economy are vital to maintaining the viability of the communities within the IGWHS and will allow sufficient income to be generated, to be reinvested in the Outstanding Universal Value of the IGWHS.

10 Annex 2 - Guidance for Development in the IGWHS

10.151 As the Gorge is such a complex site to manage, the more well-designed statistical analysis of visitor and residential populations that can be undertaken the better. This would help inform and gain a greater understanding of the dynamics of the population and would be beneficial in balancing the residents' requirements with those of the visitors. Monitoring the demographics of the area, number of residents, householders or rentals etc. could provide useful markers.

10.152 The need to achieve a balance between essential services and community facilities for residents (school, pubs, food shopping, financial and other services, local health facilities, places of worship, community halls etc.) and the provision of tourist-oriented services (cafes, restaurants, gift shops, accommodation etc.) remains an on-going challenge.

Museums, Monuments and Visitor Economy – Key Guidance Points

Proposals should consider...

- Having an up-to-date Conservation Management Plans for all key monuments.
- Making sure that regular condition surveys and planned maintenance programmes are in place.
- That tourist accommodation proposals will be supported where no damage to the Outstanding Universal Value of the IGWHS will take place.
- That retention of local services will be encouraged, and any loss will need to be fully justified.
- That proposals that provide further tourist experience within the IGWHS and allows further understanding of the Outstanding Universal Value of the IGWHS will be considered on merit.

10.5 Guidance for the Maintenance and Development of Infrastructure

10.153 Infrastructure refers to the basic physical systems of a business, region or nation. These systems tend to be capital intensive and high-cost investments that are vital to economic development and societal prosperity. For the IGWHS the main aim is to develop sustainable, resilient and inclusive infrastructure ranging from access to highways, maintaining economic prosperity in businesses, improving and maintaining the Green Network and protecting and enhancing neighbourhoods from the effects of climate change.

10.154 Protecting the existing historic building stock within the IGWHS and building in resilience into infrastructure is critical to combat the negative impacts on the environment of the IGWHS.

10.155 Climate resilience will become a priority over the coming years, with the likelihood of regular extreme weather increasing. The need to push for sustainable development and to protect and enhance our natural and built environment will become ever more interconnected.

10.156 Climate change will impact the buildings, flora and fauna and land stability within the IGWHS. It is critical to plan for this so that mitigation and adaption are built into new development and infrastructure.

10 Annex 2 - Guidance for Development in the IGWHS

10.157 New infrastructure developments will need to be designed to accommodate prolonged and heavy rain and long periods of drought. Maintaining businesses within the IGWHS and allowing them to prosper during extreme weather events is vital. Large gutter profiles, bigger hoppers and additional downpipes on rainwater goods, grey water recycling and storage facilities should be considered. Hard landscaping must be designed to allow for permeability of rainwater to reduce run-off.

10.158 Protecting the Green Network should remain fundamental to maintaining the identity of the IGWHS which is valued by its local communities. In addition, highways should be properly maintained with potential improvements being carefully thought out so as not to compromise movement.

10.159 There is an opportunity through the provision of new infrastructure, to secure the future economic viability of the IGWHS. Carefully thought-out projects which improve businesses, enhance the Green Network, develop climate resilience in historic buildings or streamline movement, should all look to sustain and improve the future of the IGWHS whilst continuing to protect its Outstanding Universal Value.

Infrastructure Development Proposals - Key Guidance Points

Proposals should consider...

- All new development proposals are required to show how climate resilience is built into the design reflecting the Outstanding Universal Value of the IGWHS and the immediate surroundings of the proposal.
- New infrastructure development must also be able to show that the proposals have taken into account the Outstanding Universal Value of the IGWHS, and the design reflects the immediate surroundings of the development both in appearance and materials.
- Infrastructure proposals affecting the historic built environment need to show through a thorough Heritage Impact Assessment how the proposals have built in climate resilience and that the design will enhance the heritage context.
- Hard landscaping must be constructed providing sufficient permeability to restrict water runoff.

Waterways and Pools

10.160 The waterways, both manmade and natural, within the Gorge will play a significant role in how climate change will impact the communities and the Outstanding Universal Value of the IGWHS.

10.161 All mitigation planned to assist with climate change must take into account the Outstanding Universal Value of the IGWHS and be designed to fit in with the immediate surroundings.

10.162 The Environment Agency are responsible for drawing up climate resilience plans for the River Severn within the IGWHS.

10 Annex 2 - Guidance for Development in the IGWHS

10.163 Along with engineering solutions, flood risk in the IGWHS should be an important design consideration and design should be in line with any Sustainable Drainage Developer Guidance documents and the relevant Local Authorities (Telford & Wrekin Council or Shropshire Council) Local Flood Risk Management Strategy.

10.164 Designing 'out' flood disasters can, if care is not taken, result in designing 'in' intrusive elements, structures and massing of developments that have an impact on the historic grain of a place. Flood defence engineering requires extra vigilance when designing in the context of a WHS and the sensitivity of the area should be considered at the outset of the design process.

10.165 It will be necessary to take a co-ordinated approach to plans for flood mitigation with the local communities part of the decision-making process.

10.166 Telford & Wrekin Council manage pools in their ownership using silt-traps that have been installed, working with the Severn Gorge Countryside Trust and their Management Plan when necessary. Many pools are in private ownership and, like many of the pools in the Gorge, access to these can be difficult and many are not de-silted on a regular basis. In extreme cases, enforcement legislation is available to statutory bodies to rectify this maintenance issue although it is rare for this to be used.

Waterways and Pools – Key Guidance Points

Proposals should consider...

- All mitigations planned to assist with climate change must take into account the Outstanding Universal Value of the IGWHS and be designed to fit in with the immediate surroundings.
- Mitigation should reflect future sustainable drainage developer guidance and Telford & Wrekin's and Shropshire's Local Flood Risk Management Strategy.
- Both Telford & Wrekin and Shropshire Council will continue to develop a co-ordinated approach to engineering works.
- Encouragement will be given to private owners to manage their pools in a sustainable manner to facilitate maximum water capture.
- Telford & Wrekin and Shropshire Council will work where appropriate with the Severn Gorge Countryside Trust to manage the pools in their ownership.

Proposals should avoid...

- Engineering works which are obtrusive.
- Design should reflect the materials, scale and massing of the immediate surroundings.

Maintenance of Highways, Structures, Bridges and Public Realm

Highways

10.167 Highways are critical to economic and social performance and productivity, providing a key form of connectivity to our immediate surroundings and beyond. This is no less the case for the IGWHS and as such the highways within the IGWHS and its setting have the potential to impact on the Outstanding Universal Value of the IGWHS.

10 Annex 2 - Guidance for Development in the IGWHS

10.168 Within the IGWHS there are well-defined linear routes to either side of the River Severn, and further steep principal routes rising up through Coalbrookdale along Dale Road and Wellington Road, towards Madeley along Legges Way. Otherwise, the historic settlement roads and lanes are tight, constricted and literally zigzag up the slopes of the gorge with narrow awkward junctions. Lanes can quickly become blocked and impassable during high levels of traffic. Some of the narrow lanes such as Belle Vue Road and St Luke's Road in Ironbridge and School Road and Woodside Road suffer from parking pressures and over-use. In Ironbridge where larger vehicles attempt access for delivery, this often causes damage to curtilage structures due to constricted routes. The hillside areas are subject to a Traffic Regulation Order.

10.169 The repair and maintenance of the highways within the IGWHS requires a multi-disciplinary and cross-Council team to manage the design of the highways so that the IGWHS Outstanding Universal Value is taken into account and materials are appropriate and relate to the area that the highway is located in.

10.170 Retaining walls constructed to stabilise the Gorge and that are visible from the public realm should be constructed using materials that relate to the Outstanding Universal Value of the IGWHS. The selection of the correct type and colour of bricks need to relate to the location's historic materials. The use of large concrete retaining walls will be discouraged as they are out of keeping and do not weather into their surroundings.

Highways - Key Guidance Points

Proposals should consider...

- That Telford & Wrekin and Shropshire Council will continue to develop a co-ordinated approach and will involve other partners in regards highways improvements and works.
- That materials suitable to the local immediate surrounds should be used for all retainingwalls and boundary treatments. Plastic and other materials not found within the built heritage should not be used within the IGWHS.

Structures and Bridges

10.171 The structures and bridges within the IGWHS are numerous, some are designated as protected in their own right and some are more modern. It is important that these are maintained in the most sympathetic manner using the correct method and materials to maintain the Outstanding Universal Value of the IGWHS.

10.172 The structures and bridges are within the ownership of various parties and a co-ordinated approach is central to the ability to protect the Outstanding Universal Value from being damaged by inappropriate maintenance or repair techniques.

Public Realm

10.173 The term 'public realm' can be defined and understood in different ways. For the purposes of this SPD, it is defined as all the highway and hard surfaced spaces within the IGWHS which are freely accessible by the public. This includes the streets, roads, footpaths and public spaces. It does not however, include the green open spaces and woodland.

10 Annex 2 - Guidance for Development in the IGWHS

10.174 In common with most compact settlements a mixture of commercial activity, high levels of traffic, tourism hubs, and light industry, results in a wide range of different features that tie the IGWHS together. Street furniture, railings, pavement surface treatments, signage and service infrastructure are integral to the enjoyment of the public realm and without proper direction can end in an inappropriate mixture of different styles.

10.175 The use of sympathetic pavement surface treatments within the IGWHS is extremely important as it links the built heritage together and sets the buildings within the landscape. It is therefore important that materials used are of quality and natural for the immediate surroundings. For example, the use of manmade materials like plastic is not appropriate within the IGWHS.

10.176 Close boarded fencing would not be appropriate to be used as a boundary treatment within the public realm of the IGWHS. Cast iron or wrought iron railings or brick walls in the appropriate size, colour and laid in the correct bonding pattern should be used.

10.177 Public realm signage is integral to the general understanding of the IGWHS, by their nature signage is intended to grab the attention of visitors through either directing, informing or warnings. These should therefore be appropriately placed and should also look to remain consistent with the historic signage that is already set within the IGWHS as well as not becoming overbearing or rising significantly in numbers.

10.178 In some parts of the gorge there is a more rural character where timber fences, simple park railings and agricultural features are more prevalent. Greater concern with public safety means that there are more railings today than in the past, protecting drops and water courses.

10.179 Utilities work is often necessary in the gorge and affects the public realm. Most of this work is not controlled through Planning Permission but has the potential to impact upon Outstanding Universal Value of the IGWHS. It is expected that utilities providers will employ good design principles and select appropriate materials for 'making good' pavements, road surfacing and kerb stones following any necessary works. Both Telford & Wrekin Council and Shropshire Council work closely with utilities provers locally on this issue.

10 Annex 2 - Guidance for Development in the IGWHS

Public Realm - Key Guidance Points

Proposals should consider...

- Developing multi-disciplinary Local Authority working groups to coordinate highway improvements, utilities work, major infrastructure, flood and river management, public transport etc.
- The coordination of physical works that do not require planning permission or impact on traffic but is within the control of Telford and Wrekin Council / Shropshire Council and other major stakeholders, should be carried out in a compatible manner.
- Producing best practice guidance for the Conservation Area including utilities installations, upgrades, repairs and road works. Work with the major local utility companies to encourage a partnership approach.
- That materials used within the IGWHS should be related to the historic built heritage and that modern manmade products should not be used.
- That boundary treatments and retaining walls should reflect the historic treatments found in the immediate surroundings.

Proposals should avoid...

- A proliferation of public realm signage, this should be kept to the minimum and the historic signage should be retained.

10.6 Guidance for Development Affecting the Setting of the IGWHS

10.180 The setting of the IGWHS is an important consideration in the context of its Outstanding Universal Value. Care must be taken when designing developments at the entrances or immediately adjacent to the boundary of the IGWHS, or in more distant locations that could nevertheless impact upon its setting. Poor quality development within the setting of the IGWHS can be harmful to its Outstanding Universal Value. The following guidance provides an overview of the considerations when proposing development within the setting of the IGWHS.

10.181 For potential development sites in the setting of the IGWHS, early and appropriate consideration of the site's context should be undertaken (including the significance of the proposed development site and its contribution to the setting and Outstanding Universal Value of the IGWHS) to help to inform the development of appropriate proposals. Both Telford & Wrekin Council and Shropshire Council offer pre-application services that may be of benefit in this process.

10.182 Proposals in these locations should represent and achieve high-quality design which reflects and respects:

- Heritage assets on the site itself.
- Heritage assets within the wider area (including the IGWHS).
- If appropriate, the design, layout, scale, materials and massing of development that may have occurred on the site itself in the past.
- The design, layout, scale, materials and massing of nearby buildings and built form - including that within the IGWHS*.

10 Annex 2 - Guidance for Development in the IGWHS

10.183 *Due to the scale and diverse characteristics of the IGWHS and its setting, the manner in which development proposals within different parts of the setting can impact on the Outstanding Universal Value of the IGWHS and as such the actions needed are varied. The design, layout, scale, materials and massing influences will also inevitably vary from one part of the setting to another. The advice in Sections 3 and 4 of this Annex provides useful guidance and aids understanding in respect of the form, density, height, materials and detailing within the IGWHS and should be appropriately taken into consideration.

10.184 Particular emphasis must be placed on the quality of place making, applying high-quality design of both built form and landscaping, and ensuring the selection of appropriate good quality and sustainable materials. In general, given the scale and forms of buildings within the IGWHS and its organic evolution, buildings of atypically large or bulky mass will not be supported, or repetitive uniform layouts. Larger developments will be expected to be broken down and provide variety in layout, heights and designs, whether of individual detached buildings, or single buildings of larger mass.

10.185 Because of the international importance of the IGWHS the use of standard materials may not be appropriate even outside its boundary, and Design and Access Statements and Heritage Statements / Heritage Impact Assessments will need to demonstrate a robust argument to support proposals that depart from the usual approach. Modern architectural designs that diverge from the established traditions of the IGWHS may be considered for 'landmark' buildings but will still need to demonstrate a harmony and legible relationship to the historic environment and employ the highest standards of design and materials compatible with the international importance of the IGWHS.

10.186 No two sites are the same and the contribution that potential development sites make to the Outstanding Universal Value of the IGWHS will inevitably vary. This will need to be carefully analysed and set out in any Heritage Impact Assessment or Heritage Statement for a potential development site, to support a Planning Application. In particular, it is advised that the methodology for assessing the contribution a development site makes to settings, and thereby the significance, of any heritage assets affected (including the Outstanding Universal Value of the IGWHS) set out within Historic England's 'Historic Environment Good Practice Advice in Planning: 3: The Setting of Heritage Assets (2nd Edition)' is followed in full.

10.187 Development along the skyline of the valley (north and south sides) where rooves or infrastructure could break the illusion of continuing woodland or interrupt the skyline should be subject to sensitive design and layout and if appropriate be supported by suitable mitigation - for instance through additional tree planting. Where an appropriate design and layout (supported by suitable mitigation) is not possible, such development will usually be discouraged.

10.188 The setting of IGWHS should be protected by preventing inappropriate development which causes additional intrusion into existing woodland zones or key areas of landscape quality.

Development within the Setting of the IGWHS - Key Guidance Points

Proposals should consider...

- Undertaking an analysis of the heritage significance of the proposed development site and its contribution to the Outstanding Universal Value of the IGWHS prior to drawing up any proposals for the design and development of the site.
- Undertaking appropriate pre-application discussions with the relevant Local Authority (Telford and Wrekin Council or Shropshire Council) to inform proposals within the setting of the IGWHS.
- Reflecting and respecting the design, layout, scale, materials and massing of nearby buildings and built form, including that within the IGWHS itself.
- That the introduction of modern architectural styles will only be supported in appropriate locations where high-quality design is achieved, and where appropriate high-quality materials are utilised. Whenever possible this should also make the story or history of the IGWHS more accessible.
- Important views and landscape features that contribute to the setting of the IGWHS should be protected.
- Design and Access Statements and Heritage Statements / Heritage Impact Assessments will need to show an emphasis placed on the quality of place making through using the adjacent IGWHS principles, including those of urban design, landscaping and the selection of materials.

Proposals should avoid...

- Breaking the skyline or damaging the illusion of unbroken woodland.
- Adversely affecting key views into or out of the IGWHS.
- Overbearing structures or massing.