

TWC/2021/0670

Former Doseley Works (Phase 3C2), Doseley, Telford, Shropshire  
Erection of 23no. dwellings with associated garages and access\*\*\*amended plans and  
amended description\*\*\*

**APPLICANT**

David Wilson Homes Mercia

**RECEIVED**

28/06/2021

**PARISH**

Dawley Hamlets

**WARD**

Horsehay and Lightmoor

**AS THIS IS A MAJOR APPLICATION AND REQUIRES A S106 AGREEMENT, THIS APPLICATION IS TO BE DETERMINED BY MEMBERS OF THE PLANNING COMMITTEE.**

Online planning file:

<https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?ApplicationNumber=TWC/2021/0670>

**1.0 SUMMARY RECOMMENDATIONS**

1.1 It is recommended that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to S106 agreement, conditions and informatives set out in the recommendation below.

**2.0 APPLICATION SITE**

2.1 The site is located off St Lukes Road and forms part of the former Doseley Pipeworks. The site covers an area of approximately 0.20 hectares. It is surrounded by the ongoing development of the Doseley Pipeworks and residential development of Lightmoor to the south, beyond an existing tree belt.

2.2 The site is located within the built up area of Telford on previously developed land. There are no nearby statutorily Listed Buildings or Conservation Areas.

**3.0 APPLICATION DETAILS**

3.1 This application seeks full planning permission for the erection of 23no. dwellings with associated garages and access following receipt of amended plans and an amendment to the description.

- 3.2 The application has been submitted by Barratt Homes West Midlands whom are involved in the redevelopment of other later phases of the Doseley Pipeworks.
- 3.3 The proposal has been submitted as a Full application on the basis that previous reserved matters applications have been approved which total 460 dwellings, as stipulated in the Outline consent. This application therefore seeks approval of additional units above this figure (an additional 23) and will also therefore be subject to additional S106 financial contributions as set out below.

#### **4.0 PLANNING HISTORY**

- 4.1 The former Doseley Pipeworks has been part of an ongoing phasing of development since the granting of Outline permission (TWC/2012/0650) in 2014 for up to 460 dwellings.
- 4.2 There have been various phases of development with the following being those which are approved and currently being implemented as Reserved Matters application, subsequent to the above Outline consent:

TWC/2012/0650 – 460 dwellings (Outline)  
TWC/2014/0237 - Phase 2 - 192 dwellings (Reserved Matters)  
TWC/2019/0441 – Phase 3a – 93 dwellings (Reserved Matters)  
TWC/2020/0142 – Phase 3b – 115 dwellings (Reserved Matters)  
TWC/2021/0053 – Phase 3d – 35 dwellings (Reserved Matters)  
TWC/2021/0530 – Phase 3c1 – 24 dwellings (Reserved Matters)

#### **5.0 RELEVANT POLICY DOCUMENTS**

- 5.1 National Planning Policy Framework (NPPF)  
National Planning Practice Guidance (NPPG)
- 5.2 Telford and Wrekin Local Plan (TWLP) (2011-2031):
- SP1 Telford
  - SP4 Presumption in favour of sustainable development
  - HO1 Housing requirement
  - HO4 Housing Mix
  - HO7 Specialist Housing Need
  - NE1 Biodiversity and geodiversity
  - NE2 Trees hedgerows and woodlands

NE6 Green Network  
C3 Implications of development on highways  
C4 Design of Roads and Street  
C5 Design of Parking  
BE1 Design Criteria  
BE10 Land Contamination  
ER8 Waste planning for residential development  
ER11 Sewerage systems and water quality  
ER12 Flood Risk Management

Homes for All: Providing Accessible, Supported and Specialise Housing in Telford and Wrekin Supplementary Planning Document (SPD) – adopted January 2022.

First Homes Policy Position Statement – published January 2022.

- 5.3 Following the adoption of the Homes for All SPD in January 2022 and the publication of the Council’s Policy Position Statement on First Homes on the 6<sup>th</sup> January 2022, the matters arising from these documents are considered and discussed in the Committee Report below.

## **6.0 NEIGHBOUR REPRESENTATIONS**

- 6.1 The application has been publicised through a Site Notice, Press Notice and direct neighbour notification.
- 6.2 The Local Planning Authority received 2 neighbour representations objecting to the scheme on the following summarised grounds:
- Local infrastructure cannot support additional houses;
  - A secondary access is necessary
  - Concern over approval being granted in phases;
  - Traffic calming on St Lukes Road needed.

## **7.0 STATUTORY REPRESENTATIONS**

- 7.1 **Dawley Hamlets Parish Council –**  
No comments received.
- 7.2 **Cllr Jayne Greenaway and Cllr Raj Mehta (Ward Members) –**  
No comments received.

7.3 **Highways, Arboricultural, Healthy Spaces, Ecology, Drainage, Environmental Health (Contaminated Land), Housing, Planning Policy –** Support subject to conditions / S106 contributions.

7.4 **Coal Authority (CA) –** No objection:

Whilst the overall outline site and access to the site falls within the Development High Risk Area, this has been dealt with accordingly under previous phases. The current site application boundary falls within the Development Low Risk Area and therefore, the CA raise no objection subject to an appropriately worded informative.

7.5 **Shropshire Fire Service – Comment:**

As part of the planning process, consideration should be given to the information contained within Shropshire Fire and Rescue Service's "Fire Safety Guidance for Commercial and Domestic Planning Applications" document.

## 8.0 APPRAISAL

8.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- Principle of development / Policy Background
- Design
- Highways impacts
- Other matters
- S106 Agreement

### 8.2 Principle of development / Policy Background

8.2.1 The site is located on previously developed land, falling within the Telford Built-up area and is therefore in principle an acceptable location for development under Policy SP1.

8.2.2 The site area is 0.20 hectares and the proposal constitutes 23no dwellings, which is 22units over and above those given under the Outline consent in 2014.

8.2.3 The First Homes scheme was introduced in May 2021 through a Written Ministerial Statement and planning practice guidance. First Homes will not apply to sites with full or outline planning permissions already in place or determined before 28 December 2021, or 28 March 2022 where there has been significant pre-application engagement. On the basis of two formal pre-application workshops, the position for affordable housing remains unaltered and the First Homes scheme will not apply to this site.

- 8.2.4 In respect of the Homes for All SPD, discussions had taken place on this application pre-submission and during submission and the SPD advises at para 2.9 that Full applications that have not been determined or sites with planning permission, on the above date, will not be subject to this guidance; however, any new applications on these sites will be assessed against this guidance. As such, the requirement of the SPD will not apply to this site.
- 8.2.5 The proposals supports Policy HO4 of the TWLP which promotes a mixed delivery of housing types, sizes, and tenures. The policy states that “*The Council will require major development to deliver housing that will meet the changing needs of households over time*”
- 8.2.6 Whilst falling within the same site area as the Outline consent (TWC/2012/0650), the proposal has been submitted as a Full application as these dwellings would result in a greater number of dwellings than approved at outline stage. The application has therefore been considered afresh, but taking account of the context of the wider sites development. Specific matters which needed concern were design and the impacts on the local highways network, which are discussed below.
- 8.2.7 In principle the residential development of this site is considered acceptable and in general accordance with strategic policies set out within the TWLP.

### **8.3 Design**

- 8.3.1 In terms of design, Phase 3C(2) (as this has been referred to within its submission, by the applicants) includes a range of housetypes, reflecting similar housetypes to those already used in previous phases of the development, with a sympathetic palette of materials to complement its setting.
- 8.3.2 The proposal is considered to respond positively to its context and respect the character of the surrounding area and the overall design rationale for the redevelopment of Doseley Pipeworks.
- 8.3.3 Of the 23 dwellings, 18 are below National Design Space Standards (NDSS). The deficit ranges from 1.8sqm to 9sqm. Whilst Officers do not wish to promote non NDSS compliant homes, this site is centrally located within an already established character area whereby housetypes have undergone years of consideration by Officers and as such, on balance, it is considered that this deficit is not significant on this scheme.
- 8.3.4 In terms of private amenity space, all of the proposed dwellings provide adequate garden space commensurate with the size of the dwelling.

#### *Sustainability*

8.3.5 The Design & Access Statement outlines the variety of sustainable credentials which the development would provide. These are summarised below:

- The building will adopt a “fabric first approach” to improve thermal performance;
- ‘A’ rated boilers and appliances;
- Low energy LED lighting throughout;
- High levels of airtightness through good detailing;
- Water meters;
- Flow restricted showers and tap fittings, and dual-flush WCs;
- Reduced capacity baths

8.3.6 In respect to design, the application complies with the requirements of Policy BE1.

#### **8.4 Highways Impacts**

8.4.1 The application is supported by a Transport Statement (TS) and Transport Note which demonstrates an additional 15-16 additional movement per peak hour. It is considered in this instance that there is no technical highways case with which to sustain an objection based upon the traffic movements of an additional 23 dwellings, when set against the previously consented background development under the 2012 outline and offset against the increased amount of homeworking that has occurred since then, which is likely to continue longer term.

8.4.2 In terms of parking, the proposals exceed the Local Plan parking standards, with a requirement for 52 spaces based upon the breakdown of dwellings provided, with a total of 58 spaces shown, inclusive of suitably sized garage spaces.

8.4.3 The proposals seek to utilise the existing site access location from St Lukes Road. The Council’s Highways team have considered the layout, technical highway design, parking design and provision and turning areas and raise no objection following receipt of revisions to the site layout. Officers are satisfied that the proposal meets the requirements of policies C4 and C5 in this respect.

8.4.4 The Local Highways Authority have highlighted that there are no pedestrian links directly from this application site to The Bache, which is in part due to third party land ownership and existing level differences between this and the approved Phase 3B).

8.4.5 Nevertheless, this part of the site has had outline consent for residential development and also a former Phase 3 reserved matter approval for a wider area and as such, the principle of development in this part of the wider Doseley Pipeworks site has already been established and found to be acceptable and sustainable.

8.4.6 The previous outline consent provided contributions towards highways improvements on Frame Lane. Based on the previously agreed figures, plus indexation, this translates to a figure of £503.81 per dwelling, which informs a financial contribution of £11,588 (£503.81\*23dwellings) towards the previously established scheme of off-site highway works on St Lukes Road.

8.4.7 Accordingly the Local Highway Authority raise no objection to the development, subject to the conditions and informatives outlined in the recommendation.

## **8.5 Other Matters – Arboriculture, Ecology, Archaeology, Noise, Drainage, Contamination, Coal Mining, Healthy Spaces, Affordable Housing, Education**

### **Arboricultural**

8.5.1 There are no mature tree specimens on or immediately adjoining the site that are affected by the development and as such, an Arboricultural Impact Assessment was not necessary to support the application.

8.5.2 A number of street trees are proposed on the site layout, and these will be secured through the Section 38 highways design, conditioned to any planning permission.

### **Ecology**

8.5.3 The application is supported by a Preliminary Ecological Appraisal which advises that the site comprises of bare ground, short ephemeral vegetation, scattered scrub and standing water. The habitats present are assessed as being of low to negligible value. No habitats of principal importance for nature conservation are present on the site.

8.5.4 There are no potential bat roost features within this phase however conditions are imposed for a lighting plan and bat roost mitigation.

8.5.5 The site has potential to support nesting wild birds and works to clear vegetation should occur outside of the nesting season or under ecological supervision. There is also a condition imposed for bird boxes.

8.5.6 With respect to Great Crested Newts (GCN), the Ecological Appraisal does not acknowledge that this full application sits within a wider site has been being worked, for a number of years, under an EPS Mitigation Licence for great crested newts. The table setting out nearby EPS Licences fails to recognise the licence which is relevant to this development site and the PEA talks about RAMS for GCN but does not discuss the need for the works to occur under the active mitigation licence for the site.

8.5.7 The ecological conclusion is that the development of this phase must occur under an EPS Licence with respect to great crested newts and to that end, a condition is included to secure this.

### **Archaeology**

8.5.8 The application is supported by an Archaeological Desk Based Assessment. This is a known constraint and is currently being dealt with across the entirety of the site under the outline consent.

8.5.9 As such, it is considered that archaeology is not a constraint to development and Shropshire Historic Environment Team made 'no comment' on this application requiring any further conditions beyond those imposed on the previous consents.

### **Noise**

8.5.10 The application is supported by a Noise Assessment which concludes that the noise levels in this location are considered reasonable should acoustic ventilation be provided to sensitive rooms facing roads. In addition, a proposal to include acoustic fencing to the westerly edge of the development along garden areas is proposed with a suggested specification.

8.5.11 As such, it is considered that noise is not a constraint to development subject to the conditioning of the mitigation measures outlined in the Noise Report.

### **Drainage**

8.5.12 The Local Lead Flood Authority (LLFA) have raised no objection to the application, subject to a condition which secures the implementation of the submitted drainage strategy.

### **Contamination**

8.5.13 The application is supported by a Land Contamination Assessment. The site has been identified as potentially contaminated land as a result of past activities to include extensive quarrying, associated spoil heaps and in more recent times a concrete works.

8.5.14 This is a known constraint and is currently being remediated on other phases of the former Pipeworks site.

8.5.15 As such, it is considered that contamination is not a constraint to development and can be conditioned accordingly.

### **Coal Mining**

8.5.16 The Coal Authority indicates that the eastern extent of the existing access road to the proposed development lies in an area where historic unrecorded coal mining activity is likely to have taken place at shallow depth.



8.5.17 However, the part of the site where the new development is proposed lies outside of the defined High Risk Area. The Geo-environmental Assessment (July 2025, prepared by Georisk Management) produced to inform residential development across a wider area, including at the current application site, also confirms that the area is not affected by past shallow coal mining activity. As such, the Coal Authority raises no objection to this planning application.

### **Healthy Spaces**

8.5.18 Healthy Spaces have confirmed that they raise no objection to the application subject to a condition requiring the submission of a more detailed Landscape Management Plan (LMP).

8.5.19 The development does not meet the triggers requiring the provision of on or off-site recreation.

### **Education**

8.5.20 Schools within the vicinity of the development are largely full and there is increasing pressure on the Education Department to expand the school at Lightmoor due to the expansion of the footprint of Lightmoor Village. Given that there are 1,855 properties projected to be completed within the next five years in the SW planning area any further consented housing will add to the pressure on places.

8.5.21 Therefore, as a full major planning application, contributions are being sought for both primary and secondary provision.

### **Affordable Housing**

8.5.22 The application proposes to provide 25% affordable housing on site, with a mix of 2 and 3 bed dwellings with a tenure split of 20% shared ownership and 80% affordable rent. This is in accordance with the requirements of Policies HO 5 and HO 6. First Homes do not apply to this site, as set out above.

8.5.23 A plan has been submitted showing the location of the affordable housing. Taking into consideration the neighbouring development site layout and the number of affordable homes within the cluster, the distribution of the affordable units is acceptable.

8.5.24 The affordable housing provision will be secured by S106 agreement as set out below.

## **8.6 S106 Agreement**

8.6.1 Any planning consent would be conditional on the agreement of a S106 agreement to secure the following:

- Financial contribution of £115,215.00 towards primary school expansions in the south-west of Telford;
- Financial contribution of £48,461.00 towards secondary school expansions in the south-west of Telford;
- Financial contribution of £11,588.00 towards off-site highway improvement works on St Lukes Road;
- On-site affordable housing provision (25% i.e. 6 dwellings) – as per plan ref: 7324.DOS3C2.AHP.008 Rev A;
- S106 Monitoring Fee of £1,862.64 (1% of the total amount above).

8.6.2 In determining the required planning obligations on this specific application the following three tests as set out in the CIL Regulations (2010), in particular Regulation 122, have been applied to ensure that the application is treated on its own merits:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development;
- c) fairly and reasonably related in scale and kind to the development.

## 9.0 CONCLUSIONS

9.1 Whilst the application is an increase on the amount of dwellings on the Doseley Pipeworks as was approved in 2014, the Local Highways Authority consider that the marginal increase of 23 dwellings utilising the local highways network would not result in an unacceptable impact on highway safety, and neither would the residual cumulative impacts on the network be made severe. As such, in accordance with para 111 of the NPPF, the development should not be refused on highways grounds.

9.2 The proposal is considered to be a sustainable form of development on previously developed land, which is deemed to be compliant with the Telford & Wrekin Local Plan 2011-2031 and the guidance contained within the NPPF.

## 10.0 DETAILED RECOMMENDATION

10.1 Based on the conclusions above, it is recommended that Delegated Authority be granted to the Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** (with the authority to finalise any matter including conditions, legal agreement terms, or any later variations) subject to:

- A) The applicants entering into a S106 agreement to incorporate a
  - i) Financial contribution of £115,215.00 towards primary school expansions in the south-west of Telford;
  - ii) Financial contribution of £48,461.00 towards secondary school

- expansions in the south-west of Telford;
- iii) On-site affordable housing provision (25% i.e. 6 dwellings) – as per plan ref: 7324.DOS3C2.AHP.008 Rev A;
- iv) Financial contribution of £11,588.00 towards off-site highway improvement works on Frame Lane;and,
- v) S106 Monitoring Fee of £1,862.64 (1%).

B) The following conditions (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):-

A04 Time Limit Full  
B032: Road Design  
B057: Land Contamination  
B121: Landscaping design  
B126: Landscape Management Plan  
B145: Lighting Plan  
CUSTOM: Bat & Bird Boxes  
CUSTOM: EPS License  
CUSTOM: Risk Avoidance Measures  
B150: Site Environmental Management Plan  
C002: Materials as submitted  
CUSTOM: In accordance with Noise Report  
C013: Parking & Turning Areas  
C070: Trees – no burning  
C072: Trees – materials storage  
C073: Hedge Protection  
C074: Tree Protection  
C030: In accordance with Drainage Plans  
C38: In accordance with plans

*Informatives:*

S106  
Nesting Wild Birds  
Shropshire Fire Authority  
Coal Authority Low Risk Area  
Street Name & Numbering