



Telford & Wrekin
Co-operative Council

Protect, care and invest
to create a better borough

Telford and Wrekin Local Plan Review

Submission Version

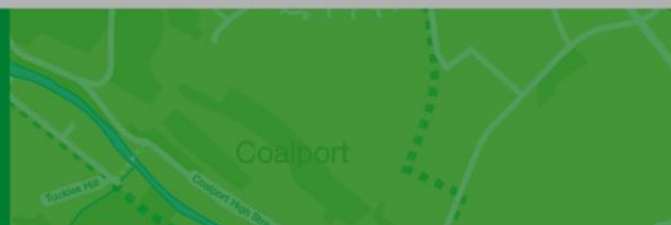
Stalled Sites Topic Paper



2020 - 2040



September 2025



Contents

1	Introduction	2
2	National Policy Context	2
3	Understanding Stalled Sites	3
4	Impact on the Local Community	3
5	Identifying Stalled Sites	5
6	Unlocking Stalled Sites	5
7	Conclusion	6
8	Annex A - Stalled sites owner letter, example	7
9	Annex B - List of identified stalled sites	11

Stalled Sites Topic Paper

1 Introduction

1.1 Telford and Wrekin, like many other areas in the United Kingdom, face the persistent challenge of stalled development sites. These sites, which are often partially developed or left abandoned due to financial, planning, or market issues, can have a significant impact on local communities and the broader urban landscape.

1.2 A further challenge comes from sites that have been granted permission but have not progressed due to unrealistic expectations around delivery and constraints that leads to the lapse of planning permission.

1.3 This paper aims to support the policy and objectives of the local plan by outlining how the Council intend to unlock stalled sites.

1.4 The issue can be summarised as:

- The Council have identified 27 stalled sites in the borough so far
- These sites could deliver around 360 homes
- 9 sites have lapsed planning permissions
- They amount to 8ha of brownfield land
- 19 sites have been subject to planning enforcement action
- 18 sites out of 27 sites are in high profile town centre locations

2 National Policy Context

2.1 NPPF places an obligation on the LPA to pursue a 'Brownfield First' approach to planning policy and decision making. Paragraph 124 requires a clear policy strategy to meet identified development needs 'in a way that makes as much use as possible of previously-developed or 'brownfield' land'.

2.2 Paragraph 125c requires that planning authorities 'give substantial weight to the value of using suitable brownfield land' stating that proposals should be approved unless substantial harm. would be caused.

2.3 Further to this Paragraph 125c requires the LPA to 'support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land'.

2.4 Paragraph 126 requires the LPA to be proactive in bringing forward land that is identified as being suitable for development and utilise the full range of powers to assist in this including compulsory purchase where required.

2.5 The TWC Stalled Sites policy seeks to exceed the requirements of the NPPF and enable a proactive approach to applying NPPF and PPG to prioritise the development of brownfield sites and in particular unlocking stalled sites.

2.6 Whilst the Council will always seek to work with landowners to bring stalled sites forward, but this policy sets out the steps that ultimately end in the utilisation of Compulsory Purchase Order powers under section 226 Town & Country Planning Act 1990. This power permits a local authority to acquire land compulsorily where it thinks the development, redevelopment or improvement of the land will bring about the economic, social and/or environmental well-being of its area and clearly aligns with the goals of the Council when applied to stalled sites.

Stalled Sites Topic Paper

2.7 To enable the CPO to be granted, the Council will either work with a development partner or utilise in house teams to create a suitable scheme that will then be taken forward for development. The Council has the option to dispose of the land directly to the partner to deliver independently, develop the scheme in partnership or deliver the scheme directly.

2.8 In alignment with the Council's Housing Strategy, the Council will seek to prioritise uses that encompass affordable, social, specialist or supported housing for residential sites.

2.9 Where stalled sites are subject to Building Control or Planning Enforcement notices and have costs secured against, the Council will, where relevant, seek to recover costs through an enforced sale of the land. When sites are acquired by the Council in this manner, the Council will follow the same process as land acquired through CPO to develop and deliver a scheme either directly or indirectly.

3 Understanding Stalled Sites

3.1 Stalled sites are parcels of land where development has commenced but has been halted for an extended period. The reasons for this can be multifaceted:

- **Economic Factors:** Fluctuations in the housing market, changes in financial viability, or the insolvency of developers.
- **Technical and Environmental Constraints:** Unexpected site conditions, such as contamination or complex ground conditions, which can increase development costs.
- **Market Dynamics:** Shifts in demand for particular types of housing or commercial spaces.
- **Land Banking:** Where developers hold on to development sites to increase their land value.

3.2 Sites with development potential in Telford and Wrekin are not contributing to housing supply and also affect the local community.

4 Impact on the Local Community

4.1 The presence of stalled sites can have several adverse effects on the local community:

1. **Visual Blight:** Unfinished buildings and abandoned sites can create an eyesore, diminishing the overall attractiveness of the area.
2. **Safety Concerns:** Such sites can become hazardous, posing risks to public safety, especially if they are not properly secured.
3. **Economic Stagnation:** Stalled sites can deter investment in surrounding areas, leading to a decline in local economic activity and property values.
4. **Community Well-being:** Prolonged vacancies can contribute to social issues, including crime and antisocial behaviour, negatively impacting community morale and cohesion.

Stalled Sites Topic Paper

Example 1: The Beacon Hotel



4.2 Example 1 above. This grade II listed building has been vacant for over 10 years and has been through a succession of landowners and failed attempts to redevelop the building and site. The building is a target for anti-social behaviour causing distress to the community and damage to the listed building. There remains significant visual blight as it sits in a prominent location adjacent to a local school and the entrance to the Ironbridge World Heritage Site.

Example 2: The Claddagh



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4.3 Example 2 above. A former public house vacant for over 10 years and derelict. The building sits on a gateway junction to the local town centre and is causing significant blight on the local community.

5 Identifying Stalled Sites

5.1 There are a number of stalled sites in Telford and Wrekin that have been identified by the Council.

5.2 In the context of Telford and Wrekin a stalled site is defined as Brownfield, within the borough has and has the potential for development but is not currently being taken forward. The sites must be brownfield land with capacity for at least 5 homes and be within private ownership.

5.3 The list of stalled sites is constantly evolving due to the on the ground situation of the site.

5.4 Therefore, to aid in the delivery of these sites, Telford and Wrekin maintain a list that will be updated regularly which will identify current known brownfield stalled sites in the borough that meet the criteria set out in policy HO10.

5.5 The list of sites that the Council has identified as being stalled is included in Annex B.

6 Unlocking Stalled Sites

6.1 It is a priority of Telford and Wrekin to unlock stalled sites to contribute to housing supply and benefit surrounding residents.

6.2 Therefore, once a site has been identified, Telford and Wrekin will work proactively and positively with the landowner of the stalled site to unlock the site for development and completion.

6.3 The steps to be taken by the Council and Landowner to allow sites to be brought forward have been outlined in Policy H010 of the Telford and Wrekin Local Plan.

6.4 It is clear that reasons for a site being stalled are often complex and may therefore take significant time to resolve, however where a landowner refuses to engage or the site fails to progress following identification and engagement, the local plan sets out timescales and reasoning for taking formal action through compulsory purchase order;

1. A reasonable period i.e. where a site has not progressed to planning within a 12 month period of being identified (in writing to the owner) as a 'stalled' site.
2. Where an existing grant of planning permission has lapsed.
3. No reasonable progression has been made on site to complete extant planning

Policy HO10

Stalled development sites

1. *The council will proactively and positively support land owners and developers to investigate, remediate and resolve issues that have delayed vacant and / or derelict brownfield sites either coming forward for its reuse, planning or moving to completion. The Council will work*

Stalled Sites Topic Paper

through the following framework with developers where sites have been identified by the council or brought to the councils attention:

- a. *Initial discussions with the site owner and / or developer to discuss the status of the site, the intentions regarding development and an assessment of issues that have delayed the site coming forward;*
 - b. *The joint production of a realistic Development Brief for the site setting out sites constraints and details and uses that would, in principle, be supported;*
 - c. *Pre-application advice provided to the site owner and / or developer clarifying the councils expectations and planning requirements for the site;*
 - d. *Where there is a genuine viability (which should be supported by a Viability Assessment) case due to abnormal site costs the council will provide the best available advice and guidance in relation to available gap funding opportunities; and*
 - e. *A joint Stalled Sites Action Plan that will set a clear timetable for bringing a sites forward for either; 1) its reuse; 2) planning or 3) where permission has been granted, how the progress will be made to implement and complete the permission.*
2. *Where at least one of the above steps have been taken but within a reasonable time period, the site has not progressed to planning or no reasonable works have commenced on site to complete extant consents, or reuse buildings, or the grant of planning permission has lapsed the Council will consider exercising its compulsory purchase order making powers to acquire the site for the purposes of bringing about its reuse, development, redevelopment, improvement or regeneration in order to promote the economic, social or environmental well-being of its area or for the provision of new and/or improved housing or other infrastructure that supports communities.*

7 Conclusion

7.1 In conclusion, Stalled Sites in the borough have the potential to provide a number of houses within Telford and Wrekin and the council are working proactively to enable these sites to be unlocked. This would amount to 360 new homes in accessible locations that would help regenerate previously developed land.

7.2 The council will follow the steps outlined above; however, Telford and Wrekin are of the view that Compulsory Purchase Orders will be used in some circumstances as outlined in Policy H010 of the Local Plan.

7.3 The Council will look to secure a partnership approach with Registered Housing providers which will help ensure there is a set of willing delivery partners that will allow sites subject to CPO to come forward quickly with a residential end use.

7.4 The Council has the ability to implement direct delivery as well as working with local Registered Providers to secure the site for a dedicated residential end use.

Stalled Sites Topic Paper

8 Annex A - Stalled sites owner letter, example

Dear

Telford and Wrekin Council Local Plan, Stalled Sites

As part of the Telford and Wrekin Council Local Plan review, the Council are introducing a policy on stalled development sites.

The policy, (HO10), will establish a clear framework for the council to collaborate with land owners in addressing issues that have delayed the progress in bringing sites back into a beneficial use to deliver sustainable developments including housing and other infrastructure that supports communities. Alongside the policy a list of sites that have been identified by the Council will be published.

A stalled site is identified by the council where one or more of the following criteria has been identified:

- A site or building has been vacant for more than 12 months
- There is a reported planning enforcement case on the site.
- There is reported anti social behaviour or criminal activity on site due to the site being vacant.
- Where planning permission has been granted but no works has been undertaken on site after 12 months.
- Where work has started on site, but no progress has been made after a 6 month period.
- Your site at *[insert site]* has been identified as meeting the criteria and it is our intention to include it on the list of sites that will be published.

Stalled Sites Topic Paper

For your information we have enclosed a copy of the policy and the relevant information from the Local Plan.

If you wish to discuss the inclusion of your site on the list, the policy and its implications then please contact me via phone on 01952 384022 or email john.haywood@telford.gov.uk

Yours sincerely

Development Delivery Specialist

Extract from the Telford and Wrekin Council Local Plan 2020-2040 (to accompany letter)

Stalled development sites

9.88 There are a significant number of instances where existing development sites and assets become stalled and remaining vacant, derelict or undeveloped for extended periods of time even after receiving planning permission. These sites are often smaller scale, brownfield sites where their original use is no longer viable including, for example, a number of former public houses. The delay in their reuse, redevelopment and regeneration of these sites can blight communities and detract from wider regeneration efforts.

9.89 Policy HO10 will establish a clear framework for the council to collaborate with land owners in addressing issues that have delayed the progress in bringing sites back into a beneficial use to deliver sustainable developments including housing and other infrastructure that supports communities.

9.90 There are a number of identified ‘stalled’ development sites within the borough, these are defined as vacant or derelict sites that are brownfield with the majority within the existing urban areas. The sites tend to be smaller scale and include a number of former public houses and other facilities where the former use is no longer viable. In addition there may be other sites that may be required to support the local communities by way of infrastructure, for example this could include the need to provide and protect community facilities.

9.91 A stalled site will be identified by the council where one or more of the following criteria has been identified:

- A site or building has been vacant for more than 12 months.
- There is a reported planning enforcement case on the site.
- There is reported anti social behaviour or criminal activity on site due to the site being vacant.
- Where planning permission has been granted but no works has been undertaken on site after 12 months.
- Where work has started on site, but no progress has been made after a 6 month period.

Stalled Sites Topic Paper

9.92 Sites will be removed from the list of identified stalled sites when it has a practical completion certificate.

9.93 Due to the nature of former uses and the predominance of sites being in close proximity to existing communities failure to bring sites forward for reuse or redevelopment can cause issues of blight to the surrounding area.

9.94 The council are working proactively with a number of land owners and or / developers to bring these sites forward, however policy HO10 will provide a more formal framework of support and clarification for land owners and / or developers to bring these sites forward. As a last resort, where all other options have been exhausted and, it is clear that a site is unlikely to come forward in either of the following circumstances the Council reserves the right to take more formal action through the use of a Compulsory Purchase Order:

1. A reasonable period i.e. where a site has not progressed to planning within a 12 month period of being identified (in writing to the owner) as a 'stalled' site.

Stalled Sites Topic Paper

2. Where an existing grant of planning permission has lapsed.
3. No reasonable progression has been made on site to complete extant planning approvals or reuse buildings within a reasonable period.

Policy HO 10

Stalled Development Sites

Policy HO10

Stalled development sites

1. The council will proactively and positively support land owners and developers to investigate, remediate and resolve issues that have delayed vacant and / or derelict brownfield sites either coming forward for its reuse, planning or moving to completion. The Council will work through the following framework with developers where sites have been identified by the council or brought to the councils attention:
 - a. Initial discussions with the site owner and / or developer to discuss the status of the site, the intentions regarding development and an assessment of issues that have delayed the site coming forward;
 - b. The joint production of a realistic Development Brief for the site setting out sites constraints and details and uses that would, in principle, be supported;
 - c. Pre-application advice provided to the site owner and / or developer clarifying the councils expectations and planning requirements for the site;
 - d. Where there is a genuine viability (which should be supported by a Viability Assessment) case due to abnormal site costs the council will provide the best available advice and guidance in relation to available gap funding opportunities; and
 - e. A joint Stalled Sites Action Plan that will set a clear timetable for bringing a sites forward for either; 1) its reuse; 2) planning or 3) where permission has been granted, how the progress will be made to implement and complete the permission.
2. Where at least one of the above steps have been taken but within a reasonable time period, the site has not progressed to planning or no reasonable works have commenced on site to complete extant consents, or reuse buildings, or the grant of planning permission has lapsed the Council will consider exercising its compulsory purchase order making powers to acquire the site for the purposes of bringing about its reuse, development, redevelopment, improvement or regeneration in order to promote the economic, social or environmental well-being of its area or for the provision of new and/or improved housing or other infrastructure that supports communities.

Stalled Sites Topic Paper

9 Annex B - List of identified stalled sites

Site Name	Site Address	Land Registry Title Number	Description	Relevant Planning History (if any)
Former Clifton Cinema, Wellington	The Clifton Site, Bridge Road Wellington TF1 1ED	SL150443	Former Cinema and retail site, disused for 5+ years. Site now cleared. Various unsuccessful applications for development made. Consent granted for extra care scheme.	TWC/2018/0089 TWC/2020/1075 TWC/2024/0610
Former Queens Arms PH Dawley	Queens Arms PH, Southall Road, Dawley, Telford TF4 3LY	SL129530	Former PH site, now cleared and vacant for 5+ years. Consent granted for mixed use residential and retail scheme but not delivered.	TWC/2021/1223 / TWC/2024/0648
Former Park Inn, Madeley	Park Inn, Ironbridge Road Madeley Telford TF7 5JU	SL112455	Former PH , site now cleared and vacant for 5+ years. Planning consent granted and commenced but not delivered.	TWC/2013/0190 / TWC/2017/1059
Land Adjacent to Former Park Inn	Land on the West Side of Park Inn, Ironbridge Road, Madeley, Telford TF7 5JU	SL278637	Former PH , site now cleared and vacant for 5+ years. Planning consent granted and commenced but not delivered.	TWC/2013/0190 / TWC/2017/1059

Stalled Sites Topic Paper

Former Claddagh Inn / Caledonia Hotel & Land Adjacent Oakengates	Former Claddagh Inn / Caledonia Hotel & Land Adjacent, Lion Street Oakengates TF2 6AQ	SL146335 SL108596 SL176896 SL109628 SL32616	Former PH and adjacent car park and land.	
Former Beacon Hotel PH	Ironbridge Road, Madeley, Telford, Shropshire, TF7 5HX	SL127852	Former PH now derelict. Grade II Listed.	TWC/2024/0372 / TWC/2025/0110
Former Fletcher Methodist Church	Former Fletcher Methodist Church, Court Street Madeley TF7 5EB	SL226642	Grade II listed Former Church with school rooms to the rear. Later link buildings. Vacant with fire damage to the school rooms.	TWC/2023/0731 / TWC/2024/0800
Former Swan PH Waters Upton	The Swan, Waters Upton, Telford, TF6 6NP	SL222863	Former PH site now cleared and development commenced to deliver 2 houses, 3 apartments and a community facility. Development stalled and site mothballed.	TWC/2019/0478 TWC/2024/0471 TWC/2025/0384
Land Adjacent 5 Castle Street, Hadley	Land on the West Side of 5 Castle Street, Hadley, Telford TF1 5GH	SL200544	Development of 2 dwellings commenced but stalled.	W2009/0546
Land adjacent 34 New Street, Oakengates	Land adjacent 34 New Street, Oakengates, TF2 6ER	SL137145	Cleared site, expired consent for 9 dwellings.	TWC/2020/0635
Former Roden Hall Care Home	Roden Hall Nursing Home Roden Lane, Roden, TF6 6BH	SL39130	Roden Hall building and surrounding land. Vacant since care facility	

Stalled Sites Topic Paper

			moved to adjacent new build.	
Land at junction of Moss Road & Rookery Road	Erindale & The Nyth, Moss Road Wrockwardine Wood, TF2 7BL	SL12835 SL153238 SL166791	Cleared site with consent for 15 units of supported accommodation, development not being progressed.	TWC/2023/0420 TWC/2025/0448
Land adjacent 34 Milners Lane, Dawley Bank	Land on the South Side of 34 Milners Lane, Dawley Bank TF4 2JJ	SL253155	Vacant site with consent for 5 units of residential accommodation.	TWC/2021/0415
Land to rear of 24 Finger Road	24 Finger Road, Dawley, Telford, Shropshire	SL58473	Potential development site requiring demolition of the existing buildings. Retail unit to the front remains vacant.	TWC/2017/0748
Former Royal Victoria Hotel	Royal Victoria Hotel St Mary Street Newport TF10 7AB	SL174550	Former Hotel, partially demolished, consent for 17 unit residential scheme.	TWC/2018/0024 TWC/2021/0401
Site to the Rear of Randlay Randlay Farmhouse, Randlay Centre	Land Lying to the South of Randlay Centre, Randlay Avenue, Telford, TF3 2LH	SL258964	Remaining site of the original 2009 redevelopment of Randlay Centre. Previous consent for 14 unit assisted living scheme.	W2009/0326 / TWC/2021/0486 TWC/2025/0310
'Tylers Yard' Land to the Rear of 40-42 St Mary's Street / 17 Water Lane	Land on the N.E Side of St Mary's St Newport TF10 7AB	SL177258	Development site with existing warehouse and hand car wash business. Consent for 7 dwellings. One of	TWC/2016/0589 TWC/2022/0946

Stalled Sites Topic Paper

			three adjacent potential development sites on Water Lane	
Land at 24 Water Lane	23 & 24 Water Lane, Newport, TF10 7LD	SL206507	One of three adjacent potential development sites on Water Lane	
Land adjacent to 25 Water Lane	25-28C Water Lane, Newport, TF10 7LD	SL183574	One of three adjacent potential development sites on Water Lane	
Land Adjacent to Little Paddocks	Little Paddocks, Hinkshay Road, Dawley, Telford TF4 3PF	SL25613	Development site with consent for 12 Dwellings	TWC/2017/0781 TWC/2023/0477
Former The Old Shawbirch Inn	Old Shawbirch Inn, Trench Rd, Trench, Telford TF2 7DX	SL112403	Stalled development site with consent for 4 dwellings. Former PH demolished and site cleared, but development not progressing	TWC/2017/0572
Former Queens Arms PH Dawley	Queens Arms, Bank Road, Dawley, Telford, TF4 2BB	SL124618	Stalled development site with outline consent for 10 dwellings. Former PH demolished and site cleared, but development not progressing	TWC/2016/0801 / TWC/2021/0105 / TWC/2024/0643
Former Haygate PH	26 Haygate Road, Wellington,	SL125399	Former PH now demolished and site cleared. Consent for 18	TWC/2021/0473

Stalled Sites Topic Paper

	Telford, Shropshire, TF1 1QA		unit apartment block, not currently progressing.	
The Gate Inn, Bratton	The Gate Inn, Bratton, Telford, TF5 0BX	SL124920	Vacant public house with consent for extensions and 6 dwellings as enabling development. Site not progressing.	TWC/2013/0247 TWC/2018/0406
Upper House, Madeley	Upper House, Church Street, Madeley, TF7 5BW	SL82694	Grade II listed building with consent to convert into 8 apartments. Development commenced but stalled.	TWC/2020/0329
Land off Garfield Road	Land Adjoining 1 Mossey Green, Red Lake, Telford TF1 5EJ	SL137840	Development site with outline consent for up to 45 Dwellings. Not being progressed.	TWC/2015/0369
Market Square	4 & 5 Market Square, Wellington	SL36959	Empty mixed use properties with development potential	