

APPLICATION REPORT – FUL/355970/26
Planning Committee 19th August 2026

Registration Date: 23rd April 2026
Ward: Coldhurst

Application Reference: FUL/355970/26
Type of Application: Full Application

Proposal: Erection of a new household and business storage facility (Use Class B8) and associated access, parking, and landscaping

Location: Land north of Ellen Street, Oldham

Case Officer: Abiola Labisi
Applicant: Shurgard UK Ltd
Agent: Kathryn McCain (Rapleys LLP)

1. INTRODUCTION

- 1.1 The application has been referred to Planning Committee for determination in accordance with the Council's Constitution and Scheme of Delegation because the application relates to a Major proposal.

2. RECOMMENDATION

- 2.1 It is recommended that the application be approved, subject to conditions referenced at the end of this report, and that the Assistant Director for Planning, Transport and Housing Delivery shall be authorised to issue the decision.

3. SITE DESCRIPTION

- 3.1 The land to which the application relates is rectangular in shape and located on the north side of Ellen Street, Chadderton. It is approximately 0.28 hectares in size and forms part of land allocated for Business and Employment Use within the Oldham Local Plan.
- 3.2 Whilst the site which forms part of the larger retail outlet site had permission for bulky good non-food retail units, it has however only ever been used as part of the parking area serving the adjacent commercial units within the overall holding. This section of the parking area has been fenced off for some time as it was considered surplus to parking requirements.
- 3.3 The immediate area is characterised by commercial buildings of various designs, reflecting the business allocation within the Local Plan. To the east of the site is an existing Aldi Supermarket while to the west is B&M Home Store and Garden Centre. Access to the application site is provided off Ellen Street.

4. THE PROPOSAL

- 4.1 The application seeks planning permission for the erection of a new household and business storage facility (Use Class B8) and associated access, parking, and landscaping.
- 4.2 The proposed storage building would have five floors and cover an area of approximately 65m x 25m and would be approx. 19m in overall height. The total floor area to be created would be 8,078m². The proposals include the installation of solar photovoltaic panels on the building's flat roof.
- 4.3 The external finish materials to be used in the construction of the building would be predominantly white, red, grey and dark grey cladding panels.

5. PLANNING HISTORY

- 5.1 PA/058740/10 - Planning permission granted for proposed retail units and associated car parking/service yards, including demolition of existing Wickes building on 08 December 2011.

6. RELEVANT PLANNING POLICIES

- 6.1 The adopted Development Plan is the Joint Development Plan Document (Local Plan) which forms part of the Local Development Framework for Oldham. In addition, the Places for Everyone (PfE) Joint Plan which was adopted in March 2024 forms a material consideration in the assessment of planning proposals. The application site is allocated for business and employment use within the Local Plan and therefore the following policies are considered relevant to the determination of this application:

Joint Development Plan Document (Local Plan):

Policy 5 - Promoting Accessibility and Sustainable Transport;
Policy 9 - Local Environment;
Policy 13 - Employment Areas; and,
Policy 14 Supporting Oldham's Economy.

Places for Everyone:

Policy JP-S1 - Sustainable Development;
Policy JP-S2 - Carbon and Energy;
Policy JP-S4 - Flood Risk and the Water Environment;
Policy JP-J1 - Supporting Long-Term Economic Growth;
Policy JP-J2 - Employment Sites and Premises;
Policy JP-J4 - Industry and Warehousing Development;
Policy JP-C1 – An Integrated Network;
Policy JP-C8 - Transport Requirements of New Development; and,
Policy JP-P1 – Sustainable Places.

7. CONSULTATIONS

CONSULTEE	FORMAL RESPONSE
Environmental Health	Formal response received raising no objection to the proposal, subject to conditions relating to plant noise output and land contamination remediation strategy.
Highways	Formal comments received raising no objection to the proposal.
Tree Officer	Formal response received raising no objection subject to proposal being implemented in accordance with the landscaping plan.
Coal Remediation Authority	Formal comments received, raising no objection subject to condition requiring submission of details of mitigation measures undertaken on site and signed statement confirming site has been made safe.
Greater Manchester Ecology Unit	Formal comments received. No objection raised subject to condition requiring details of off-site biodiversity provision prior to commencement of development.
Street Lighting	Formal response received. No objection raised subject to condition requiring submission of details of a lighting strategy prior to commencement of development.
Greater Manchester Police Crime Prevention Team	Formal response received. No objection subject to proposal being implemented in accordance with crime prevention measures set out within the Crime Impact Statement.
Royal Society for the Protection of Birds	Comments received. Raised no objection subject to integration of nests sites for swifts within the building.
United Utilities	Formal comments received. Raised no objection subject to the submission of surface water drainage proposal for written approval prior to commencement of development.

8. PUBLICITY AND THIRD-PARTY REPRESENTATIONS

- 8.1 In accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015, and the Council's adopted Statement of Community Involvement, the application has been advertised by neighbour notification letters and display of a site notice, and publication of a press notice as a Major development.
- 8.2 No objections have been received in relation to the application.

ASSESSMENT OF THE PROPOSAL

9. PRINCIPLE OF DEVELOPMENT

- 9.1 The application site forms part of land specifically allocated for business and employment uses within the Oldham Local Plan. As set out within Policy 14 (Supporting Oldham's Economy) of the Oldham Local Plan, one of the uses that are acceptable in principle in such locations is storage or distribution uses falling within Use Class B8). The proposed storage building would therefore comply with the aims and objectives of this policy as an acceptable use of the land.
- 9.2 With regard to the building of a strong and competitive economy, paragraph 85 of the NPPF provides that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.
- 9.3 The proposal would result in an effective use of a redundant vehicle parking area, providing an opportunity for a local business to invest and expand and thereby creating employment opportunities in the area. It is considered that the proposal would help boost the local economy and be in accordance with Government's objective of building a strong and competitive economy.
- 9.4 Similarly, Section 6.1 of the Places for Everyone Joint Plan provides that economic growth is central to the overall strategy for Greater Manchester as it would be essential to raising incomes, improving health and quality of life, and providing the finances to deliver better infrastructure, services and facilities. The proposal would support businesses and create employment opportunities thus contributing to local economic growth which is central to the overall strategy for Greater Manchester. As such, the proposal would contribute towards the achievement of the overall strategy for Greater Manchester as set out within the Places for Everyone Joint Plan.
- 9.5 Having regard to the foregoing, it is considered that the proposal is acceptable in principle.

10. IMPACT ON RESIDENTIAL AMENITY

- 10.1 Having regard to the requirements of Policy 9 of the Oldham Local Plan the impact of the development on surrounding residents needs to be considered. In this regard, it is noted that the proposed storage building would be well separated from neighbouring residential properties. The nearest residential properties are on Busk Road and are located approximately 100m from the site. It is considered that this separation distance, coupled with the scale and nature of the proposed use, would minimise any potential impact on the amenity of the occupiers of neighbouring properties.
- 10.2 It is also noted that no objections have been received to the proposed development. Irrespective of this, the Environmental Health Officer has recommended a condition restricting any noise output from plants on site to specified levels and this is included in the recommendation below.
- 10.3 Having regard to the foregoing therefore, it is considered that the proposal would not result in any unacceptable amenity issues subject to the imposition of the condition referenced above.

11. DESIGN AND INTEGRATION WITH LOCAL CHARACTER

- 11.1 The application site forms part of a wider site allocated for business and employment uses and is located in an area where there are buildings similar in scale and design to the one proposed.
- 11.2 Whilst the scale of the proposed building would create a prominent feature within the street scene, it is however considered that this would not be significantly harmful to the area's amenity having regard to the generally commercial/industrial character of the wider area. Furthermore, the design and appearance as originally proposed was considered unacceptable due to the proposed use of bright coloured panels on most of the elevations which would have made the building stick out prominently within the landscape. A combination of softer and less obtrusive colours was suggested by the Local Planning Authority in order to soften the visual impact. Accordingly, the applicant submitted amended plans which address the concerns raised by the Planning Authority. In addition, the proposed use is similar in character to neighbouring uses and as such, the use would not be out of keeping with the character of the area.
- 11.3 It is therefore considered that the proposal would be in accordance with relevant provisions of Policy JP-P1 (Sustainable Places) of the Places for Everyone Joint Plan which require that development integrates well with and respect local character.

12. HIGHWAY ISSUES

- 12.1 Paragraph 115 of the National Planning Policy Framework (NPPF) requires planning decisions to ensure that safe and suitable access to a site can be achieved for all users. Paragraph 116 states that development should only be refused on highway grounds where there would be an unacceptable impact on highway safety, or where the residual cumulative impacts on the road network, following mitigation, would be severe.
- 12.2 PfE Policy JP-C8 requires new development to be designed and located in a way that promotes walking, cycling, and public transport use, reducing reliance on private cars and supporting the creation of sustainable, accessible, and attractive communities. Developments must provide safe, direct, and inclusive access for all users, prioritising pedestrians, cyclists, and public transport in line with the user hierarchy. Proposals should also ensure strong connectivity to local facilities and transport links. Adequate and well-integrated parking should be provided, including for disabled users, alongside secure and convenient cycle parking.
- 12.3 Policy 5 of the Local Plan requires that developments do not compromise pedestrian or highway safety and Policy 9 of the Local Plan states that the development will be permitted where it minimises traffic levels and does not harm the safety of road users.
- 12.4 The application site is located within an area served by a well-established road network and will be accessed from Ellen Street along the south-eastern boundary of the site. The existing access point, which previously served the developed site, is proposed to be relocated further east to facilitate a more efficient site layout and to accommodate the proposed storage facility, car parking area and servicing arrangements.
- 12.5 The repositioned access will be widened to allow safe and efficient two-way vehicle movements, including access by larger delivery and servicing vehicles. The layout has been designed to ensure vehicles can enter and leave the site in a forward gear, thereby promoting safe operation of the development and minimising disruption to the surrounding highway network. Visibility at the site access is considered to be adequate.

- 12.6 A Transport Assessment prepared by RGP Consulting Engineers was submitted in support of the application. The assessment indicates that the development would generate approximately 21 two-way vehicle movements during the weekday peak periods (08:00-09:00 and 17:00-18:00). Having regard to the scale and nature of the proposed development, this level of traffic generation is not considered significant and would not result in a severe impact on the capacity or operation of the local highway network.
- 12.7 The Transport Assessment also concludes that the proposal would not have an unacceptable impact on highway safety and would not prejudice the safe operation of the surrounding road network. Officers are satisfied that the anticipated traffic movements associated with the development can be accommodated without detriment to highway capacity or road user safety.
- 12.8 The proposed development includes the provision of 12 car parking spaces. Given the nature of the proposed use and the relatively low level of vehicle movements anticipated, the parking provision is considered sufficient to meet the operational needs of the development. As such, it is unlikely that the proposal would give rise to overspill parking on the surrounding highway network or create conditions that would compromise highway safety.
- 12.9 The Council's Highway Engineer has reviewed the submitted plans and supporting Transport Assessment and raises no objection to the proposal. In light of the submitted evidence and consultation response, it is considered that the development accords with the requirements of paragraphs 115 and 116 of the NPPF and would not give rise to any unacceptable highway safety or network capacity impacts having regard to the local plan policies referenced above.

13. BIODIVERSITY NET GAIN

- 13.1 Whilst the site comprises mainly of hardstanding, there is a narrow strip of grassland within the northern and eastern sections of the site. Accordingly, the applicant has submitted a biodiversity assessment. The assessment concludes that the site is of low ecological value (0.29 habitat value) and given the limited scope for on-site provision of biodiversity enhancement, off-site provision would be considered.
- 13.2 The proposal has been reviewed by Greater Manchester Ecology Unit and they have advised that they are satisfied with the biodiversity assessment and do not have any concerns relating to the off-site provision of biodiversity enhancement.
- 13.3 Subject to the provision of the relevant off-site biodiversity enhancement, it is considered that the proposal would be in accordance with relevant biodiversity net gain requirements.
- 13.4 In the same vein, para 193 of the NPPF requires that planning decisions should ensure that opportunities to improve biodiversity in and around developments should be integrated as part of their design. This can be addressed by way of relevant planning conditions.

14. DRAINAGE

- 14.1 In relation to drainage and flood risks, paragraph 181 of the NPPF provides that when determining planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Accordingly, paragraph 182 provides that applications which could affect drainage on or around the site should incorporate sustainable drainage systems to control flow rates and reduce volumes of runoff, and which are proportionate to the nature and scale of the proposal.
- 14.2 The site is located within Flood Risk Zone 1 (Low Risk) and comprises a hardstanding area. The applicant has submitted a Flood Risk Assessment (FRA) which concludes that the proposed drainage design would deliver a substantial betterment compared to the existing car park by reducing peak uncontrolled discharge from 41L/s to a controlled 10L/s and also providing on-site attenuation and incorporating SuDS features for treatment and storage.
- 14.3 The drainage details provided by the applicant have been reviewed by United Utilities and they have advised that the proposal does not include sufficient details for it to be acceptable. As a result, they have recommended a condition requiring submission of full details of a sustainable surface and foul water drainage proposal prior to the commencement of the development.
- 14.4 It is considered that subject to the drainage proposal meeting the requirements of United Utilities, the scheme would not lead to unacceptable flood risks and would as such be in accordance with relevant provisions of Section 14 of the NPPF.

15. ENERGY EFFICIENCY

- 15.1 Policy JP-S2 (Carbon and Energy) of the Places for Everyone Joint Plan highlights the Plan's aim of delivering a carbon neutral Greater Manchester by 2038. This, the Plan aims to achieve through a dramatic reduction in greenhouse gas emissions.
- 15.2 A number of measures are identified within Policy JP-S2 of the Joint Plan to achieve a carbon neutral Greater Manchester by 2018 and these include an expectation that new development will, unless it can be demonstrated that it is not practicable or financial viable, be net zero carbon. The policy also provides that from 2025, development should also calculate and minimise carbon emissions from unregulated emissions alongside regulated emissions. Development proposals are also required to set out how this has been achieved in an energy statement.
- 15.3 The applicant has submitted an energy statement prepared by Build Energy Limited. The energy statement highlights how carbon emissions would be minimised and the measures to adopt include improvement to U-values of the fabrics, improvement of air tightness and the integration of renewable sources of generation.
- 15.4 The energy statement includes details of regulated carbon emission as well as unregulated carbon emission relating to the proposal and demonstrates that it is possible to reduce regulated on-site carbon dioxide emissions of the proposed development by 100.00% beyond the requirements of Part L of the Building Regulations, where the building and services specification described in the statement is implemented.

16. CONCLUSION

- 16.1 The site is located within an area with established non-domestic uses, and the proposed development would be in accordance with the list of acceptable uses in a business employment area. The development would not lead to any significant adverse impact on the amenity of occupiers of neighbouring properties neither would it detract from the character of the area to an unacceptable degree.
- 16.2 Furthermore, the proposal would amount to an effective and more efficient use of the redundant car park, leading to a boost in the local economy. The proposal would therefore be in accordance with the aims and objectives of the relevant provisions of Policies 9, 13 and 14 of the Oldham Local Plan and Policy JP-P1 of the Places for Everyone Joint Plan.

17. RECOMMENDATION

- 17.1 The application is therefore recommended for approval subject to the following conditions:
1. The development must be begun not later than the expiry of THREE years beginning with the date of this permission. REASON - To comply with the provisions of Section 51 of the Planning and Compulsory Purchase Act 2004.
 2. The development hereby approved shall be fully implemented in accordance with the Approved Details Schedule list on this decision notice. REASON - For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans and specifications.
 3. The materials to be used in the construction of the external surfaces of the development hereby permitted shall be consistent in terms of colour, size and texture with those stated on the plans and application form. REASON - To ensure that the appearance of the development is acceptable having regard to Policy JP-P1 (Sustainable Places) of the Places for Everyone Plan (2024).
 4. No external lighting shall be installed until a lighting strategy and design has been submitted to and approved in writing by the Local Planning Authority. Such details shall include the location, height, type and direction of any light sources and the intensity and timing of their illumination. Any lighting, which is so installed, shall not thereafter be altered without the prior consent in writing of the Local Planning Authority other than for routine maintenance that does not change its details. REASON - To ensure acceptable levels of amenity for surrounding residents, and the nighttime sky, in accordance with Policy 9 of the Oldham Local Plan.
 5. No development shall commence until any remediation works and/or mitigation measures to address land instability arising from coal mining legacy, as may be necessary, have been implemented on site in full in order to ensure that the site is safe and stable for the development proposed. The remedial works shall be carried out in accordance with authoritative UK guidance. REASON – In the interest of the safety of the users of the site, in accordance with relevant provisions of Policy 9 of the Oldham Local Plan and para 196 of the NPPF.
 6. Prior to the occupation of the development, or it being taken into beneficial use, a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved

development shall be submitted to the Local Planning Authority for approval in writing. This document shall confirm the methods and findings of the intrusive site investigations and the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity. REASON - In the interest of the safety of the users of the site, in accordance with relevant provisions of Policy 9 of the Oldham Local Plan and para 196 of the NPPF.

7. Notwithstanding any details that may have been submitted, no development shall take place except works that may be required by this permission and necessary to facilitate the commencement of the development until full details of both hard and soft landscape works with an associated implementation plan, have been submitted to and approved in writing by the Local Planning Authority. The hard landscape details shall include proposed finished levels or contours; means of enclosure; hard surfacing materials and street furniture, where relevant. The soft landscaping works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants and trees, noting species, plant/tree sizes and proposed numbers/densities and the implementation programme. All planting shall be implemented in accordance with the approved details in the first available planting season following the completion of the development, or such longer period which has previously been approved in writing by the Local Planning Authority, and shall be maintained for a period of 5 years from the agreed date of planting. Any trees or plants which die, become diseased, or are removed during the maintenance period shall be replaced with specimens of an equivalent species and size. REASON - Prior approval of such details is necessary as the site may contain features which require incorporation into the approved development, and to ensure that the development site is landscaped to an acceptable standard having regard to Policies 9 and 21 of the Oldham Local Plan, and Policy JP-G7 of the Places for Everyone Joint Plan.
8. Prior to the commencement of any development hereby approved, a scheme in the form of a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details relating to construction vehicle movements, details for the methods to be employed to control and monitor noise, dust and vibration impacts. The approved scheme shall be implemented to the full written satisfaction of the Local Planning Authority before the construction works are commenced, which shall be maintained for the duration of the construction works. REASON - Prior approval of such details is necessary since they are fundamental to the initial site preparation works and to safeguard the amenities of the adjoining premises and the area having regard to Policy 9 of the Oldham Local Plan.
9. Prior to the commencement of development, details of a sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The drainage schemes must include:
 - (i) An investigation of the hierarchy of drainage options in the National Standards for Sustainable Drainage Systems (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water;
 - (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations);
 - (iii) Levels of the proposed drainage systems including proposed ground and finished floor levels in AOD;
 - (iv) Incorporate mitigation measures to manage the risk of sewer surcharge where applicable;

- (v) Details of points of discharge for foul and surface water; and
- (vi) Foul and surface water shall drain on separate systems.

The approved schemes shall be in accordance with the National Standards for Sustainable Drainage Systems (2025) or any subsequent replacement national standards. Prior to occupation of the proposed development, the drainage schemes shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development. REASON - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution.

10. The development hereby approved shall be implemented in accordance with the carbon reduction measures detailed within the Energy Statement prepared by Build Energy Ltd., on behalf of Optimus Project and Cost Management Ltd (Ref. BE 19441) and submitted with the planning application. The development shall be retained as such thereafter. REASON – In order to minimise carbon emission, in accordance with Policy JP-S2 of the Places for Everyone Joint Plan.
11. Prior to the commencement of the development hereby approved, details of the calibration certificate(s) for the gas monitoring equipment for the monitoring period of 11th July to 29th August, 2025 as well as remediation strategy including foundation design and confirmation of the gas protection measures shall be submitted to the Local Planning Authority for written approval and the development shall be implemented in accordance with the approved details. REASON - In order to protect public safety and the environment and given the location of the site within 250m of a former landfill site, in accordance with Policy 9 of the Oldham Local Plan.
12. The development shall be implemented in accordance with the crime prevention measures contained within the Crime Impact Statement Ref. 2025/0361/CIS/01, Version A of 17th October, 2025, submitted with the application and retained as such thereafter. REASON – In order to reduce incidence of crime, in the interest of safety and in accordance with relevant provisions of Section 8 of the NPPF.

SITE LOCATION PLAN (NOT TO SCALE):

