

DELEGATED REPORT

Report by Jennie Townsend	Date of report: 03/09/2026	Ref: 73307/FUL
Registration: 29/06/2026	LDfC: 20/07/2026	Expiry Date: 24/08/2026
Site Visit: 03/07/2026	Site Notice: N/A	Press Date: N/A
Objections: 0	Con Area: N/A	Adv Type: NONE
Reason for Delay: N/A		EIA: NA
		Dec Level: DEL
		Stat Class: COUS

Proposal: Change of use of ground floor from office (Class E(g)(i)) to Synagogue (Class F1)

Location: 69-71 Windsor Road, Prestwich, Manchester, M25 0DB

Description

The application relates to premises which is located within a parade of shops and business in a Neighbourhood Shopping Centre (UDP Policy S1/5) in Prestwich.

The surrounding area is predominantly residential in character.

There is parking located along the full length of the Neighbourhood Centre and Bowker Vale tram station is to the north circa 100m away.

The application relates to two properties, nos 69-71 located at the south western end of the shops. The ground floors formally comprised two commercial office units (class E) and the first floors also used as office space.

The application seeks the change of use of the two properties to a place of worship (Class F1(f)).

Internally, the two properties have been combined to create one open floor space of 118sqm to accommodate the synagogue which would have a capacity of up to 90 attendees. The applicant states there would be up to 60 attendees on a Friday evening and 40 attendees at Saturday morning prayers. The internal arrangements comprise an entrance lobby, WC's, drink preparation areas and the main prayer hall.

There would be no changes to the externality of the building which would continue to appear as two separate properties.

At the rear is a garden/yard where bins are stored.

The application details the operational times as follows -

- Principal use of the synagogue would be Friday evenings and Saturday mornings.
- Weekday services generally takes place between 7am and 8am and between 7pm and 9pm with attendance circa 20 to 30 people.
- There would be ancillary religious and community activity typically associated with a synagogue.

The applicant states that the synagogue predominantly serves the local community and catchment area with the majority of attendees arriving on foot.

The first floor would remain in commercial office use and does not form part of the application.

The applicant states the synagogue use commenced February 2022. One complaint has been received in 2025 and the applicant invited to submit a planning application. The application is therefore retrospective.

Relevant Planning History

56719 - New shop front - Approve with Conditions 28/10/2013

Publicity

Letters sent to 28 properties on 29/6/26.

35 letters of support received with the following comments -

- Proposal would provide a valuable community facility and place of worship for local residents.
- Makes productive use of an existing building without requiring significant external alterations.
- The synagogue has operated from the premises for several years and is an established part of the local community.
- Provides worship, education, community gatherings and support services for members.
- Has contributed positively to the social and cultural life of the area.
- No noticeable adverse impacts have arisen from the use during its operation.
- The application seeks to regularise an existing use rather than introduce a new activity.
- The use is considered compatible with the surrounding commercial parade and neighbouring uses.
- Supports the needs of the local community and prevents the building from being underused.
- Provides an accessible local place of worship, reducing the need for residents to travel elsewhere.
- Enables local people to walk to services and participate in religious and community activities.
- Helps foster community cohesion and strengthens local community ties.
- Widely regarded by supporters as being in the interests of local residents.
- The synagogue is a peaceful and positive part of the neighbourhood. It brings local people together, provides a place for prayer and learning, and creates a strong sense of community and support.

Statutory/Non-Statutory Consultations

Traffic Section - No objection

Environmental Health - Pollution Control - No objection

Prestwich Township Forum - No response received

Greater Manchester Police - designforsecurity - Recommend security measures.

Pre-start Conditions - Not relevant

Development Plan and Policies

NPPF	National Planning Policy Framework
EN1/2	Townscape and Built Design
EN7/2	Noise Pollution
CF1/1	Location of New Community Facilities
HT2/4	Car Parking and New Development
SPD11	Parking Standards in Bury
JP-C2	Digital Connectivity
JP-C8	Transport Requirements of New Development
JP-P1	Sustainable Places
JP-P3	Cultural Facilities
JP-S1	Sustainable Development
JP-S2	Carbon and Energy

Issues and Analysis

The following report includes analysis of the merits of the application against the relevant

policies of both the National Planning Policy Framework (NPPF), the adopted Places for Everyone Joint Development Plan Document (PfE) and the saved policies within the adopted Bury Unitary Development Plan (UDP), together with other relevant material planning considerations.

The policies of the UDP that have been used to assess this application are considered to be in accordance with the NPPF and as such are material planning considerations. For simplicity, just the UDP and PfE Policies will be referred to in the report, unless there is a particular matter to highlight arising from the NPPF where it would otherwise be specifically mentioned.

Equality Act 2010: All planning applications are considered in light of the Equality Act 2010 and associated Public Sector Equality Duty, where the Council is required to have due regard for:

The elimination of discrimination, harassment and victimisation;

The advancement of equality of opportunity between persons who share a relevant protected characteristic and person who do not share it;

The fostering of good relations between persons who share a relevant protected characteristic and person who do not share it; which applies to people from the protected equality groups.

Human Rights: All planning applications are considered against the provisions of the Human Rights Act 1998.

Under Article 6 the applicants (and those third parties who have made representations) have the right to a fair hearing and to this end full consideration will be given to their comments.

Article 8 and Protocol 1 of the First Article confer a right to respect private and family life and a right to the protection of property, ie peaceful enjoyment of one's possessions which could include a person's home, and other land and business assets.

In taking account of the Council policy as set out in the Bury Unitary Development Plan 1997 and all material planning considerations, it is concluded on balance that the rights conferred upon the applicant/ objectors/ residents/ other interested party by Article 8 and Article 1 of the First Protocol may be interfered with, since such interference is in accordance with the law and is justified in the public interest. Any restriction of these rights posed by refusal/ approval of the application is legitimate since it is proportionate to the wider benefits of such a decision, is based upon the merits of the proposal, and falls within the margin of discretion afforded to the Council under the Town & Country Planning Acts.

The Crime and Disorder Act 1998 imposes (without prejudice to any other obligation imposed on it) a duty upon the Council to exercise its functions and have due regard to the likely effect of the exercise of its functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area. In so doing and on making planning decisions under the Town and Country Planning Acts, the material Planning considerations shall have due regard to the provisions of the Crime and Disorder Act 1998 and its implications in the exercise of its functions.

Principle

UDP Policy S1/5 - Neighbourhood Centres and Local Shops seeks to retain retailing as the predominant use in small neighbourhood centres and in new or existing shops, to cater primarily for the day to day needs of residents.

UDP Policy CF1/1 - Location of New Community Facilities takes into account the following factors -

- impact on residential amenity and the local environment;
- traffic generation and car parking provision;

- the scale and size of the development;
- where applicable, access to shops and other services;
- if the use is intended to serve a local community or catchment area, the suitability of the chosen location in relation to that community or catchment area;
- accessibility by private and public transport;
- the needs and requirements of the disabled.

PfE Policy JP-P3 - Cultural Facilities - Seeks to protect existing cultural and community venues, facilities and uses and supports the development of new cultural venues in town centres and places with good public transport connectivity. The policy also seeks to promote new, or enhancing existing, locally-distinct clusters of cultural facilities, especially where they can provide an anchor for local regeneration and town centre renewal.

Chapter 16 of the NPPF - promoting healthy communities - seeks to promote the creation of healthy and inclusive places and support the provision of appropriate public services, by enabling development which can support this aim and seeking to retain, improve and deliver new facilities which are important for community wellbeing and minimising inequalities.

NPPF Policy HC4 for proposals for new and improved community facilities, public service infrastructure and development providing public health benefits states that -

1. Substantial weight should be given to the benefits where:

- a. New or improved public service infrastructure or community facilities would be provided; and
- b. Development proposals would make a demonstrable contribution towards promoting good health, preventing ill-health, reducing health inequalities or supporting social interaction in the local community (such as, but not limited to, the provision of new recreation facilities, meeting places and opportunities to grow or purchase healthier food).

Policy S1/5 seeks to retain retailing as the predominant use. This policy pre-dates the NPPF and there has also been an update to the Use Class Order 1987 (as amended) in 2020 to create a 'Class E' which broadly covers uses previously defined in the revoked Classes A1/2/3, B1, D1(a-b) and 'indoor sport' from D2(e).

As such, the application premises would now be defined as a Class E use which covers a broad range of uses including retail, offices, creches, medical centres and indoor fitness.

The proposed use would fall within Class F1 and specifically F1(f) for places of public worship and as such the loss of a business within the shopping centre needs to be assessed.

The proposed development would be situated in a row of a mix of shops and businesses within an established Neighbourhood Shopping Centre. The use would serve a local catchment area and religious need where attendees would primarily arrive on foot as driving is prohibited at the main prayer and festival times (Shabbat and Yom Tov). As such, the proposed use would be compatible in serving a local and community need.

As a Class E commercial business, the two properties could open as a number of uses, including medical centres or creche which are both noncommercial but play an active part in serving the locality and community.

Comparative to the other commercial premises on this row, the Synagogue would operate at more limited times, the busiest being Friday evenings and Saturday mornings and on occasions for ancillary religious and community activities when the neighbouring commercial premises have either closed or trade is generally slower. Similarly, the mid-week morning and evening prayer times would not generally clash with the hours of the businesses in the locality. However, there would still be some footfall to the Neighbourhood Centre as a whole.

There would be no changes to the shop fronts and as such the proposed use would not perceptively change the character of the commercial properties.

The upper floor would continue to be used as offices which would be separate from the ground floor use accessed via a separate entrance and as such would not conflict with the use of the ground floor.

Given the relatively modest scale of proposed development, its purpose to serve a local and established religious need and that the majority of its operational hours would not conflict with the existing businesses in the shopping centre, it is considered the proposed Synagogue would be acceptable.

The proposed development is therefore considered to comply with policies JP-P3, CF1/1 and the principles of the NPPF.

Layout and design

From the outside, there would be no perceived changes to the properties. The frontage would remain the same with two entrance doors to the Synagogue and entrance to the upper floors. There would be no alterations to the existing shop fronts which are screened by an obscure glazed film.

At the rear is garden/yard where bins are stored and the existing arrangements would remain in place for the proposed development.

Internally, the two properties have been combined at the ground floor to create an open plan prayer room for a congregation of up to 90 attendees although the applicant states the Friday evening prayers draw a congregation of 60 people and on Saturday mornings, there would be an average of 40 attendees. An ancillary kitchen and WC facilities are proposed at the rear of the building.

The proposed use would not be perceptible from the outside and the existing parade of shops and it is therefore considered the layout and design would not significantly harm the character or functions of the shopping centre or area.

The proposed development is therefore considered to be acceptable and comply with policies EN1/2, S1/5 and EN1/8.

Impact on residential amenity

The premises are located within a parade of shops which extends 100m or so along the eastern end of Windsor Road. The main Friday prayers would be in the evening and weekday services generally take place between 7am and 8am and 7pm and 9pm when the majority of businesses would be close. In terms of Saturday prayers, this would be when business are open and there would be a level of activity and noise in the area from comings and goings. As such, it is considered there would not be a significant harm caused to the amenity or operations of the adjacent commercial properties.

The upper floor of the application premises would remain as offices and as such it is considered the amenity of the occupiers of the upper floor of the adjacent properties would not be affected to a significant degree.

It is therefore considered the proposed development would be acceptable and comply with policies EN1/2 and CF1/1.

Parking

The proposed use does not propose to provide any parking.

The site is located within a Neighbourhood Shopping Area and considered a highly accessible location with Bowker vale metrolink station circa 100m away and within walking

distance of Middleton Road which is on a bus route.

However, the applicant states that the proposed use would serve a local need and community where the majority of attendees would arrive on foot. There are no known complaints in relation to parking issues within the area which have risen as a direct cause of the proposed use which has been operating since 2022.

The Highway Section have raised no objection to the proposed development.

As such it is considered the proposed development would be acceptable and comply with policies JP-P1 and CF1/1.

Design for Security

The DfS team have been consulted and commented that the applicant consider security of the premises and improved awareness of the location of the premises.

There is also advice for venue and public spaces which can be found on line which the applicant would be encouraged to explore.

Policy JP-S2 - Carbon and Energy

The proposed development does not involve any external alterations or new build and the existing fabric would be retained.

The proposal would represent the re use of an existing building, which is considered a sustainable form of development. The retention and continued use of the existing structure significantly reduces construction related carbon emissions and material consumption.

Any works requiring Building Regulations approval would be undertaken in accordance with the relevant requirements of Part L of the Building Regulations 2022.

Where applicable, any alterations to services, lighting, insulation or building elements will be designed to meet current energy efficiency standards.

The proposal is therefore considered to accord with Policy JP-S2.

Policy JP-C2 - Digital connectivity

The building is located within an established urban area of Prestwich and benefits from access to existing telecommunications infrastructure and broadband services.

The premises are capable of being connected to modern digital communication networks and internet service providers operating within the locality.

Where available and technically feasible, full fibre broadband services will be utilised by the occupiers of the premises. The development will maintain operational internet connectivity and continue to have access to network providers serving the area.

The proposed development is therefore considered to comply with policy JP-C2.

Statement in accordance with Article 35(2) Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2015

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively and positively to issue the decision without delay. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.

Recommendation: Approve with Conditions

Conditions and Reasons:

DELEGATED REPORT

- 1 The development must be begun not later than three years beginning with the date of this permission.
Reason. Required to be imposed by Section 91 Town & Country Planning Act 1990.

- 2 This decision relates to drawings -

Site - Location and Block plan DA26029.001,
Existing plans and elevations DA26029 002 rev 1
Proposed plans and elevations DA26029 003 rev 1

and the development shall not be carried out except in accordance with the drawings hereby approved.

Reason. For the avoidance of doubt and to ensure a satisfactory standard of design pursuant to the policies of the Bury Unitary Development Plan and Places for Everyone Joint Development Plan listed.

<u>Case Officer</u>	<u>Date</u>	<u>Sign off Officer</u>	<u>Date</u>
JT	3/9/26	HL	04.09.26