



Appeal Decision

Site visit made on 22 July 2019

by S Hunt BA (Hons) MA MRTPI

Inspector appointed by the Secretary of State

Decision date: 8 August 2019

Appeal Ref: APP/J4423/W/19/3227679
104 Page Hall Road, Sheffield S4 8GW

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Kiran Shaheen Mahmood against the decision of Sheffield City Council.
 - The application Ref 18/01688/FUL, dated 27 April 2018, was refused by notice dated 9 November 2018.
 - The development proposed is change of use to shop (class A1 retail).
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Decision

1. The appeal is dismissed.

Procedural Matters

2. The description of the application was changed by the Local Planning Authority to 'Change of use of the ground floor from residential (Use Class C3) to retail (Use Class A1), and provision of new shop front'. The first floor of the building would remain in residential use. This more accurately describes the proposals and I have therefore considered the appeal on this basis.

Main Issue

3. The main issue is the effect of the change of use on the residential character and appearance of the area.

Reasons

4. The appeal site comprises a two storey terraced dwelling typical of the type of properties in the local area. The immediate locality is mixed in character containing both residential and small scale commercial uses, and this continues towards the nearby Local Shopping Centre, where Page Hall Road terminates at Firth Park Road as defined on the Sheffield Unitary Development Plan 1998 (UDP) Proposals Map. I noted that the Local Shopping Centre is well occupied and that Page Hall Road is a busy thoroughfare. The Proposals Map shows the site is located within a Housing Area.
5. Sheffield UDP policy H10 supports small shops within Housing Areas, and its supporting text states that it is possible to accommodate other land uses only if they are not so large or numerous that they damage the appearance and residential character of a Housing Area or cause disturbance to other people living there. Policy H14 specifies that in Housing Areas change of use will be permitted provided, amongst other matters, that (i) it would occupy only a

small area and not lead to a concentration of non-housing uses which would threaten the residential character of the Housing Area. The supporting text indicates that the acceptability of an individual proposal depends on how many commercial uses already exist in the area.

6. Page Hall Road is within a group of four dwellings in the centre of an otherwise retail dominated terrace between the roundabout at Rushby Street to Barretta Street. The terrace on the opposite side of the road contains predominately residential dwellings.
7. I note that the retail unit would be small at approximately 30 square metres of floor space, and that the first floor would remain in residential use. The physical changes proposed to the front elevation would be minimal, appearing very similar to the existing box bay window. Rather, the conflict with the aforementioned policies lies in the concentration of non-housing uses. An additional retail unit, within a terrace that is already dominated by such uses, would tip the balance resulting in a cumulative effect of an increased cluster of retail uses. The cluster would significantly undermine the residential character of the street, due to the resultant concentration of shopfronts and commercial activity at ground floor level in the local area.
8. My attention has been drawn to a range of issues associated with the proliferation of commercial uses in the immediate vicinity. These include impact on living conditions of adjoining neighbours, traffic and parking, noise, and litter. Given the small scale of the unit, these potential effects alone would not substantiate a rejection of the proposals. However, as they are related to the increase in commercial activity they weigh in the balance and would contribute to the harmful effects in the change in the character and appearance of the area. The imposition of conditions would not be capable of overcoming the harm I have identified.
9. Nearby approved planning applications for change of use from residential to A1 retail use on Page Hall Road have been put to me. I do not have full details of these cases, however I noted on my site visit that they are in close proximity to the site. I have taken these additional units into account in my conclusions that there will be a significant incremental over-proliferation of retail units along this particular terrace of Page Hall Road, undermining the residential character and appearance of the area contrary to UDP policy H14. The policy is consistent with the aims of the National Planning Policy Framework in particular paragraph 127 in terms of the inappropriate mix of development.

Conclusion

10. In view of the above, having considered all the matters raised, I conclude that the proposals would cause unacceptable harm to the residential character and appearance of the area and the appeal should be dismissed.

S Hunt

INSPECTOR