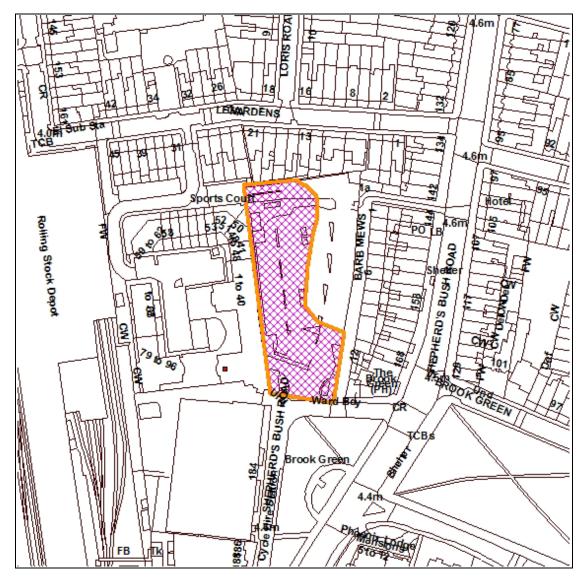

Ward: Addison

Site Address:

Tesco Car Park Brook Green 180 Shepherd's Bush Road And Opposite 1 - 12 Barb Mews And Brook Green Pub London W6



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For identification purposes only - do not scale.

Reg. No: 2024/01345/FUL

Case Officer: Elliot Brown

Date Valid:

Conservation Area:

22.07.2024

Constraint Name: Brook Green Conservation Area

Committee Date:

- Number 3Constraint Name: Melrose Conservation Area - Number 26

16.09.2025

Applicant:

Site Acquisitions Ltd And Tesco Stores Ltd C/O Agent hgh Consulting 45 Welbeck Street London W1G 8DZ England

Description:

Reconfiguration of existing store car parking area at ground level to include the creation of new car parking spaces, cycle parking and bicycle racks, formation of pedestrian crossing and associated landscaping.

Drg Nos: See Condition 2.

Application Type:

Full Detailed Planning Application

Officer Recommendation:

- (1) That the Committee resolve that the Director of Planning and Property be authorised to grant planning permission upon the completion of a satisfactory legal agreement and subject to the conditions listed below.
- (2) That the Committee resolve that the Director of Planning and Property, after consultation with the Assistant Director of Legal Services and the Chair of the Planning and Development Control Committee be authorised to make any minor changes to the proposed Heads of Terms of the legal agreement or proposed conditions, which may include the variation, addition or deletion of conditions, any such changes shall be within their discretion.

Conditions:

- 1) The development hereby permitted shall not commence later than the expiration of 3 years beginning with the date of this planning permission.
 - Condition required to be imposed by section 91(1)(a) of the Town and Country Planning Act 1990 (as amended by section 51 of the Planning and Compulsory Purchase Act 2004).
- 2) The development hereby permitted shall be carried out in complete accordance with the following approved drawing numbers, other than where those details are altered pursuant to the conditions of this planning permission:
 - PA100 REV B; PA.101 REV B; 2373-EXA-00-GF-DR-L-00201 REV P01; Arboricultural Impact Assessment (Ref. P112jrMay24FV02_AIA, Issue V2, dated May 2024) prepared by Arborclimb Consultants; Transport Statement (dated May 2024) prepared by YES Engineering Group Limited.

Reason: To ensure full compliance with the planning application hereby approved and to prevent harm arising through deviations from the approved plans.

3) Prior to commencement of the demolition phase of the development hereby approved, a scheme for temporary solid timber hoarded fencing (minimum height 2.5 m) around the perimeter of the site on all site boundaries and/or enclosure of the site shall be submitted to and approved in writing by the Local Planning Authority. The temporary solid timber hoarded fencing and/or enclosure in accordance with BS 5975-2:2024 shall be installed prior to the start of any site clearance/demolition works. No part of the temporary fencing and/or enclosure of the site shall be used for the display of commercial advertisement hoardings unless the relevant advertisement consent is sought from the Local Planning Authority. Approved details shall be fully implemented and permanently retained and maintained for the duration of the building works until completion of the development.

Reason: To ensure a satisfactory external appearance, and reduce the air quality impacts of the demolition and construction phases of the development, in accordance with Policy CC10 of the Local Plan (2018).

4) Prior to commencement of any landscaping works, detailed drawings (at a scale of not less than 1:20) shall be submitted to and approved in writing by the Council, of the hard and soft landscaping of all areas external to the residential buildings and Barb Mews, including replacement tree planting and paving. The development shall not be occupied or used until such landscaping as is approved has been carried out. This shall include planting schedules and details of the species, height and maturity of any trees and shrubs and proposed landscape maintenance and management. Any landscaping removed or severely damaged, dying or becoming seriously diseased within 5 years of planting shall be replaced with a tree or shrub of similar size and species to that originally required to be planted.

Reason: To ensure a satisfactory external appearance and biodiversity in accordance with Policies DC2, DC8 and OS4 of the Local Plan (2018) and Policy G5 of the London Plan (2021).

5) Prior to commencement of the development hereby approved, a car parking management plan (CPMP) shall be submitted to, and approved in writing by, the Council. The details shall include the management of spaces, including the provision of blue badge parking spaces in accordance with Policies T6, T6.3 and T6.5 of the London Plan (2021). The development shall proceed in accordance with the details as approved and shall thereafter be maintained.

Reason: To ensure no unacceptable adverse effect on the amenities of surrounding occupiers and highways, in accordance with Policies T6, T6.3 and T6.5 of the London Plan (2021) and Policies T1, T5 and T6 of the Local Plan (2018).

6) Prior to first use of the re-configured Tesco store car park hereby approved, full details of the cycle storage provision (including design, materials and location) shall be submitted to, and approved in writing by, the Council. The cycle storage shall thereafter be retained for the lifetime of the development.

Reason: To ensure satisfactory standards of cycle parking, in accordance with Policy T5 of the London Plan (2021).

Justification for Approving the Application:

1) The proposal would result in the reduction of car parking spaces at ground-floor/surface level, but would not have an adverse effect on the operation of the store or parking on local roads. The proposal would mitigate against detrimental harm with regard to visual amenity, neighbouring amenity and environmental matters. The proposal would be consistent with Policies G5, G7, T5, T6, T6.3 and T6.5 of the London Plan (2021) and Policies HO4, HO11 and OS5 of the Local Plan (2018).

LOCAL GOVERNMENT ACT 2000 LIST OF BACKGROUND PAPERS

All Background Papers held by Andrew Marshall (Ext: 4841):

Application form received: 4th June 2024

Drawing Nos: see above

Policy documents: National Planning Policy Framework (NPPF) 2024

The London Plan 2021 LBHF - Local Plan 2018

LBHF – Planning Guidance Supplementary Planning Document

2018

Consultation Comments:

Comments from: Dated:
Crime Prevention Design Advisor - Hammersmith 14.08.24

Neighbour Comments:

Letters from: Dated:

32 Osram Court 182 Shepherd's Bush Rd London W6 7PF 09.08.24

COMMITTEE REPORT

1.0 SITE DESCRIPTION

1.1 This planning application seeks the re-configuration of the western part of the existing surface car park of the Tesco store at Brook Green. The application ref. 2024/01345/FUL has been submitted in conjunction with the separate planning application ref. 2024/01344/FUL; which seeks to construct twelve (12) residential units within the eastern part of the surface car park of the Tesco store at Brook Green (adjacent to Barb Mews).

- 1.2 The site is located within the Brook Green Conservation Area and is adjacent to the Melrose Conservation Area. The site is situated within the setting of the Grade II listed 184 Shepherds Bush Road and within the setting of the retained corner tower of the former Osram factory, now part of Osram Court, 182 Shepherds Bush Road and the Brook Green Hotel, 170 Shepherds Bush Road, both of which are on the Council's Local Register of Buildings of Merit.
- 1.3 The application site has a Public Transport Accessibility Level (PTAL) 6b rating, indicating excellent public transport accessibility.
- 1.4 The application site lies within the Environment Agency's Flood Risk Zones 2 and 3.

2.0 PLANNING HISTORY

2.1 There are a number of planning records related to the application site, with a proportion of this site history relating to advertisement consent applications. Officers consider that the following planning history is of most relevance to the current planning application:

1995/02116/FUL - Formation of a new pedestrian entrance from Barb Mews into Tesco car park. Granted.

2000/03197/FUL - Continued use of the premises as a supermarket (including variation of condition 18 of planning permission RN:1993/ 0584/P to extend permitted trading hours). Granted.

2024/01344/FUL - Redevelopment of part of surface car park comprising the erection of a part two, part three storey building to provide 11 single family dwellinghouses (Class C3) and erection of part one, part two storey building to provide 1 single family dwellinghouse (Class C3); associated landscaping, boundary treatments, the creation of a footpath fronting Barb Mews, formation of cycle parking, refuse and recycling storage and one off street car parking space. Currently under consideration.

3.0 PROPOSAL

- 3.1 The current planning application seeks planning consent for the re-configuration of the western part of the existing surface car park of the Tesco store, including:
 - The reduction in car parking spaces at ground-floor level from 106 spaces to 51 car parking spaces and 2 click and collect parking spaces;
 - The provision of 5 new Sheffield cycle parking spaces;
 - Associated soft landscaping.
- 3.2 The basement level of the Tesco store car park is to remain as existing, with the current 98 basement level car parking spaces being retained.

4.0 CONSULTATIONS

- 4.1 The application was publicised by means of a press notice and site notice as well as individual letters sent to neighbouring occupants (373 letters sent). In response to the consultation one (1) objection was received. This can be summarised as follows:
 - We object to the proposal to construct 12 houses within Tesco's car park, which would have a harmful impact upon neighbouring amenity (particularly with regard to outlook).
- 4.2 Officer response: The representation appears to be related primarily to the associated planning application ref. 2024/01344/FUL. Officers confirm that the material planning considerations raised by both applications will be assessed within their respective reports.

External consultee responses:

- 4.3 Metropolitan Police (Design Out Crime) No comments/objections.
- 5.0 POLICY FRAMEWORK
- 5.1 The Town and Country Planning Act 1990, the Planning and Compulsory Purchase Act 2004 and the Localism Act 2011 are the principal statutory considerations for town planning in England.
- 5.2 Collectively the three Acts create a plan led system which requires local planning authorities to determine planning applications in accordance with an adopted statutory development plan unless there are material considerations which indicate otherwise (section 38(6) of the 2004 Act as amended by the Localism Act).
- 5.3 In this instance the statutory development plan comprises the London Plan (2021) and the Local Plan (2018). A number of strategic and local supplementary planning guidance and other documents are also material to the determination of the application.
 - National Planning Policy Framework (December 2024)
- 5.4 The National Planning Policy Framework (NPPF) came into effect on 27 March 2012 and was revised in 2024 and is a material consideration in planning decisions. The NPPF, as supported by the Planning Practice Guidance (PPG) sets out national planning policies and how these are expected to be applied.
- 5.5 The NPPF does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up to date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise.

London Plan

5.6 The London Plan was published in March 2021. It sets out the overall strategic plan for London and a fully integrated economic, environmental, transport and social framework for the development of the Capital over the next 20-25 years. It forms part of the development plan for Hammersmith and Fulham.

Local Plan

5.7 The Council adopted the new Local Plan on 28 February 2018. The policies in the Local Plan together with the London Plan make up the statutory development plan for the borough. The Planning Guidance Supplementary Planning Document (SPD) (February 2018) is also a material consideration in determining planning applications. It provides supplementary detail to the policies and is organised around key principles.

6.0 PLANNING CONSIDERATIONS

- 6.1 Officers consider that the proposal would raise the following material planning considerations:
 - Land use:
 - Design and heritage matters;
 - Impact upon neighbouring amenity;
 - Highways/parking;
 - Trees, Ecology and Biodiversity Net Gain.

LAND USE

6.2 There would be no change to the existing land use as a Tesco Store (Class E). The subject development proposal seeks to re-configurate the retained portion of the existing surface car park following the reduction in the levels of car parking provided in association with the construction of twelve (12) dwellings within the eastern part of the car park (see planning application ref. 2024/01344/FUL). This application is currently under consideration.

DESIGN AND HERITAGE MATTERS

6.3 Section 12 of the NPPF (2024) outlines that development should respond to local character and history and the surrounding environment and setting, whilst not preventing innovation but extends this to recognise a role for change and increased densities. Section 16 of the NPPF advocates a positive strategy for conserving and enhancing the historic environment, taking account of (amongst other things) the desirability of new development to make a positive contribution to local character and distinctiveness. The NPPF states that economic, social and environmental gains are to be sought jointly and simultaneously in order to deliver positive improvements in the quality of the built, natural and historic environment.

- 6.4 Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act, 1990 specifies that: 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority [...] shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'. Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states in relation to Conservation Areas that: 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'
- 6.5 London Plan (2021) Policy D3 specifies that development must take a design led approach that optimises the capacity of sites, with specific regard to form and layout, experience, quality and character. London Plan Policy HC1 states that development proposals affecting heritage assets, and their setting should conserve their significance and avoid harm and identify enhancement by integrating heritage considerations early on the design process.
- 6.6 Policies DC1 and DC2 of the Local Plan (2018) outline the importance of delivering high quality development that improves the quality of the built environment. Amongst other things they require a high standard of design in all alterations, and that extensions to existing buildings be compatible with the scale and character of existing and neighbouring development and their setting, integrated into the architectural design of the existing building, and subservient in terms of bulk, scale, materials, and design.
- 6.7 Policy DC8 of the Local Plan (2018) states that the council will aim to protect, restore and/or enhance the quality, and character, appearance and setting of the borough's conservation areas and its historic environment, including listed buildings, historic parks and gardens, buildings and artefacts of local importance and interest, archaeological priority areas and the scheduled ancient monument'. This is supported by Planning Guidance Supplementary Planning Document (SPD, 2018) Key Principles AH2, CAG3 and CAG6.
- 6.8 The application site is currently occupied by the surface car park of the Tesco supermarket at Brook Green (adjacent to Barb Mews). The site was formerly part of the Osram Factory, which was redeveloped for a supermarket with housing above, incorporating the corner tower of the former factory which is on the Council's Local Register of Buildings of Merit. The site is located adjacent to the Grade II listed building at 184 Shepherds Bush Road, now in use as offices but which was originally built as a car showroom and garage for the Ford Motor Company. To the east is the Brook Green Hotel, 170 Shepherds Bush Road which is a Victorian public house on the Council's Local Register of Buildings of Merit.

- 6.9 The proposal would reorganise the layout of the existing surface car park to facilitate the disposal of the eastern part of the car park for a proposed housing development fronting Barb Mews, to which a separate application (2024/01344/FUL) relates. The car park does not form part of the special architectural or historic interest of the Conservation Area and the proposals would not harm its significance. The setting of the adjacent Listed Building and locally listed Buildings of Merit would not be harmed.
- 6.10 The re-configuration of the car park would result in a reduction to the number of car parking spaces at ground floor level, with new features relating to the installation of a Sheffield stand for cycle parking provision. The proposal would result in the loss of four Norway Maple trees in the central and northern parts of the application site, of which three are in fair to good condition (1 category B, 2 category C and one category U). These trees are visible from the public highway and their loss would need to be mitigated through a scheme of onsite replacement tree planting to provide an appropriate level of replacement amenity value. The proposal includes two replacement trees, and a condition has been attached requiring further details of the replacement trees (including species, size and location) to be submitted prior to commencement of the works.

IMPACT UPON NEIGHBOURING AMENITY

- 6.11 Policy HO11 of the Local Plan (2018) specifies that any proposal must be formulated to respect the principles of good neighbourliness.
- 6.12 The submitted Transport Statement confirms that all existing deliveries, servicing and waste collection for the Tesco superstore take place within the western part of the surface car park, and that the delivery, servicing and waste collection would remain unchanged as a result of the proposal. Accordingly, the proposal is not considered to harmfully exacerbate the established levels of noise associated with delivery, servicing and waste collection to the Tesco superstore. As part of the separate planning application ref. 2024/01344/FUL, a new boundary wall would be erected between the Tesco surface car park and the new residential units, which would ensure that the amenity levels of future occupants of the new residential units were acceptable. Officers therefore consider that the car park reconfiguration application would mitigate against detrimental harm to the amenity of surrounding occupants, with regard to outlook, light, privacy or noise.

HIGHWAYS/PARKING

- + Vehicle Parking
- 6.13 The car park currently contains a total of 204 parking spaces split over 2 levels, with 106 spaces at surface level and 98 at basement level. Under the new proposals the number of surface parking spaces will reduce to 51 spaces. The 98 spaces in the basement will remain unchanged. This leaves a total of 149 spaces.

- 6.14 To understand the parking demands of the Tesco store, a Parking Accumulation Survey was undertaken during Tesco's busiest weekend of the year (Saturday 16th and Sunday 17th December 2023), to determine the existing level of occupancy of the car park. The Parking Accumulation Survey is contained within Appendix D of the submitted Transport Statement, and this outlines that the maximum number of cars recorded at the car park was 126 (on Saturday 16th December 2023 at 12 noon), which would have left a total of 78 car parking spaces available.
- 6.15 Subsequently, the Parking Accumulation Survey confirms that there would be sufficient space retained within the car park to enable Tesco customers to park without having to rely upon on-street parking in the surrounding area. Officers therefore consider that the loss of 55 car parking spaces could be accommodated without adversely impacting the operation of the Tesco store or on local roads.
- 6.16 A total of 5 blue badge parking bays will be provided at surface level and these spaces are located in an accessible location directly adjacent to the existing entrance to the Tesco Superstore. Officers note that Policy T6.5 (Non-residential disabled persons parking), Table 10.6 of the London Plan (2021) specifies that for retail, recreation, hotels and leisure uses, a total of 10% of the parking bays should be provided (6% designated bays and 4% enlarged bays). Accordingly, officers consider that a condition should be in place to secure a Parking Management Plan, to include periodic monitoring of blue badge parking demand at the application site, as well as a mechanism for converting further parking bays to blue badge parking bays if this need is evidenced. The applicant has agreed in writing to this condition.
 - + Cycle parking
- 6.17 There is no existing provision of short-stay cycle storage at ground-level within the Tesco car park. As part of the current application, new cycle stands are proposed to accommodate short-stay cycle parking for five (5) bicycles. Officers consider this to be an improvement in comparison to the existing situation, which would help to encourage sustainable travel options. Full details, including manufacturer specifications, will be secured by condition.
 - + Deliveries and Servicing
- 6.18 The submitted Transport Statement confirms that all existing deliveries, servicing and waste collection for the Tesco superstore take place within the western part of the surface car park, and that the delivery, servicing and waste collection would remain unchanged as a result of the proposal.

TREES, ECOLOGY AND BIODIVERSITY NET GAIN

6.19 Policy OS5 of the Local Plan (2018) outlines that the council will seek to enhance biodiversity and green infrastructure in the borough by maximising the provision of gardens, soft-landscaping, green or brown roofs and other planting as part of new development, seeking the retention of existing trees and the provision of new trees on development sites, and seeking to prevent the removal or mutilation of protected trees, amongst other measures.

- 6.20 Policy G7 of the London Plan (2021) outlines that development proposals should ensure that, wherever possible, existing trees of value are retained. In instances where planning permission is granted that requires the removal of trees, there should be adequate replacement based on the existing value of the benefits of the trees removed.
- 6.21 Policy G5 of the London Plan (2021) specifies that major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design, and by incorporating measures such as high-quality landscaping (including trees), green roofs, green walls and nature bases sustainable drainage. Officers highlight that the London Mayor recommends an urban green factor (UGF) target score of 0.3 for developments which are predominantly commercial (as is the case with this proposal).
- 6.22 Biodiversity Net Gain (BNG) became mandatory for major development proposals from 12th February 2024. BNG requires developers to deliver a BNG of 10%. The Council's Ecology team have reviewed the applicant's submitted BNG metric and report, and have highlighted that the application would not achieve the mandatory 10% BNG requirement, despite noting that the applicant has sought to maximise the provision of BNG on-site. The submitted documentation outlines that the proposal will meet the required 10% BNG uplift via off-site Biodiversity Units.
- 6.23 There are eight (8) existing Maple trees within the application site of the subject application (ref. 2024/01345/FUL), and accordingly, the proposed re-configuration of the car park has the potential to impact upon these trees. The submitted Arboricultural Impact Assessment (AIA, dated May 2024) specifies that the Maple trees are in their semi to early mature life stages. Table 5.1 of the AIA specifies that the removal of four (4) trees would be considered necessary to facilitate the development. The remaining trees identified are proposed for retention.
- 6.24 The AIA recognises the need to mitigate the proposed tree removals identified, and accordingly, replacement planting is depicted within the accompanying Landscape plan. The Council's Tree Officer has reviewed the proposal, and whilst they have acknowledged that the proposal would result in the felling of four existing mature trees, their comments confirm that satisfactory replacement planting is outlined within the landscaping plan, and subject to conditions securing the implementation of the replacement planting, there would be no objection with regard to Policy OS5 of the Local Plan (2018).

7.0 PLANNING OBLIGATIONS/COMMUNITY INFRASTRUCTURE LEVY (CIL)

7.1 The Mayor's CIL (Community Infrastructure Levy) came into effect in April 2012 and new fee rates came into effect in April 2019. This would contribute towards the funding of Crossrail. The GLA expect the Council, as the Collecting Authority, to secure the levy in accordance with London Plan Policy DF1. The reconfiguration of the car park would not be liable to a London wide community infrastructure levy. The concurrent application for new housing would be liable and that is detailed in the relevant report.

- 7.2 The Council's Community Infrastructure Levy (CIL) is also a charge levied on the net increase in floorspace arising from development in order to fund infrastructure that is needed to support development in the area. The CIL Charging Schedule was presented to Council and approved 20 May and has formally taken effect since the 1st September 2015. This reconfiguration of the car park would not be liable for local CIL. The concurrent planning application would be liable and is detailed in the relevant report.
 - + S106 Heads of Terms
- 7.3 The NPPF (2024) provides guidance for local planning authorities in considering the use of planning obligations. It states that 'authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations and that planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition'.
- 7.4 London Plan Policy DF1 (Delivery of the Plan and Planning Obligations) states that: "Development proposals should provide the infrastructure and meet the other relevant policy requirements necessary to ensure that they are sustainable and to support delivery of the Plan."
- 7.5 Local Plan Policy INFRA1 (Planning Contributions and Infrastructure Planning) advises that the council will seek planning contributions to ensure the necessary infrastructure to support the Local Plan is delivered using two main mechanisms 'Community Infrastructure Levy (CIL) and Section 106 Agreements (s106).
- 7.6 The planning obligations set out in the heads of terms below are considered necessary to make the development acceptable in planning terms, they are related to the development and fairly and reasonable in scale and kind to the development. A Section 106 agreement is therefore required to ensure the proposal is in accordance with the statutory development plan and to secure the necessary infrastructure to mitigate the needs of the Proposed Development.
- 7.7 In view of the fact the Section 106 agreement will be the subject of extended negotiations, officers consider that circumstances may arise which may result in the need to make minor modifications to the conditions and obligations (which may include the variation, addition, or deletion). Accordingly, the second recommendation has been drafted to authorise the Director of Planning and Property, after consultation with the Assistant Director Legal Services and the Chair of the Planning and Development Control Committee, to authorise the changes they consider necessary and appropriate, within the scope of such delegated authority.

- 7.8 The Applicant is expected to agree to enter into a legal agreement with the Council to which would include the following site-specific items (i.e. items which are not on the CIL r123 list):
 - 1) Linking the current application ref. 2024/01345/FUL to the separate planning application ref. 2024/01344/FUL, to ensure that the Tesco car park reconfiguration works take place to facilitate the residential development proposed under ref. 2024/01344/FUL.
 - 2) Secure and maintain public access via pedestrian alleyway from Barb Mews (including the maintenance and management of the pedestrian alley way)
 - 3) A commitment to meet the costs of the Council's associated legal fees

8.0 CONCLUSION

- 8.1 In considering planning applications, the Local Planning Authority needs to consider the development plan as a whole and planning applications that accord with the development plan should be approved without delay, unless material considerations indicate otherwise and any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- 8.2 In summary, the proposed development would result in the re-configuration of the existing Tesco car park, resulting in the reduction of 55 car parking spaces at ground-level. The submitted Parking Accumulation Survey confirms that there would be sufficient space retained within the car park to enable Tesco customers to park without having to rely upon on-street parking in the surrounding area. Officers therefore consider that the loss of 55 car parking spaces could be accommodated without adversely impacting the operation of the Tesco store or on local roads. Furthermore, the proposal would be considered to mitigate against detrimental harm with regard to design, neighbouring amenity and trees.
- 8.3 Officers have taken account of all the representations received and in overall conclusion for the reasons detailed in this report, it is considered having regard to the development plan as a whole and all other material considerations that planning permission should be granted in line with the recommendations above.

9.0 RECOMMENDATION

9.1 Grant permission, subject to conditions and a Legal Agreement.