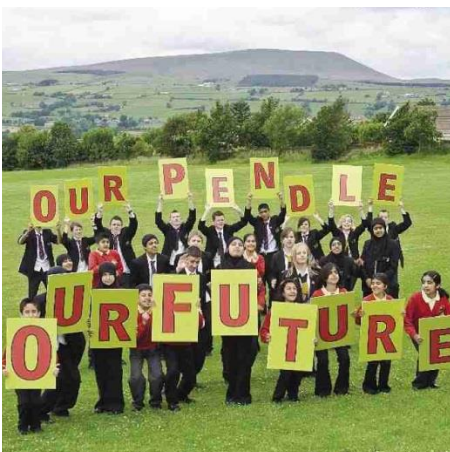


Preparing a Local Plan for Pendle



Housing Action Plan

July 2019

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1. Introduction

- 1.1 Paragraphs 73-75 of the National Planning Policy Framework (February 2019) require local planning authorities to meet identified local housing needs and to maintain at least a 5-year supply of deliverable housing land. Local planning authorities that fail to attain 95% housing delivery, as part of the new Housing Delivery Test (HDT), are required to prepare and implement Housing Delivery Action Plans in order to identify the steps and actions to be taken to rectify the calculated housing delivery deficit. In accordance with the HDT Rule Book¹, where a plan is less than 5 years old the lower of the household projections or the adopted plan requirement is used to calculate the HDT result. The housing delivered over three year period is then measured against it.
- 1.2 The 2018 HDT calculation for Pendle shows that housing delivery was 73% of the calculated total number of homes required (441 homes delivered, compared to a calculated requirement of 603 dwellings over a 3 year period) a shortfall of 162 dwellings over the HDT calculation period 2015-2018. In response, the Council is required to and has prepared this Housing Delivery Action Plan (“the HDAP”) which sets out the steps we will take to seek to meet the housing delivery challenge, and related shortfall.
- 1.3 Monitoring data shows that completions are generally on an upward trend. At 31 March 2018 consents for over 2,600 dwellings were in place. In 2017/18 139 net dwellings were completed. The monitoring of housing data for the 2018/19 financial year indicates that there is likely to be circa 200 new houses delivered and there is potentially a higher provision in the following financial year. This is reflective of increased market activity overall, and compounds the trend that dwelling completions are on an upward trend.
- 1.4 The Council recognises that delivering growth and meeting housing requirements is complex. Whilst a number of the actions identified in the Action Plan are solely within the remit of the Council to resolve (e.g. to successfully respond to the challenge of increasing, and then maintaining, housing delivery), the Council will also need the support and co-operation of those involved in delivering homes including landowners and house builders.

¹ <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

- 1.5 Data is collected at least annually to establish the context for housing delivery in Pendle. This includes consideration of past performance. The HDAP provides a root cause analysis of the issues affecting housing delivery. The HDAP then sets out the steps to be taken to address housing delivery issues in Pendle and considers how potential barriers to development and housing delivery can be overcome.
- 1.6 It should be noted that not all of the issues identified are under the control of the Council. Where this is the case the HDAP will identify the steps to be taken by the Council to influence how the issues will be overcome. It should be noted however that the Council will continue to fulfil its role as arbiter of development suitability and will not sacrifice the principles of good planning and place making in pursuit of development at all costs.
- 1.7 This Action Plan is structured in the following sections:
1. Introduction
 2. Past housing delivery review- past performance
 3. The local housing market
 4. Action plan for future housing delivery
 5. Identifying and addressing barriers to development
 6. Key actions and responses
 7. Implementation and monitoring

2. Past Housing Delivery and Performance

- 2.1 The Core Strategy was adopted in 2015, and given that it is less than 5 years old, the Housing Delivery Test is measured against household projections. This results in a HDT score of 73%, hence the requirement of this HAP. However when assessed against the Core Strategy requirement, the under delivery is amplified. Given that housing delivery is below 85% of the housing required, a 20% buffer is applied to the 5 year housing land supply calculation resulting in a requirement of 358 dwellings pa. Dwelling completions are on a rising trend, but it is acknowledged that dwelling completions since 2011 have been well below the housing required in the Core Strategy. When the plan is 5 years old (2020), the local housing need figure will apply when calculating the housing delivery test and 5 year housing land supply. As such it is possible that the HDT figure in future years will be lower than the Core Strategy requirement of 298 dpa, and the HDT will be met.

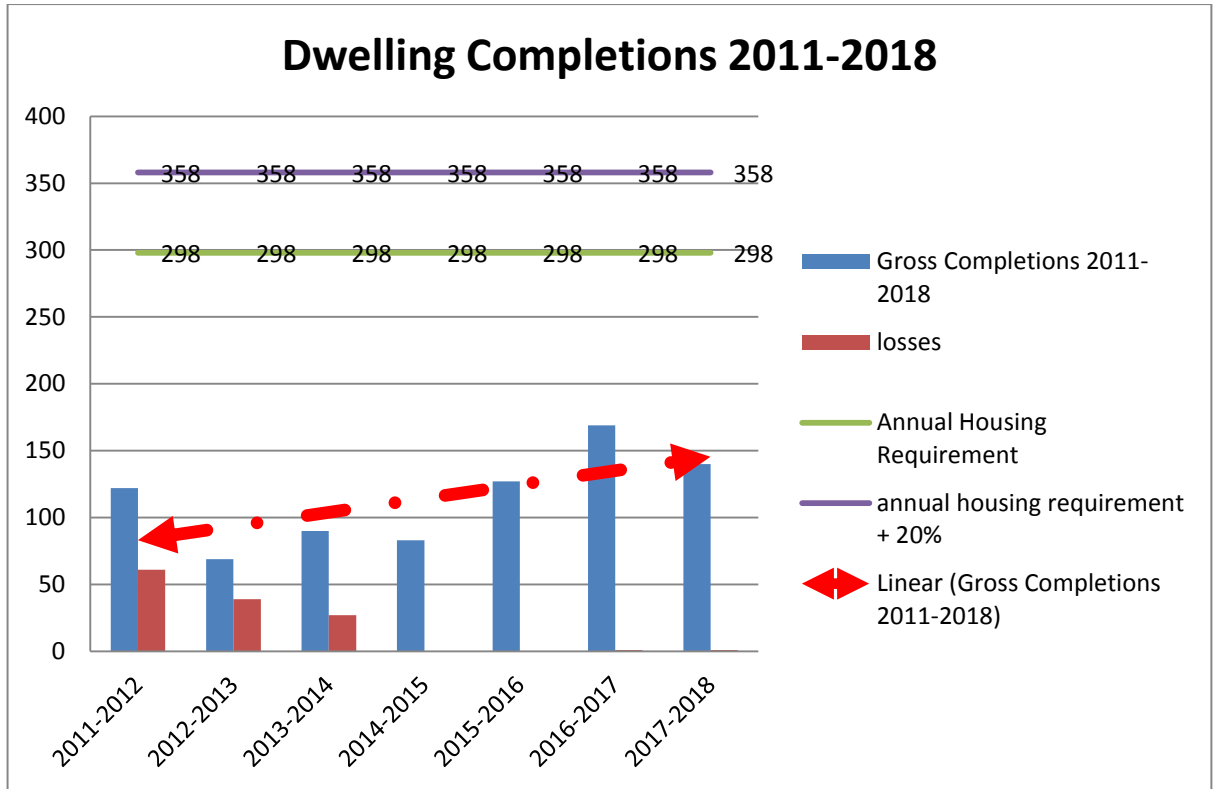


Figure 1 - Housing Data Performance Graphic and Trend Line

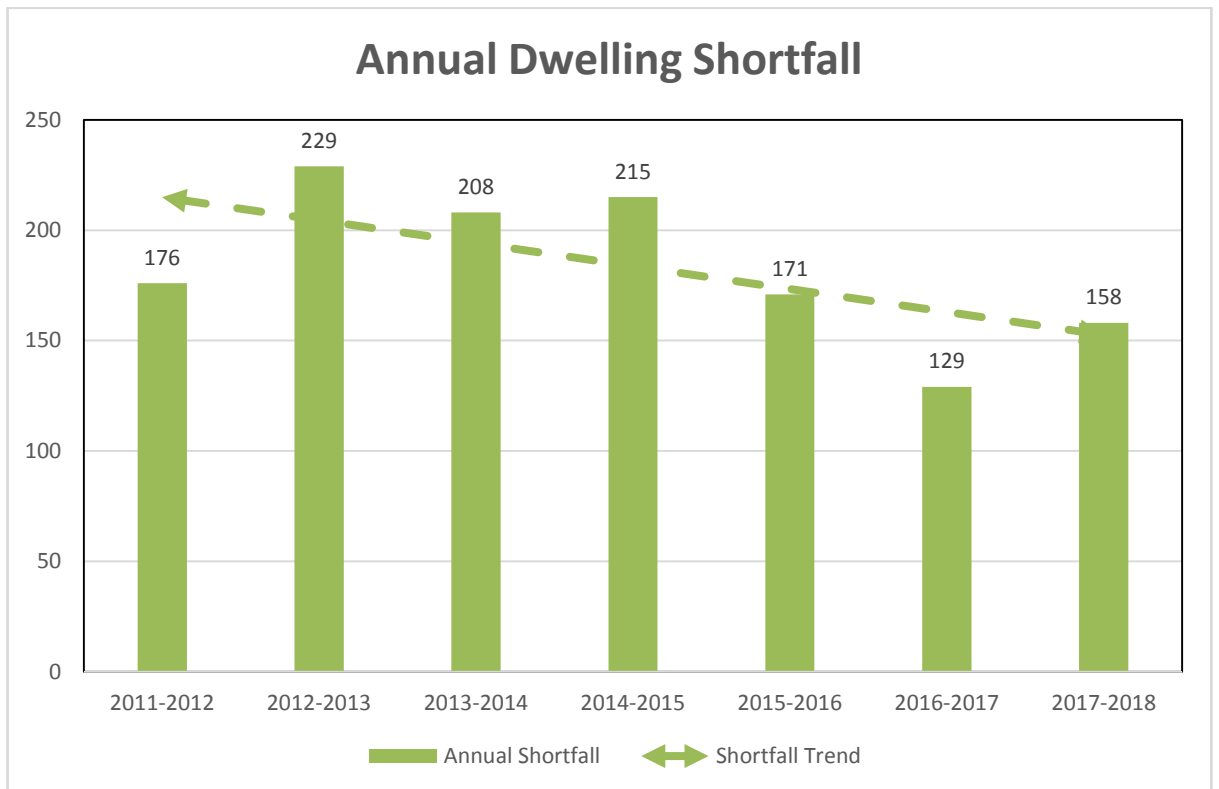


Figure 2 - Annual Dwelling Shortfall against the Core Strategy housing requirement and trend line

- 2.2 The above graphs provide an overview of past housing delivery in Pendle borough from 2011 to 2018. It provides details of the total number of gross housing completions, illustrating that housing delivery rates have fluctuated over time, albeit that annual variations in dwelling delivery are to be expected. It is noted that the number of dwellings completed in 2016/17 was the highest since the start of the plan period. Housing delivery is on a rising trend over the longer term but still falls significantly short of the annual requirement in the adopted Local Plan (and calculated HDT requirement). This suggests an increased confidence in the housing market in Pendle, but not to the level to achieve the assessed needs in the HDT.
- 2.3 However, in all years since the start of the plan period, it is acknowledged that completions have been below the plan annual requirement of 298 as set out in Core Strategy (Policy LIV1). Annual shortfalls in delivery are also shown and can be compared to the local plan requirement. To address the shortfall in housing delivery, the current trend of rising completions will need to continue and accelerate if:
- a) the overall housing requirement (5,662) is to be met over the plan period and
 - b) The HDT is to be met.
- 2.4 Although delivery in 2017/18 exceeded the projected figure in the housing trajectory set out in the AMR , (showing positive signs in the housing market), it is acknowledged that performance remains below the pre-recession period. The AMR for 2016/17 showed an anticipated delivery of 173 dwellings whereas the actual housing delivered over the period was 145 dwellings net², a difference of 28 dwellings over the year and potentially a reflection of a cautious approach to housing delivery in Pendle borough.
- 2.5 Adding a 20% buffer provides further clarity and focus on the issue and the requirement to enhance housing delivery rates. The historic level of housing delivery from the start of the plan period is an identified challenge that provides some context to the action plan.

² HDT calculation 2015-2018.

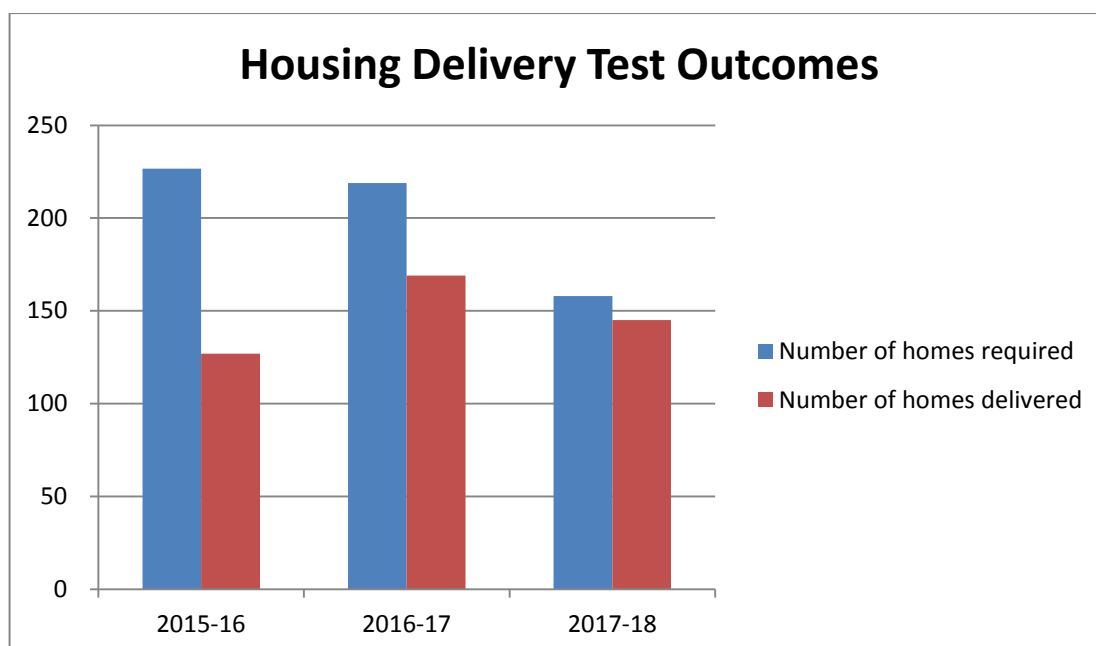


Figure 3 - Housing Delivery Test Outcome 2018

- 2.6 Figure 3 is a graphic representation of the outcome of the housing delivery test. It shows that over the test period housing delivery did not meet the household projections under the transitional arrangements in the Rule Book As 73% of the calculated requirement was delivered, this action plan has been prepared.
- 2.7 The action plan identifies housing delivery test outcomes, and the mechanisms put in place to seek to address housing delivery, and expected outcomes.

Pendle Local Plan Part 1: Core Strategy

- 2.8 The adopted Core Strategy sets a housing requirement of 298 dwellings per annum (dpa) and allocates one strategic site, land at Trough Laithe delivering up to 500 dwellings. It is intended that the emerging site allocations DPD, will allocate smaller, non-strategic housing allocations to deliver housing in the borough.
- 2.9 The strategic housing site, Trough Laithe is close to Junction 13 on the M65 motorway between Barrowford and Nelson. At Trough Laithe, outline planning permission was granted in 2017 (application 13/15/0327P), but a reserved matters approval application has not yet been received, conditions have not been discharged, and no work has started on the site.

- 2.10 Whilst there have been no completions on this strategic site to date, dwellings have been delivered by major housing developers elsewhere. Examples of this in the Borough are:
- Land off Knotts Lane in Colne (application 13/15/0178P) and
 - Salterforth Mill near Barnoldswick (application 13/15/0178P).
 - The Hallows in Reedley (application 13/08/0558P)
 - Spring Mill (application 13/14/0088P), and
 - Spring Meadows (application 17/0362/FUL)
- 2.11 Monitoring shows that since the start of the plan period (2011), a total of 800 dwellings have been delivered. Overall, the adopted local plan housing requirement has been 2,072 dwellings, since 2011 leaving a balance of 1,272 dwellings to be provided. Since the 2014/15 monitoring period (and HDT calculation period), 436 dwellings have been completed against a Housing Delivery Test calculated requirement of 603 dwellings. There has been a history of under delivery of housing since the financial crisis of 2008. This should be borne in mind when considering the housing delivery deficit going forward as context.
- 5-year housing land supply calculation**
- 2.12 The NPPF (2019) requires local planning authorities to “identify and update annually, a supply of specific deliverable³ sites sufficient to provide five years’ worth of housing against their housing requirements with an additional buffer of 5% to ensure choice and competition in the market for land (paragraph 73, part a).
- 2.13 The NPPF goes on to note that in areas where there has been a record of persistent under delivery of housing⁴, this buffer should be increased to 20% to improve the prospect of achieving the planned supply.
- 2.14 Prior to the onset of the economic recession, the delivery of new housing in Pendle was healthy and met the planned housing requirement at the time. This was not a consistent performance however. Historically central government decisions also served to constrain housing supply whilst

³ Footnote 11 of the NPPF defines deliverability.

⁴ As now defined as delivering below 85% against the Housing Delivery Test

housing residuals in Burnley were also applied to Pendle. However, since the crash in 2008, the completion rate for new dwellings has fallen significantly. As a consequence, a 20% buffer on top of the housing requirement for Pendle, not an increase in the OAN has been applied. This approach was agreed and accepted by the Inspector examining the Core Strategy and does not influence the HDT result.

- 2.15 The Strategic Housing Land Availability Assessment (SHLAA) establishes realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.
- 2.16 Table 1 below shows that by counting newly completed dwellings and the reoccupation of long-term empty homes, 1,568 additional dwellings were provided between 2011/12 and 2017/18. This level of provision is lower than the planned requirement of 2,086 dwellings. Therefore the Council is in a position of under-delivery with a shortfall of 518 dwellings. This shortfall will need to be addressed as part of the five year supply calculation.

1	HOUSING REQUIREMENT		
A	Years in plan period (2011/12 - 2029/30)		19
B	Overall housing requirement		5,662
C	Annual housing requirement	C / A	298
2	PERFORMANCE TO DATE (2011/12-2017/18)		
D	Housing requirement	C x 7	2,086
E	Housing provision		1,568
	<input type="checkbox"/> New housing delivery		671
	<input type="checkbox"/> Reoccupation of long-term empty homes		897
F	Current position (against the housing requirement)	E – D	-518
3	FIVE YEAR REQUIREMENT (2018/19-2022/23)		
G	Five year requirement	C x 5	1,490
H	Five year requirement + 20% buffer	G + 20%	1,788
J	Five year requirement + 20% buffer – Delivery	H - F	2,306
4	FIVE YEAR SUPPLY (2018/19-2022/23)		
K	Dwellings on deliverable sites (SHLAA 0-5 years) ⁵		2,308
L	Number of years of supply	K / (J / 5)	5.00

Table 1 - 5 year housing land supply calculation

⁵ Takes account of the NPPF definition of ‘deliverable’ and the PPG.

3. The Local Housing Market

3.1 Housing monitoring data shows that at 31st March 2018 planning permissions for 2,024 dwellings (outline and full) on sites that had not commenced were in place, whilst 281 dwellings were shown as being under construction. This suggests that whilst the stock of planning permissions is sufficient to deliver the required level of housing, converting them to starts on site and completions (dwelling delivery) has proved to be more challenging. The analysis below shows performance on ‘large’ sites of 80 dwellings and over, ‘medium’ sites of between 10 and 79 dwellings, and ‘small’ sites of up to 9 dwellings. Commentary is set out below.

‘Large’ Sites yielding over 80 dwellings

3.2 Analysis of housing consent monitoring data shows that 1,112 dwellings are to be delivered on 5 sites of 80 dwellings or more. These are presented at Appendix 3: Large housing sites more than 80 dwellings.

3.3 Of these 5 sites, one has delivered completions, this being land off Knotts Lane, Colne, where there is a contractor on site at the time of writing. Land east of Windermere Avenue has Reserved Matters approval (reference 18/0865/REM). The remaining 3 sites await delivery. Whilst the Council has been assured of progress by the applicant’s agents, limited progress has been actually been made. At the time of writing 62 dwellings on ‘large’ sites have been delivered on one site.

3.4 It should also be noted that 44% of the potential supply of housing on ‘large’ sites is contained on one site (Trough Laithe) – 500 dwellings in total.

Sites yielding 10 to 79 dwellings – ‘Medium’ sites

3.5 Monitoring also shows that 833 dwellings are to be delivered on 120 sites with planning permission yielding between 10 and 79 dwellings (See Appendix 4: Medium housing sites progress 10-79 dwellings). Of these, 133 dwellings (15%) have been delivered. This leaves 700 dwellings outstanding.

Sites yielding up to 9 dwellings – ‘Small’ sites

3.6 Monitoring shows that 261 dwellings are to be delivered on sites yielding 9 dwellings or less. Of these, 13 dwellings (4%) are shown to have been completed. This leaves 248 dwellings outstanding on small sites(See Appendix 5: Small housing sites progress up to 9 dwellings

Planning permissions granted, dwellings completed.

3.7 Overall during 2017/18, planning permissions for a total of 522 dwellings were granted. Over the monitoring period, 139 net new homes were completed.

Median Property Prices

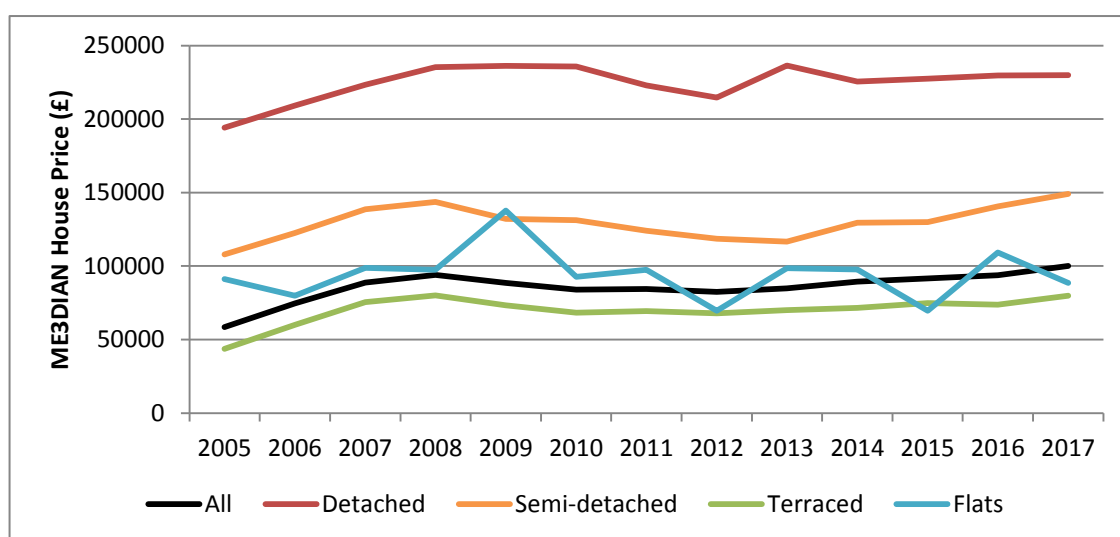


Figure 4 - Median property prices

3.8 The above graph (figure 4) shows median property price trends all different types of housing over the period from 2005 to 2017. This shows an increasing price trend overall but with variation in prices for flats in particular. However, this shows positive price movement over the period and is suggestive of a positive and increasingly robust and active housing market.

Specialist housing – including Gypsy and Traveller community

3.9 Evidence contained in the Gypsy, Traveller and Travelling Showpeople Accommodation Assessment: Burnley and Pendle report (August 2012) shows that Pendle is not a location for Gypsies or Travellers to reside or to use as a transit point. As such there is no identified need in the borough for Gypsy and Traveller accommodation, so no provision is to be made.

Conversion of consents to completions

Housing trajectory

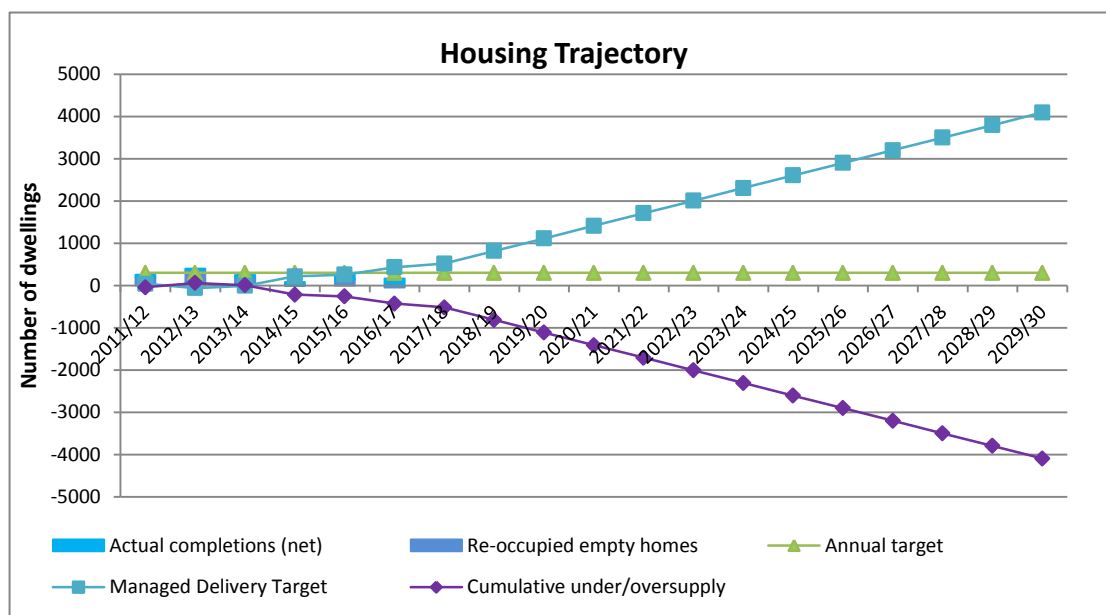


Figure 5 Housing Trajectory

3.10 A forward trajectory of housing delivery shows housing delivery on a rising trend going forward. In particular this means that in future years it is likely that the housing delivery test will be met.

Reoccupation of Vacant Dwellings

3.11 Monitoring shows that since 2011, 897 long-term vacant dwellings have been re-occupied and brought back into beneficial use.

Affordable Dwelling units

3.12 Monitoring shows that since 2011, 653 affordable dwellings have been granted planning permission on a mix of housing sites in the borough.

Year	Social Rent	Affordable Rent	Intermediate	Other	Affordable Homes
2011/12	11	0	0	14	25
2012/13	8	0	0	15	23
2013/14	0	47	7	6	60
2014/15	11	116	3	6	136
2015/16	11	41	3	9	64
2016/17	31	1	13	112	157
2017/18	10	20	46	112	188

Table 2 -Affordable housing permissions

3.13 Likewise, monitoring also shows that 172 affordable dwellings have been completed since 2011. See the table below:

Year	Social Rent	Affordable Rent	Intermediate	Other	Affordable homes
2011/12	11	0	0	0	11
2012/13	6	0	0	0	6
2013/14	8	0	0	0	8
2014/15	0	10	4	0	14
2015/16	0	74	0	0	74
2016/17	0	38	0	0	38
2017/18	0	21	0	0	21
Total	25	143	4	0	172

Table 3 - Affordable housing completions

Monitoring also shows that over the period 2017 to 2018 21 affordable dwellings were completed over the period

SHLAA Sites

3.14 Appendix 1: SHLAA Update and Appendix 2: SHLAA sites provide details of the SHLAA update and related sites in Pendle.

3.15 Monitoring data and an update to the Pendle SHLAA presents potential; housing supply on sites identified in the SHLAA as follows. Sites in the SHLAA with planning permission form part of the committed housing supply for Pendle, and are accounted for through monitoring on that basis. Of sites without planning permission, the potential housing supply by settlement is as follows:

Settlement	Sum of Net Total
Barnoldswick	483
Barrowford	678
Blacko	102
Brierfield	1757
Colne	943
Earby	841
Fence	154
Foulridge	21
Higham	8
Kelbrook	395
Laneshaw Bridge	185
Nelson	541

Settlement	Sum of Net Total
Newchurch-in-Pendle	4
Roughlee	26
Salterforth	241
Spenn Brook	33
Trawden	109
Grand Total	6521

Table 4 – Potential housing yield by settlement

3.16 In terms of the spatial distribution of potential supply In the SHLAA, this is presented as follows as per local plan sub areas:

Spatial Area	Sum of Net Total
M65 Corridor	3918
Rural Pendle	1279
West Craven Towns	1324
Total	6521

Table 5 - Potential yield by local plan spatial-area

3.17 The potential supply of housing on SHLAA sites that don't benefit from planning permission represents a total *potential* supply of 6,521 dwellings on sites considered to offer the potential for housing development. This is distributed as per Table 5 above that shows the spatial areas and potential supply in each area.

3.18 The forward trajectory for housing delivery, for SHLAA sites shows that housing delivery is on a rising trend, and it is likely that in future years, the Housing Delivery Test will be met.

Neighbouring Authorities

3.19 Authorities adjacent to Pendle present the following housing requirements: in terms of local plan proposals and the level of growth. Local plans in neighbouring authority areas are making provision for growth as follows:

Adjacent local planning authority	Dwelling target PA	Total plan period housing requirement	Plan expiry
Ribble Valley	280	5600	2028
Craven	230	4600	2032
Bradford	2200	56140	2030
Calderdale	840	12600	2033

Adjacent local planning authority	Dwelling target PA	Total plan period housing requirement	Plan expiry
Burnley	194	3880	2032

Table 6 - Neighbouring Authorities' Housing Requirement

3.20 For the avoidance of doubt, there are no arrangements in place to accommodate housing need in adjacent boroughs or vice versa. Each Planning Authority therefore will plan to meet its own housing requirement within the borough or district.

4. Action Plan for Future Housing Delivery

- 4.1 The preceding sections of this action plan set the scene for identifying key actions and mechanisms for seeking to address the housing delivery challenge, and meeting the provisions of the Housing Delivery Test in future years. The next sections of this action plan sets out mechanisms for addressing the issue and delivering the required housing.
- 4.2 Firstly the barriers to development are identified (Section 5) which are followed by the identification of key actions and responses to address the barriers to development (Section 6). This then forms the basis of the action plan (Section 7).

5. Identifying and Addressing Barriers for Development

Context

- 5.1 Housing market activity in Pendle is influenced by a number of factors that, in turn, influence performance and operation. These include but are not limited to:
- Access to development finance;
 - Development viability and return – including planning conditions, planning obligation contributions, condition discharge; and reserved Matters approvals;
 - The stock of planning permissions in hand for housing development;
 - Infrastructure requirements and the link to planning obligation requirements etc.
- 5.2 Housing monitoring shows that the supply of housing sites with planning permission in Pendle is healthy. There is a potential supply of 2,024 dwellings. In the form of sites with planning permission, this will more than meet the housing requirement and/or housing delivery test calculated requirement. This suggests that the granting of planning permissions alone is not necessarily the answer to meeting the housing delivery challenge in Pendle.
- 5.3 Likewise the discharge of planning conditions is not pointing towards starting on site being prevented or held up by conditions requiring discharge.
- 5.4 Sites with planning permission have been already been assessed for their viability and deliverability and found to be acceptable. Otherwise planning permission would not be granted in normal circumstances.
- 5.5 Taken together, it is previously unknown barriers to development delivery that would usually be addressed ahead of planning permission being granted. If a previously unknown barrier to development comes forward, then it will be for the applicant to show the nature of the issue, and mechanisms to identify how the previously unknown issue could be overcome.

5.6 Typically, previously unknown issues could include the following matters or those that were not previously identified:

- Changes to flood risk classification
- Site access/highways
- Land ownership/Legal issues – e.g. changes to easements, restrictive covenants, previously unidentified ownership issues, previously unidentified ransoms and other legal issues
- Changes to Health and Safety Executive consultation zones
- Previously unidentified contamination – including historic coal workings, landfill etc.
- Changes to Minerals safeguarding – minerals resource, availability and the need to win it.
- Previously unknown changes to ground conditions

6. Key Actions and Responses

Main issues affecting housing delivery

6.1 The main issues potentially affecting housing delivery can be summarised as follows:

- Access to development finance
- Scheme Viability,
- The structure of development companies, and delivery vehicles,
- The right choice of sites,
- Overcoming developer inertia, and
- Infrastructure provision

Addressing 'barriers' to development

6.2 These are set out in the preceding section.

Extent to which barriers to development are within the Council's control

6.3 The availability of development finance to fund development is beyond the direct control of the Council, where it is not a development partner. Likewise, scheme viability is a matter for the development industry to determine at the time of application. The structure of development companies and delivery vehicles is also a matter for the deliverers of development. The choice of sites is a matter for the emerging Part 2 local plan which seeks to identify specific deliverable sites for development.

6.4 Developer inertia is also a matter for development companies to determine the right time to implement planning permissions. Infrastructure provision is also addressed in the Infrastructure Strategy 2014, which sets out infrastructure requirements associated with growth proposals. It is clear that the extent to which barriers to development are under the control of the Council are limited.

Key Council actions going forward - Action already being taken

6.5 The Council has already been proactive in taking steps to bring sites forward for development. This includes and is set out below:

- A key priority has been continuing the Council's joint venture housing delivery programme (PEARL, PEARL2 and PEARL (Brierfield Mill) Ltd) undertaken in partnership with Barnfield Investment Properties. This will continue to pursue schemes for the delivery of housing in Pendle. This will continue as a vehicle for housing delivery in addition to private financing and the granting of planning permissions.
- Small Sites – a specific database has been set up to monitor the implementation of small sites for development. A specific resource has been directed towards this matter, and to understand intentions and encourage implementation where appropriate.

6.6 Reoccupation of long-term empty homes. Monitoring shows that since 2011, 897 long-term vacant dwellings have been re-occupied and brought back into beneficial use. The reoccupation of long term vacant homes will continue to be pursued.

- Brownfield Register vanguard
- Established Brownfield Fund
- Self and Custom Build Housing Pilot
- Site Allocations in Neighbourhood Plan(s) and emerging Local Plan.

Other Actions and Initiatives

6.7 In terms of the other Council actions going forward, these are summarised as follows:

- Continue progress with preparation of the part 2 local plan – this document will include site allocations which, as part of preparation, will be assessed for deliverability. Sites that are assessed to be deliverable will be identified and allocated in the part 2 local plan. Adopted the part 2 plan by August 2022.

- The Council will continue to work with Peel on the implementation of planning permission 13/15/0327P at Trough Laithe and the delivery of 500 dwellings as part of the strategic housing allocation.
- The Council will continue to work with beneficiaries of planning permission to monitor the bringing forward of development on sites already benefitting from planning permission. The Council will continue to work to unblock planning permissions that are not coming forward for development. Specific resource has been identified for this purpose.
- Continue to engage with developers and developer forums (particularly SME developers given the position with smaller sites) to understand the issues that are preventing sites with planning permission from coming forward. Site allocation policies in the new Local Plan Part 2 will be formulated or to support policy LIV 1 in ways which make it easier for smaller developers to secure planning permission and build them out.
- Continue to convene a housing assessment and delivery group to ensure robust and realistic lead-in times and build-out rates information is used for plan-making and decision-taking.
- Update the SHLAA to inform site allocations in the Local Plan Part 2.

Timescales

- 6.8 The time scales for implementation of these measures are immediate.

Delivery Mechanisms

- 6.9 The total amount of housing to be delivered from different sources of supply is difficult to quantify at this stage. The preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies will provide greater certainty with regards to the delivery against the housing requirement and the calculated housing delivery test.
- 6.10 A further reduction in long-term empty homes and the provision of housing from additional windfall sites provides an element of flexibility in meeting the housing requirement should proposed allocations not come to fruition.

7. Implementation and Monitoring

- 7.1 This action plan will be implemented from the date of publication. The action plan will be monitored regularly (at least quarterly) so that performance is monitored as to translation to housing delivery.

Appendix 1: SHLAA Update

Appendix 2: SHLAA sites

Appendix 3: Large housing sites more than 80 dwellings

Appendix 4: Medium housing sites progress 10-79 dwellings

Appendix 5: Small housing sites progress up to 9 dwellings

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Liberata

