

BRENTWOOD BOROUGH COUNCIL

**5 YEAR DELIVERABLE HOUSING
SUPPLY ASSESSMENT**

1 April 2009 to 31 March 2014

December 2008

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1. BACKGROUND AND GOVERNMENT REQUIREMENT

PPS3 Requirements

- 1.1 Planning Policy Statement 3 (PPS3): Housing was published in November 2006 and sets out the Government's new and more responsive approach to land supply at the local level. There is a new focus on addressing affordability by increasing housing supply and driving up delivery. A top priority for Government is to ensure that land availability is not a constraint on the delivery of more homes.
- 1.2 PPS3 requires Local Planning Authorities to identify sufficient, specific, deliverable sites to deliver housing over the first 5 years of the relevant Local Development Document (paragraph 54). Prior to adopting Local Development Documents, the Council must demonstrate an up to date 5 year supply of deliverable housing. Where authorities cannot demonstrate a five year supply, PPS3 states that they should consider favourably planning applications for housing having regard to the policies contained in PPS3 (paragraph 71).
- 1.3 From 1st April 2007 Local Planning Authorities are required by Government to assess and demonstrate the extent to which existing plans already fulfil the requirement set out in PPS3 to identify and maintain a rolling 5 year supply of deliverable land for housing (paragraphs 7, 8 and 68-74).
- 1.4 In determining the 5 year land supply, PPS3 states that unless the local planning authority can provide robust evidence of genuine local circumstances that prevent sites being specified, no allowance for windfalls should be included within the supply.

Homes for the Future: More Affordable, More Sustainable

- 1.5 The Housing Green Paper, 'Homes for the future: more affordable, more sustainable' (July 2007), sets out Government proposals to deliver 3 million new homes nationally by 2020.
- 1.6 The Government expects Local Authorities to do more to bring forward suitable developable land for housing and provides incentives in the form of a New Housing and Planning Delivery Grant (HPDG). From 2008, the new Housing and Planning Delivery Grant will reward the delivery of both new housing on the ground, and the identification of at least 5 years worth of sites ready for development and a further 10 years worth in plans as required by planning policy. The new grant will be paid to those local authorities that meet their agreed development timetables for new housing, based upon the requirements set out in PPS3.
- 1.7 If a local authority cannot demonstrate that it has an up to date 5 year supply of deliverable sites, planning applications for development on other sites should be

considered favourably. If applications relate to sites that are allocated in the overall land supply, but which are not yet in the up to date 5 year supply, local authorities should still consider whether granting planning permission would undermine achievements of their policy objectives.

Demonstrating a 5 year Supply of Deliverable Sites

- 1.8 The Department for Communities and Local Government (DCLG) have produced guidance on how to assess a 5 year supply. The guidance sets out three main stages to consider when assessing supply, as follows:
1. Identify the housing provision to be delivered over the following 5 years;
 2. Identify sites that have potential to deliver housing over the 5 year period, including:
 - a) Housing allocations in the Development Plan,
 - b) Sites that have planning permission (outline or full planning permission that have not been implemented),
 - c) Specific, unallocated brownfield sites that have the potential to make a significant contribution to housing delivery during the 5 year period; and,
 3. Assess deliverability of potential sites in terms of paragraph 54 of PPS3.
- 1.9 This paper sets out an assessment of whether or not there is a 5 year supply of deliverable housing land within the Brentwood Borough.
- 1.10 Specific sites are identified that the Council considers are likely to contribute to the delivery of the five years provision. Included are sites already under construction but not yet complete, those with planning permission but where building work has not yet commenced; sites allocated in the Replacement Local Plan; and sites that have potential to come forward for development within the next five years where there is a realistic expectation that development will take place, as identified in the Council's Urban Capacity Study.

2. SOURCES OF INFORMATION

Annual Residential Land Availability Study

- 2.1 The Residential Land Availability Study is carried out annually on behalf of the Council by Essex County Council as part of a Service Level Agreement (SLA) to monitor and review planning permissions within the Borough.
- 2.2 Detailed information provided within the study is needed for the purposes of the Annual Monitoring Report (AMR) (see PPG12 paragraphs 2.17-2.23). Information includes all planning applications made within the monitoring year for residential development and lists any residential unit gain or loss. Sites fully completed within the year are removed leaving only those sites which have not started or are under construction for the next monitoring year.

Urban Capacity Study

- 2.3 The previous Planning Policy Guidance Note (PPG) 3 advised that all local authorities should undertake urban capacity studies, which would consider various options in relation to the density of development, mix of house types etc. The Urban Capacity Study is a tool in the Governments 'Plan, Monitor Manage' approach to guide and speed up future housing delivery.
- 2.4 The Brentwood Urban Capacity Study was undertaken in June 2002 (and subsequently updated annually) and assesses the total housing potential of the Borough in order to achieve greater efficiency in the use of Previously Developed Land (PDL) and buildings, and minimise the need for green field land.

Annual Monitoring Report

- 2.5 The Planning and Compulsory Purchase Act 2004 (The Act) requires every local planning authority to make an annual report to the Secretary of State containing information on the monitoring of the current Local Development Plan. Monitoring these policies enables the assessment of whether objectives are being met in terms of the delivery of housing in line with policy targets.
- 2.6 The Council's fourth AMR was produced for the years 2007/2008. The housing section of the report sets out the large residential sites completed, those with unimplemented or uncompleted planning permissions, and those with potential as identified in the Urban Capacity Study. The appendices of the AMR show housing trajectories for these sites for the period 2001-2024.
- 2.7 The monitoring of the delivery of new housing against the Borough's agreed provision figures is one of the most important core output indicators. The housing trajectories have been used in producing the 5 year housing land supply.

Strategic Housing Land Availability Assessment (SHLAA)

- 2.8 Strategic Housing Land Availability Assessments (SHLAAs) are a new requirement set out in PPS3 (Annex C), and are designed to supersede the Urban Capacity Study. According to DCLG practice guidance the primary role of the SHLAA is to:
- Identify sites with potential for housing;
 - Assess their housing potential; and
 - Assess when they are likely to be developed.
- 2.9 The SHLAA should aim to identify sufficient specific sites for at least the first 10 years of a plan (minimum), from the anticipated date of its adoption, and ideally for longer than the whole 15 year plan period. Such an assessment would be an important evidence source to inform plan-making, but would not in itself determine whether a site should be allocated for housing development. The assessment would not be a one-off study but would be updated regularly and be an integral part of the AMR process, although a comprehensive first assessment would need to form the basis.
- 2.10 The Council has yet to complete its first SHLAA.

3. THE 5 YEAR REQUIREMENT

- 3.1 The 5 year housing requirement is based on the housing provision figure set out in the strategic development plan. At present this is set out in the Regional Spatial Strategy (RSS), 2001-2021, which was approved by the Secretary of State in May 2008. The Approved RSS provides for a minimum of 3500 dwellings (net) to be built between 2001 and 2021, an average of 175 dwellings per year.
- 3.2 Table 1 sets out the housing provision figures set out in the RSS (2001-2021) and completions to date.
- 3.3 By April 2007 a total of 1134 dwellings were completed, with a residual, therefore, of 2366 for the remaining RSS period, thereby requiring a reduced annual average of 169 dwellings.

Table 1: Housing Requirement based on the Approved RSS 2001-2021		
	Number of Dwellings	Average Dwellings Per Annum
RSS Housing Provision 2001-2021	3500	175
Net Completions 2001-2007	1134	189
Residual RSS Provision 2008-2021	2366	169

4. THE 5 YEAR PROVISION FIGURE

4.1 According to advice published by DCLG in 'Demonstrating a 5 year supply of deliverable sites', in order to assess the deliverability of identified potential sites, PPS3 (paragraph 54) states three deliverability criteria that any deliverable site should meet:

- a) Be available – the site is available now;
- b) Be suitable – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities; and
- c) Be achievable – there is a reasonable prospect that housing will be delivered on the site within 5 years.

4.2 The Council's 5 year provision figure is based on the assessment of potential sites against these three deliverability criteria. The following sets out how different deliverable site circumstances apply to the criteria:

Available Land

- Those sites under construction,
- Sites with a planning permission and/or Local Plan allocation,
- Where a developer is in ownership of the site or there is known developer interest, or is marketed for sale.

Suitable Sites

- Sites with Planning Permission and/or Local Plan allocation,
- Sites that are on Brownfield land that are allocated or acceptable for residential use
- Those sites that have potential to create sustainable and mixed used communities.

Achievable Sites

- A site that is under construction,
- Sites with no known ownership constraints,
- Sites where there are no known physical or environmental constraints,
- There are no planning conditions or section 106 agreements limiting development within the 5 year period.

4.3 The 5 year period is taken as the period beginning 1 April for the forthcoming year at the time of the assessment. The current 5 year period is, therefore, 1 April 2009 to 31 March 2014. The schedule of housing sites in Appendix A to this paper provides details of sites that make up the 5 year supply of deliverable sites. The schedule is summarised in Table 2 and includes sites which are allocated in the Replacement Local Plan; have planning permission and are not yet recorded as fully completed (i.e. not started or under construction) and other sites without

planning permission but where there is an expectation that development will occur in the next five years in accordance with local plan policies.

Table 2: Summary of Identified Sites					
Year	Allocated sites	Unallocated brownfield sites without planning permission	Sites with planning permission (not started)	Sites with planning permission (under construction)	Total dwellings
2009/10	0	44	53	135	232
2010/11	32	24	107	97	260
2011/12	68	41	181	0	290
2012/13	40	0	111	0	151
2013/14	40	0	0	0	40
Total	180	109	452	232	973
*The Approved RSS requires Brentwood Borough to deliver an average of 175 dwellings per annum. However, with the dwellings already completed by April 2007, the resultant residual housing requirement is reduced to 169 dwellings per annum					

- 4.4 Table 2 makes no allowance for windfalls, or small Brownfield sites without planning permission, in the calculation of the 5 year supply of 973 dwellings. PPS3 states that windfalls should not be included in the study. However, windfalls have been a continuous supply of housing in the Borough for a number of years and are expected to contribute additional housing supply in the future. Based on historic figures for both large and small windfall completions it is considered justifiable to include 78 dwellings on windfall sites in the final year of the 5 year supply (2013/2014), at which time it is projected that existing planning permissions would have been completed. Clearly further permissions will be granted on sites as yet unidentified (windfalls) and therefore it is estimated that taking into account this, as yet unidentifiable supply, the total 5 year supply would be 1051 dwellings.

How Many Years Deliverable Land?

- 4.5 Brentwood Borough has, therefore, an overall amount of identifiable and deliverable housing land supply for 973 dwellings over the next five years. That is 128 dwellings more than the current RSS 5 year requirement (15%). This equates to a housing land supply of 5.76 years as set out in Table 3.
- 4.6 If account is taken of windfall supply, the total would be 1051 dwellings, which is 206 dwellings more than the current requirement (24.4%) and equates to a housing land supply of 6.22 years.

Table 3: Summary of 5 Year Deliverable Housing Supply - 1 April 2009 to 31 March 2014	
Approved RSS 5 Year requirement	845 dwellings
Approved RSS Annual Average requirement	169 dwellings
Total Identifiable Five Year Supply	973 dwellings
Annual average supply	195 dwellings
Excess supply over requirement for 5 year period	128 dwellings
How many years housing supply?	5.76 years

5. CONCLUSION

- 5.1 The assessment set out in this paper shows that Brentwood can demonstrate a 5 year deliverable supply of housing.
- 5.2 In line with national guidance this study will be revised and updated every 12 months, linked to the Annual Monitoring Report (AMR) and based on the Annual Residential Land Availability Study released in the second half of each year.

USEFUL REFERENCES

Planning Policy Statement 3: Housing (2006)

<http://www.communities.gov.uk/publications/planningandbuilding/pps3housing>

Planning Inspectorate

http://www.planning-inspectorate.gov.uk/pins/advice_for_insp/advice_produced_by_dclg.htm

Housing Green paper

<http://www.communities.gov.uk/publications/housing/homesforfuture>

APPENDIX A: 5 YEAR HOUSING SUPPLY (APRIL 2009 – MARCH 2014)

Allocated Sites

Site	Area (Ha)	Total Dwellings (gross/net)	Outstanding Dwellings	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Little Highwood Hospital, Brentwood	2.68	72/72	72			32	40		
Highwood Hospital, Brentwood	5.19	108/108	108				28	40	40
Total	7.87	180/180	180	0	0	32	68	40	40
Total Area by Year (Ha.)				0.00	0.00	1.15	2.94	1.89	1.89

Unallocated Brown Field Sites without Planning Permission

Site	Area (Ha)	Total Dwellings (gross/net)	Outstanding Dwellings	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Former Sam's Nightclub, Brentwood (now with pp)	0.44	54/54	54		30	24			
William Hunter Way Car Park, Brentwood	0.16	14/14	14		14				
Essex Fire HQ, Rayleigh Road, Hutton	1.26	41/41	41				41		
Total	1.86	109/109	109	0	44	24	41	0	0
Total Area by Year (Ha.)				0.00	0.42	0.18	1.26	0.00	0.00

Large Sites (12 dwellings or more gross) with Planning Permission as at 31 March 2008 (Not Started)

Site	Area (Ha)	Total Dwellings (gross/net)	Outstanding Dwellings	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
St Charles Youth Treatment Centre, Brentwood	6.79	120/120	120			40	40	40	
43-53 Ingrave Road, Brentwood	0.23	15/11	11			11			
St Helens RC Infants School, Queens Road, Brentwood	0.41	40/40	40				20	20	
Land rear of the Grange, 93 Queens Road, Brentwood	0.35	12/12	12			12			
Former Holly Trees School & 31 Junction Road, Warley	0.29	32/31	31				15	16	
122-124 Station Road, West Horndon	0.16	13/11	11				11		
Land rear of Sylvia Avenue/Brindles Close, Hutton	1.09	33/32	32				16	16	
Land adj Britannia Road & 19 Tyrrel Rise, Warley	0.26	14/8	8		8				
Total	9.58	279/265	265	0	8	63	102	92	0
Total Area by Year (Ha.)				0.00	0.26	2.84	3.32	3.16	0.00

Small Sites (11 dwellings or less gross) with Planning Permission as at 31 March 2008 (Not Started)

Site	Area (Ha)	Total Dwellings (gross/net)	Outstanding Dwellings	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
5 Security House, Ongar Road, Brentwood	0.01	1/1	1		1				
Imperial Peking, 67A High Street, Brentwood	0.02	1/1	1		1				
12 Western Road, Brentwood	0.03	2/1	1			1			
242 Ongar Road, Brentwood	0.03	2/1	1				1		
105 High Street Brentwood	0.02	3/3	3		3				
3 High Street, Brentwood	0.01	1/1	1				1		
63-65 High Street, Brentwood	0.09	10/10	10				10		
49 Ongar Road, Brentwood	0.01	1/1	1				1		
Brentwood Academy Health & Beauty, 7-11 Ongar Road, Brentwood	0.03	2/2	2				2		
21 The Vale, Brentwood	0.01	1/1	1				1		
21 & 23 Eastfield Road, Brentwood	0.04	4/2	2			2			
On land next to 22 Regency Court, Brentwood	0.02	1/1	1		1				
96 Queens Road, Brentwood	0.04	4/4	4			4			
Ingrave Community Centre, Knights Way, Brentwood	0.23	3/3	3		3				
Rose Valley House, Rose Bank, Brentwood	0.30	9/8	8			4	4		
Adj to 34 Running Waters, Brentwood	0.01	1/1	1			1			
31 Queens Road, Brentwood	0.09	6/5	5				5		
Brentwood Arcade & Chambers, High Street, Brentwood	0.08	9/9	9				5	4	
28 Kings Road, Brentwood	0.02	1/1	1				1		
25 Warley Hill and 4-6 Crescent Road, Brentwood	0.04	7/7	7		4	3			
Land rear of 54 Cromwell Road, Brentwood	0.05	2/2	2			2			
7 Honeypot Lane, Brentwood	0.06	2/1	1			1			
Land rear of 65-67 Cromwell Road, Warley	0.03	4/4	4				4		
1 Fox Hatch, Kelvedon Hatch	0.03	1/1	1		1				
Knaves Hall, Warren Lane, Doddinghurst	0.47	-1/-1	-1		-1				
Greenways, School Road, Kelvedon Hatch, Brentwood	0.19	4/4	4		4				
30 Stocks Lane, Kelvedon Hatch, Brentwood	0.03	1/1	1			1			
Searchlight, School Road, Kelvedon Hatch	0.13	3/2	2				2		
164 Brentwood Road, Herongate, Brentwood	0.03	1/1	1			1			
Land adj to 31 Middle Road, Ingrave	0.04	1/1	1		1				
Little Warley Hall Farm, Warley Hall Lane, Little Warley, Brentwood (GF)	0.29	1/1	1			1			
191 Thorndon Avenue, West Horndon	0.17	9/9	9		9				
23 Cory Drive, Hutton	0.05	1/1	1		1				

Land at Eversley, Kingsley Road, Hutton	0.05	1/1	1				1		
Adj 99 Hutton Drive, Hutton	0.02	1/1	1				1		
Larkrise Farm, The Tyburns, Hutton	0.10	1/1	1				1		
1 Kelvedon Close Hutton	0.02	1/1	1		1				
201-207 Rayleigh Road, Hutton	0.10	4/4	4			4			
Land at 10 Alexander Lane, Shenfield	0.02	2/2	2		2				
12 Alexander Lane, Shenfield	0.02	2/2	2		2				
St Ninian, Alexander Lane, Hutton	0.09	7/6	6				6		
Grasmere, Alexander Lane, Hutton	0.08	5/4	4				4		
Land Adj Solheim, Alexander Lane, Hutton	0.09	1/1	1				1		
32 Woodland Avenue, Hutton	0.02	1/1	1				1		
Land at Herons, Heronway, Hutton Mount, Brentwood	0.15	1/1	1		1				
Long Ridings, Roundwood Avenue, Hutton, Brentwood	0.4	3/2	2		2				
Land north of Langaford Way, r/o Woodland Thatch/Little Spinney, Hutton	0.23	2/2	2		2				
Rear of Netherton & Three Hedges, Hutton Mount	0.70	5/5	5				5		
Land rear of 118a High Street, Ingatestone	0.17	9/9	9				5	4	
Land at 51 High Street, Ingatestone, Brentwood	0.02	3/3	3					3	
Land to rear of 28-30 Pine Drive, Ingatestone	0.07	1/1	1			1			
Brickhouse Farm, Doddinghurst Road, Pilgrims Hatch (GF)	0.11	1/1	1			1			
Land adj 14 Lancaster Close, Pilgrims Hatch	0.05	2/2	2			2			
87 Hatch Road, Pilgrims Hatch	0.02	1/1	1				1		
Land adj 367 Ongar Road, Pilgrims Hatch	0.03	1/1	1				1		
3 Albany Road, Pilgrims Hatch, Brentwood	0.02	1/1	1					1	
50 Balmoral Road, Pilgrims Hatch	0.02	1/1	1				1		
Alexander House, Alexander Lane, Shenfield	0.33	2/2	2		2				
Jacqueline, Friars Close, Shenfield	0.11	1/1	1			1			
79 Priest Lane, Shenfield	0.12	2/1	1				1		
Land adj east side of Gomeldon, Hallwood Crescent, Shenfield	0.06	1/1	1			1			
1/5 Chelmsford Road, Hutton	0.04	2/2	2			2			
182A Hutton Road, Shenfield	0.16	2/2	2		2				
Dytchleys, Coxtie Green Road, Pilgrims Hatch	2.61	11/10	10			4	4	2	
4 Mascalls Lane, Warley	0.05	2/2	2		2				
Beads Hall Nursery, Mores Lane, Bentley, Brentwood (GF)	0.19	1/1	1		1				
119 Shevon Way, Brentwood	0.03	4/4	4			2	2		
Land at rear of 33 & 35 Wingrave Crescent, South Weald	0.01	1/1	1			1			
Colmar Farm, Weald Park Way, South Weald (GF)	0.58	1/1	1				1		
Coachmans Cottage, Church Street, Blackmore	0.17	2/1	1	1					
15 Avenue Road, Warley	0.11	11/11	11				6	5	

Land adj 1 Guardsman Close, Warley (GF)	0.03	1/1	1	1					
Tipps Cross Garage, Blackmore Road, Hook End	0.08	5/4	4			4			
Total	9.98	205/190	189	2	45	44	79	19	0
Total Area by Year (Ha.)				0.20	2.84	2.44	3.76	0.74	0.00

Larges Sites (12 dwellings or more gross) with Planning Permission as at 31 March 2008 (Under Construction)

Site	Area (Ha)	Total Dwellings (gross/net)	Outstanding Dwellings	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
27-31 Ingrave Road, Brentwood	0.13	12/9	9	5	4				
Former British Gas Site, St James Road/Wharf Road, Brentwood	6.91	350/350	147	50	50	47			
Former N V Tools Site, St James Road, Brentwood	0.47	81/81	71	40	31				
Warley Hospital, Warley Hill, Warley	4.05	131/131	131	41	40	50			
Total	11.56	564/561	358	136	125	97	0	0	0
Total Area by Year (Ha.)				3.90	3.80	3.86	0.00	0.00	0.00

Small Sites (11 dwellings or less gross) with Planning Permission as at 31 March 2008 (Under Construction)

Site	Area (Ha)	Total Dwellings (gross/net)	Outstanding Dwellings	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Land adj 35, St Charles Road, Brentwood	0.05	1/1	1	1					
Hortensa, Doddinghurst Road, Doddinghurst	0.09	1/1	1	1					
22 Newmans Drive Hutton	0.22	2/2	2	2					
6 Mills Way, Hutton, Brentwood	0.11	2/2	2	2					
25 Park Avenue, Brentwood	0.11	1/1	1	1					
Totternhoe, North Drive, Hutton	0.31	1/1	1		1				
640 Rayleigh Road, Hutton	0.15	1/1	1	1					
319 Rayleigh Road, Hutton	0.10	4/3	4	2	2				
25 Whittington Road, Hutton	0.03	3/2	3	3					
Rawden, Herrington Grove, Hutton	0.28	2/2	1		1				
39 Ridgeway, Hutton	0.34	1/1	1	1					
The Coppice, 28 Greenaway, Hutton	0.07	1/1	1	1					
Rear of 45-49 Hanging Hill Lane, Hutton	0.08	3/3	3	1	2				
8 Ridgeway, Hutton, Brentwood	0.14	1/1	1	1					
Knowle, Brockley Grove, Hutton	0.22	1/1	1	1					
Fryerning Hall Barn, Blackmore Road, Ingatestone	0.39	1/1	1	1					
Lindsays Farm, Beggar Hill, Fryerning, Brentwood (GF)	0.84	1/1	1		1				
Meadowcroft, Hardings Lane, Ingatestone	0.51	1/1	1	1					

R/O 35 and between 27/35 Crow Green Road, Pilgrims Hatch	0.17	2/2	2	1	1				
Land adj to Gombeldon, Hallwood Crescent, Shenfield	0.08	1/1	1	1					
Shenfield Hall Farm Barn, Hall Lane, Shenfield (GF)	0.01	2/2	2	2					
8 Worrin Close Shenfield	0.20	3/2	3	2	1				
Gombeldon, Hallwood Crescent, Shenfield	0.11	1/1	1	1					
Putwell Bridge Farm, Brook Street, Brentwood (GF)	0.06	1/1	1		1				
Red Lion Farm, Coxtie Green Road	0.09	1/1	1	1					
Wealdside, Weald Road, South Weald, Brentwood	5.27	1/1	1	1					
Blacksmiths Cottage, Church Street, Blackmore	0.06	1/1	1	1					
Ard Choile, Chelmsford Road, Blackmore	0.18	1/1	1	1					
Kings Acre, Fingrith Hall Road, Blackmore	0.12	2/1	2	2					
Mellow Purgess, Chivers Road, Stondon Massey	3.00	1/1	1	1					
Total	13.39	44/41	44	34	10	0	0	0	0
Total Area by Year (Ha.)				11.65	1.74	0.00	0.00	0.00	0.00
TOTAL									
Total Supply	54.24	1381/1346	1145	172	232	260	290	151	40
Total Area by Year (Ha.)				15.75	9.06	10.47	11.28	5.79	1.89