

Malvern Hills Wider Worcester Area Five Year Housing Land Supply Report

2020

Includes: Position statement at 1 April 2020, methodology, analysis and evidence supporting the five year housing land supply calculation.

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1. Introduction

1.1 This report provides a full explanation of the five year housing land supply (5YHLS) calculation for Malvern Hills Wider Worcester Area (WWA) as set out in the adopted South Worcestershire Development Plan (SWDP). The Planning Inspector identified that in addition to each of the South Worcestershire Councils i.e. Malvern Hills, Worcester City and Wychavon five year land supply calculations, two additional sub-area calculations would need to be provided for Wychavon WWA and Malvern Hills WWA. Both of sub-areas abut Worcester City's administrative boundary and comprise allocated sites which are largely to meet the needs of Worcester City rather than those of Malvern Hills District or Wychavon District which are addressed separately. The Malvern Hills WWA is made up of two urban extension; SWDP45/1 Broomhall Community and Norton Barracks Community (Worcester South) and SWDP45/2 Temple Laugherne (Worcester West). The Inspector set out that Malvern Hills' WWA would need to be monitored from 2018-19 following the first year's requirement.

1.2 The report sets out the housing requirement, delivery to-date and identifies deliverable housing sites for the five year period 1 April 2020 to 31 March 2025. The report includes an appropriate analysis of sites with planning permission and those that are allocations in the adopted SWDP (February 2016) to provide additional evidence about deliverability and to ensure that the supply calculation is robust.

1.3 It should be noted that, due to the impacts of the COVID-19 pandemic, site visits which are usually undertaken in April were delayed until June. Given that the development industry was shut down from late March until lockdown began to ease in May, this delay is not deemed detrimental in terms of the data collected for the 2019/20 monitoring year. In addition, the impact of the lockdown has been taken account of in delivery assumptions; see Chapter 7 of this Report.

2. Housing Requirement

2.1 The adoption of the SWDP (February 2016) meant that the new sub-area of Malvern Hills WWA was created and a housing requirement was established. A policy-on target of 4,450 dwellings

is required to be delivered between 2006 and 2030 (Policy SWDP3 (Table 4b(ii)). As this is a new area the Inspector agreed that the 4,450 dwellings should be delivered in the Plan period but due to lead times this would only commence from 2018. Therefore an annual target of 371 dwellings per annum is set out for the years 2018 to 2030 (Policy SWDP3 Table 4b(ii)).

3. Completions

3.1 Completions from the 1 April 2018 to 31 March 2020 are **2**. This is 740 dwellings **below** the cumulative annual requirement for completions from 2018 of 742 dwellings.

4. Calculating Past Under or Over Supply

4.1 In dealing with past delivery any shortfall or oversupply in actual housing supply compared with the annual requirement from 2018 to 2020 has to be calculated. As explained above, the sub-area is delivering a shortfall of dwellings at this stage in the adopted Plan period.

$$742 (2 \times 371 \text{ Requirement } 2018-2020) - 2 (\text{Completions } 2018-2020) = 740 (\text{shortfall})$$

5. Addressing Past Undersupply

5.1 In terms of addressing the undersupply the Council has adopted the 'Sedgefield approach' and has added the undersupply to the five year target.

$$1,855 (5 \text{ year target } 5 \times 371) + 740 (\text{shortfall}) = 2,595 (5 \text{ year target taking account of undersupply})$$

6. Buffer

6.1 In accordance with the NPPF (paragraph 73) Malvern Hills WWA is required to test its supply of sites against the housing requirement with an additional buffer. The South Worcestershire

Council's latest Housing Delivery Test measurement (2019, published February 2020) is 176%, so in accordance with in National Planning Practice Guidance (Paragraph: 037 Reference ID: 3-037-20180913), the Council consider that the application of a 5% buffer is reasonable and appropriate. A five percent buffer equates to an additional 130 dwellings.

2,595 (5 year target taking account of undersupply) + 130(5% buffer) = 2,725 (5 year target taking account of undersupply with 5% buffer applied)

7. Lead Times and Delivery Rates

7.1 It is important to set out the approach that has been taken by the Council to ensure that the housing supply is robust. A substantial amount of detailed work has been undertaken to assess sites and to identify the number of dwellings that will be delivered within the next five years.

7.2 In looking at large sites with planning permission where there has been no start made as at 1st April 2020 developers, promoters and landowners have been engaged to understand their intentions for delivery and to consider what evidence there is that house completions will begin within the next five years. This information is provided in Appendix 4. The information has been considered in conjunction with local evidence regarding lead in times and delivery rates recently experienced in Malvern Hills District so as not to simply rely without question on the statements and information provided by landowners, developers and house builders in respect of their own sites. In adopting this cautious approach the Council has assumed the following, unless there is extremely robust clear evidence to suggest otherwise:

1. On large sites where an application has been approved subject to a Section 106 agreement it has been assumed that it will take 24 months until the first legal completion is achieved, unless there are any other specific reasons that suggest otherwise. This has been reduced to 18 months where outline planning permission has been granted (i.e. a Section 106 signed); and 12 months where full planning permission has been granted. This is considered a cautious approach as it has been demonstrated in the District and in the Wychavon WWA

that developers are achieving initial completions within one year of getting full planning permission on the large sites unless there are site specific constraints.

2. A conservative delivery rate of 40 dwellings per annum per 'outlet' has been assumed for volume house builders (e.g. Taylor Wimpey, Bovis etc.) once a site is up and running and into its first full year of production, although again it has been demonstrated in the District and in the Wychavon WWA that higher delivery rates are often achieved. This assumption is also supported by analysis undertaken by White Young Green in National House builders' annual reports looking at the number of sites and the number of completions over a particular year, although this work is not specific to Malvern Hills District.
3. In cases on large sites where it is known that affordable housing will be delivered separately to the market dwellings e.g. by a Registered Social Landlord the 40 dwellings per annum has been increased by 40% to 56 dwellings per annum.
4. Due to the impacts of the COVID-19 pandemic, much of the development industry, particularly the large volume housebuilders, shut down from late March until lockdown began to be eased in May. In order to reflect this slow-down in delivery over this ten week period and a degree of uncertainty about how quickly construction would return to pre-pandemic levels, a blanket 50% reduction is being applied to the assumed delivery rates for the 2020/21 monitoring year.

7.3 Although the evidence in the District and in the Wychavon WWA demonstrates that in most cases delivery is above the levels of these assumptions, a cautious approach has been taken to ensure that the 5YHLS position is as robust as possible.

8. Sites with Planning Permission not Started or Under Construction

8.1 A full list of sites with planning permission not started or under construction (at 31st March 2020) is set out in Appendix 2.

8.2 The NPPF Glossary definition of 'Deliverable' states that *"to be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years"*. It adds that *"sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans)"*, and that *"where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years"*.

8.3 All sites with planning permission have been reviewed and there are a few sites, for reasons set out below, that have been discounted as there is sufficient evidence that they will either not be implemented at all within five years, or due to phasing it is likely to take longer than five years to deliver the total number permitted.

8.4 The responses in the detailed questionnaires have been considered and taken into account when making assumptions about the delivery of these sites, although not all developers have responded. In most cases the phasing set out in Section 7 of this report has been used in conjunction with local delivery data. By considering all this data officers have made the 5YHLS position as robust as possible.

8.5 Further to the changes to the NPPG, the Council has incorporated an element of residential institutions within use class C2. There is currently one application (17/00119/OUT) which includes an element of C2 use, an element of which has been included in the supply. One other application (15/01419/OUT) makes provision for a care home as part of the outline permission, however as there is limited information on the potential scale of such a facility and no certainty relating to this element coming forward, it has not been included in the supply. The number which have been included in the supply has been calculated by dividing the total number of C2 units by the average household size. The slightly higher average household size for Worcester City has been used (2.35) as opposed to the average for Malvern Hills District (2.32).

8.6 A Summary of discounted sites with planning permission not started is set out below:

13/01617/OUT Land north of Taylors Lane, south of and part north of A4440 Broomhall Way, Worcestershire for up to 255 dwellings

Although the site has outline planning permission with a current Reserved Matters application for 36 dwellings (19/01803/RM), the site promoter has indicated that there are issues relating to a s278 application relating to highways works which are required before development can commence. On that basis, and in keeping with a cautious approach, the Council are discounting this site from the five year calculation.

255 dwellings discounted.

15/01419/OUT Land At (Os 8202 5595 West of Worcester), Martley Road, Lower Broadheath for up to 965 dwellings

This site has outline planning permission, granted December 2019, with no Reserved Matters applications submitted to date. Assuming a cautious 18 months until first completions and a delivery rate of 40 dwellings per annum, 120 dwellings are deliverable within five years.

845 dwellings discounted.

16/00972/OUT Land to the west of Grove Farm, Worcester, bound by Bromyard Road to the North and Grove Way to the west for up to 150 dwellings

This site has outline planning permission, with the developer indicating that work will commence on site in late 2021 with 130 dwellings deliverable within five years. Assuming a more cautious delivery rate of 40 dwellings per annum from 2022/23, 120 dwellings are deliverable within five years.

30 dwellings discounted.

Total number of dwellings with planning permission not started = 1,453

Total number of short term undeliverable dwellings* with planning permission not started =1,130

$1,453 - 1,130 = 323$

Total number of deliverable dwellings* with planning permission not started = 343

*within five years

9. Deliverable Allocated Sites in the Adopted SWDP (2016)

9.1 All sites within Malvern Hills WWA are allocated in the SWDP as this is a sub-area confirmed through the adoption of the SWDP. In addition to sites with planning permission not started, there are also two current planning applications that have been approved subject to Section 106 agreement:

13/00656/OUT Land to the South of the City of Worcester, Bath Road, Broomhall – up to 2,204 dwellings (Part of SWDP45/1 Broomhall Community and Norton Barracks Community)

This site has outline planning permission subject to Section 106 Agreement further to approval by Malvern Hills District Council's Northern Area Planning Committee in March 2018, however the Section 106 Agreement has yet to be finalised and the Decision Notice has not yet been issued. Although an element of the site may be deliverable within five years, due to the uncertainty and in keeping with a cautious approach the site is not included in the five year calculation.

16/01168/OUT Land At (Os 8202 5595 West Of Worcester), North of Oldbury Road and South of Martley Road, Lower Broadheath – up to 1,400 dwellings (Part of SWDP45/2 Temple Laugherne)

This site has outline planning permission and the developer has indicated that work will commence on site in May 2021 with 270 completions in the five year period to 31 March 2025. Allowing a cautious 18 months for first completions, largely in line with the developers anticipated timetable, and adopting a more cautious 56 dwellings per annum delivery rate, 168 dwellings are considered deliverable within five years.

168 dwellings deliverable in five years.

Total number of deliverable allocated dwellings* in the adopted SWDP = 168 dwellings

*within five years

10. Lapse Rate

10.1 The Inspector conducting the SWDP Examination concluded that adopting a 5% lapse rate would be “robust and sound” for the Plan across the three administrative areas. There have been no lapsed planning permissions in Malvern Hills WWA to date, however to ensure the calculation is robust Malvern Hills District Council have applied a cautious 5% lapse rate to all commitments that have not commenced at 1 April 2020 in line with the Inspector’s recommendation.

11. Windfalls

11.1 A windfall¹ allowance may be justified in the five year supply if a local planning authority has “*compelling evidence*” as set out in paragraph 70 of the National Planning Policy Framework.

11.2 As this is a recently adopted sub-area there is no compelling evidence for including windfalls in this sub-area, therefore the Council is not relying on them as part of the Malvern Hills WWA five year calculation.

¹ Windfalls are any sites that are not allocated sites in a Local Plan, have not been previously allocated or identified in the Strategic Housing Land Availability Assessment (SHLAA)

12. Five Year Housing Land Supply Table

Malvern Hills WWA Five Year Housing Land Supply Position at 1 April 2020

		per annum
Adopted SWDP 2016 target	4,450	
Completions 2018-2020:	2	
Undersupply (2 years x 371) - 2:	740	
5 year target as set out in SWDP3 Table 4b(ii) (5 x 371):	1,855	
5 year target with undersupply added (1,855 + 740):	2,595	
5 year target + 5%	2,725	545
Deliverable Planning Permissions not started at 1 April 2020 (1,453-1,130):	323	
Deliverable Allocated Sites in the Adopted SWDP:	168	
Total deliverable sites not started (491 - 5% lapse rate):	466	
Sites with Planning Permission Under Construction at 1 April 2020:	24	
Total Supply	490	
Balance against +5%	-2,235	
Total years housing supply against +5%	0.90	

12.1 This table brings together all the elements presented in this report to demonstrate Malvern Hills WWA's 5YHLS position for 2020-2025 against the housing requirement in the adopted SWDP (February 2016).

12.2 Malvern Hills WWA is able to demonstrate that it has 0.90 years housing supply against the adopted SWDP policy on requirement for affordable and market housing, which includes a 5 percent buffer.

13. Improving the Housing Land Supply Position into 2021

13.1 Looking ahead, the 5YHLS position will improve as the larger applications within the Malvern Hills WWA progress to outline permission and beyond to delivery. The Council will continue to ensure that such planning applications are dealt with in an effective manner as to not delay progress.

14. Conclusions

14.1 Malvern Hills WWA is able to demonstrate that it has 0.90 years housing supply against the adopted SWDP policy on requirement for affordable and market housing, which includes a 5 percent buffer.

14.2 SWDP3 Reasoned Justification Paragraph 40 is clear that the housing targets for each of the sub-areas are separate and non-transferable, which means that any shortfall identified in the Five Year Housing Land Supply of one area will not be met elsewhere in another sub-area. SWDP 62 requires the SWDP to be reviewed, either in whole or in part, should the Plan be significantly failing to meet its objectives.

14.3 Partly in response to Malvern Hills WWA not delivering as expected, but also due to the provisions set out in the revised National Planning Policy Framework (2018, further updated in 2019), a review of the SWDP was initiated in late 2017. The review will provide an updated plan period to the year 2041, updating the existing SWDP and where necessary its Vision, Objectives, Spatial Strategy and policies for the future development of the South Worcestershire area. The second part of the plan includes site allocations, policies and policy designations that will provide for the development needs of the area up to 2041.

Planning Application No.	Parish	Site Address	Description	2018_19
13/01539	Kempsey	Upper Broomhall Farm, Norton Road, Broomhall, Worcestershire, WR5 2PE	Conversion of two brick barns adjacent the listed building to form two separate dwellings. Demolition of modern steel frame farm structures attached to the barns. Erection of two detached single storey garage buildings.	1
16/00124	Kempsey	Upper Broomhall, Norton Road, Broomhall, Worcestershire, WR5 2NY	Barn conversion to form dwelling.	1

Planning Application No.	Site Address	Parish	Description	Previous Use	Tenure Type	Not Started	Under Construction	Large Site	Expired
13/01617/OUT	Land north of Taylors Lane, south of and part north of A4440 Broomhall Way, Worcestershire,	Kempsey	Outline application with all matters reserved except for access, for a mixed use development comprising residential development up to 255 dwellings, employment (B1) (b and c), B2 and/or B8, access, footpath, cycleways and highway infrastructure, pedestrian / cycle bridge over A4440, public open space, landscaping and associated development and drainage.	GR	OM, SRH	255	0	TRUE	FALSE
16/00797/FUL	1 Broomhall Cottages, Broomhall, Norton, Worcester, WR5 2NX	Kempsey	Proposed detached dwelling with associated access	GL	OM	1	0	FALSE	FALSE
17/00119/OUT	Astons Coaches, Clerkenleap, Bath Road, Broomhall, Worcester, WR5 3HR	Kempsey	Proposed residential development of up to 66 dwellings and 32 bed care home (C2 use) including demolition of existing buildings. All matters reserved apart from access.	FE	OM, SRH, IAH	80	0	TRUE	FALSE
17/01733/OUT	Land at (OS 8664 5112), Broomhall, Norton	Kempsey	Outline application for the erection of 2 dwellings and associated works with all matters reserved except for access.	GR	OM	2	0	FALSE	FALSE
18/01803/RM	Land At (Os 8231 5544), Oldbury Road, Worcester	Lower Broadheath	Proposal for 24 dwellings, comprising 8 no. apartments, 15 no. houses and 1 no. bungalow. Reserved matters application pursuant to 15/01588/OUT for details of appearance, scale, layout and landscaping.	GL	OM, SRH, IAH	0	24	TRUE	FALSE
15/01419/OUT	Land At (Os 8202 5595 West Of Worcester), Martley Road, Lower Broadheath	Rushwick	Outline application with all matters reserved (except points of access) for an urban extension to Worcester of up to 965 dwellings; employment uses (up to 23,000 sq m of B1a, B1b and B1c); mixed use local centre [with up to 3,000 sq m of floor space (GEA) in use classes: A1 retail (not exceeding 1,500 sq m), financial services (A2), restaurants, pubs and takeaways (A3, A4, A5), business uses (B1a and b); plus (in addition) residential uses (C3)]; community uses (including non-residential institutions and health centre (D1); leisure uses (D2); C2 residential care home; access from Bromyard Road and Oldbury Road; two form entry primary school (including pre-school); green infrastructure including open space; sports and recreation facilities including children's play; sustainable drainage; landscaping; infrastructure (including highways, services, cycle and pedestrian routes); the diversion of public rights of way; travellers pitches (up to 10 pitches); car parking for all uses; demolition, and engineering works (including ground remodelling).	GR	OM, SRH, IAH	965	0	TRUE	FALSE
16/00972/OUT	Land to the west of Grove Farm, Worcester, bound by Bromyard Road to the North and Grove Way to the west	Rushwick	Outline application for a residential development of up to 150 dwellings with all matters reserved except for access	GR	OM, SRH	150	0	TRUE	FALSE

Appendix 3

Malvern Hills WWA Site Deliverability Information Request June 2020

Planning Application number / Site Name:	
Name of Agent / Promoter / Developer if applicable:	
Name of housebuilder(s): (please state if no housebuilder on board at this stage)	
Is the site available now e.g. are there no current long term occupiers of the land i.e. more than 2 years?	Site available now / Site available in _____ years/ months
Are you aware of any abnormal / extraordinary infrastructure requirements which could reduce the delivery rate of dwellings within five years?	Yes / No / Don't know Please state if yes.
Are there are any viability issues or site specific constraints with the development of the site and if so, what are they?	Yes / No / Unknown Please state if yes.
When do you expect to start work on site? Please take into account any viability constraints or infrastructure requirements, lead in times required to gain Reserved Matters approval (if required), signing a Section 106 agreement (if required) and satisfying pre-commencement conditions.	Month: Year:
How many house builders including Registered Social Landlords will / are likely to develop the site?	
How many completions do you expect to achieve each year (1 April to 31 March)?	2020-21: 2021-22: 2022-23: 2023-24: 2024-25: Total 2020-25:

Application Ref:	SWDP Ref:	Name of Agent/ Promoter/ Developer if applicable:	Name of housebuilder(s) (please state if no developer on board at this stage).	Is the site available now e.g. are there no current long term occupiers of the land i.e. more than 2 years?	Are you aware of any abnormal/ extraordinary infrastructure requirements which could reduce the delivery rate of dwellings within five years?	Are there any known viability issues or site specific constraints with the development of the site and if so, what are they?	When do you expect to start work on site? Please take into account any viability constraints or infrastructure requirements, lead in times required to gain Reserved Matters approval (if required), signing a Section 106 agreement (if required) and satisfying pre- commencement conditions.	How many housebuilders including Registered Social Landlords will/are likely to develop the site?	How many completions do you expect to achieve each year (April to April)?					Date of update	Commentary	Number Assumed for Malvern Hills WWA 5 year land supply calculation in planning permissions not started	
									2020-21:	2021-22:	2022-23:	2023-24:	2024-25:				Total number of completions 2020-25:
13/00656/OUT Land to the South of the City of Worcester, Bath Road, Broomhall	SWDP45/1	Savills	Welbeck Strategic Land LLP	Site available now / Site available in _____ years/ months	Yes / No / Unknown Please state if yes.	Yes / No / Unknown Please state if yes.	Month & Year								N/A	No update received. This site has outline planning permission subject to Section 106 Agreement further to approval by Malvern Hills District Council's Northern Area Planning Committee in March 2018, however the Section 106 Agreement has yet to be finalised and the Decision Notice has not yet been issued. Although an element of the site may be deliverable within five years, due to the uncertainty and in keeping with a cautious approach the site is not included in the five year calculation.	0
13/01617/OUT Land north of Taylors Lane, south of and part north of A4440 Broomhall Way, Worcestershire	SWDP45/1	Planning Prospects	St Modwens												24/06/2020	Although the site has outline planning permission with a current Reserved Matters application for 36 dwellings (19/01803/RM), the site promoter has indicated that there are issues relating to a s278 application relating to highways works which are required before development can commence. On that basis, and in keeping with a cautious approach, the Council are discounting this site from the five year calculation.	0
17/00119/OUT Astons Coaches, Clerkenleap, Bath Road, Broomhall, Worcester, WR5 3HR	SWDP45/1	Clerkenleap Developments													N/A	No update received. This site has outline planning permission, granted April 2018, with no Reserved Matters applications submitted to date. Assuming a cautious 18 months until first completions and a delivery rate of 40 dwellings per annum, the site is easily deliverable within five years.	80
15/01419/OUT Land At (Os 8202 5595 West Of Worcester), Martley Road, Lower Broadheath	SWDP45/2	David Lock Associates	Hallam Land Management Ltd												N/A	No update received. This site has outline planning permission, granted December 2019, with no Reserved Matters applications submitted to date. Assuming a cautious 18 months until first completions and a delivery rate of 40 dwellings per annum, 120 dwellings are deliverable within five years.	120
16/00972/OUT Land to the west of Grove Farm, Worcester, bound by Bromyard Road to the North and Grove Way to the west	SWDP45/2	Bloor Homes	Bloor Homes	Site available now	No	Yes - Ecology (slow-worms) and Noise (traffic noise Grove Way and Bromyard Road) which are matters covered by planning conditions. Viability may be subject to further review.	Late 2021	1	0	0	30	50	50	130	31/07/2020	This site has outline planning permission, with the developer indicating that work will commence on site in late 2021 with 130 dwellings deliverable within five years. Assuming a more cautious delivery rate of 40 dwellings per annum from 2022/23, 120 dwellings are deliverable within five years.	120

16/01168/OUT Land At (Os 8202 5595 West Of Worcester), North of Oldbury Road and South of Martley Road, Lower Broadheath	SWDP45/2	Bloor Homes	Bloor Homes	Site available now	No	Viability issues addressed during planning application determination.	May 2021	TBC but likely 2	0	20	50	100	100	270	29/06/2020	This site has outline planning permission and the developer has indicated that work will commence on site in May 2021 with 270 completions in the five year period to 31 March 2025. Allowing a cautious 18 months for first completions, largely in line with the developers anticipated timetable, and adopting a more cautious 56 dwellings per annum delivery rate, 168 dwellings are considered deliverable within five years.	168
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Key

	Deliverable in 5 years
	Possibly deliverable in 5 years but not included in calculation
	Not deliverable in 5 years not included in calculation