

# **Chichester District Council Housing and Economic Land Availability Assessment**

**Report**



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## Important Notice – Disclaimer

In relation to the information contained within the Chichester Housing and Economic Land Availability Assessment (HELAA), and any other report relating to the findings of the HELAA, the Council makes the following disclaimer, without prejudice:

- The HELAA only identifies sites. It does not allocate sites for development. The allocation of sites for future housing or economic development will be determined through the Local Plan Review, Site Allocation Development Plan Documents or through neighbourhood plans.
- The identification of potential housing and economic development sites within the HELAA does not imply the Council will grant planning permission for residential or economic development. All planning applications for housing and economic development will continue to be considered against the appropriate policies in the development plan and have regard to any other material considerations.
- The inclusion of potential housing and economic development sites within the study does not preclude them from being considered for other purposes.
- The boundaries of sites are based on the information available at the time. The HELAA does not limit an extension or contraction of these boundaries for the purpose of a planning application or development plan allocation.
- The exclusion of sites from the study (i.e. because they were not identified) does not preclude either the possibility of a development plan allocation or the grant of planning permission for residential or economic development on such sites. It is acknowledged that sites will continue to come forward that may be suitable for residential or economic development that has not been identified in the HELAA.
- Where it is set out, any estimation of when development may come forward is based on an assessment at the time of the study. Circumstances or assumptions may change which may mean sites could come forward sooner or later than originally envisaged.
- The Council has assumed that the sites that contain an element of previously developed land are identified as previously developed land for the purposes of the HELAA only. However, this assumption does not constitute the Council's formal determination of the status of the established lawful use of the site and does not mean that the Council formally considers the site as previously developed.
- The information that accompanies the HELAA is based on information that was available at the time of the study. Users of the study's findings will need to appreciate there may be additional constraints on some sites that were not

identified at the time of the survey and that planning applications will continue to be treated on their merits at the time of the planning application rather than the information contained within the assessment. Likewise, some of the identified constraints may have been removed since the information was compiled. Issues may arise during the course of a detailed planning application that could not/were not foreseen at the time of the assessment. Applicants are therefore advised to carry out their own analysis of sites to identify any constraints or other information for the purpose of a planning application and not rely solely on the findings of the HELAA.

- The housing or economic development capacity of a site in the study either relates to the number of dwellings or floorspace indicated by the site promoter or is an estimate based on an assessment of what could be an appropriate density for the site in question. However, the site capacities in the study do not preclude densities or floorspace being increased on sites. Nor does it mean that the densities or floorspace envisaged within the assessment would be appropriate and these would need to be considered through the relevant planning process, for example either a development plan allocation or when a planning application is submitted.
- The study has a base date of 3 August 2017 and the findings are a 'snap-shot' of information held at that time. Therefore, some of the information held within the HELAA may have changed since that date. For example, sites that are identified as not having planning permission may have secured permission since the information was compiled and published. Similarly planning permission may have lapsed on other sites.
- The Council intends to use the HELAA as a 'living document' that will be updated on a regular basis.

# 1 Introduction

- 1.1 The Housing and Economic Land Availability Assessment (HELAA), formerly known as the Strategic Housing and Economic Land Availability Assessment (SHLAA), is a technical study that undertakes an assessment of land availability. The purpose of the assessment is to identify a future supply of land which is suitable, available and achievable for housing and economic development uses. It also seeks to establish realistic assumptions about the development potential of the land identified and when the development is likely to occur.
- 1.2 The HELAA is a key component of the evidence base that will inform the preparation and development of options for the spatial strategy of the Chichester Local Plan Review. Its purpose is to test whether there is sufficient land to meet objectively assessed need (OAN) and to identify where this land may be located. The HELAA is one aspect of the evidence base and should be considered collectively with other technical studies to inform the identification and delivery of future housing and economic development in the Plan area (Chichester District excluding the area within the South Downs National Park (SDNP)). The HELAA will also inform the preparation of other Development Plan Documents (DPD) and Neighbourhood Development Plans (NDP).
- 1.3 The HELAA will cover the period up to 2035 to accord with the plan period for the Chichester Local Plan Review. The findings of this version of the HELAA present a snap-shot of information held on the Council's HELAA database at the base date of the study (3 August 2017 to link to the closing date of Local Plan Review Issues and Options consultation / call for sites). The main purpose of the HELAA is to perform the following functions:
  - Identify sites and broad locations with potential for housing and/or economic development from a variety of sources;
  - Assess and provide an indication of the housing and economic development potential of sites and broad locations; and
  - Assess the suitability of sites and broad locations for housing and/or economic development and the likelihood and timing of development coming forward.
- 1.4 The HELAA does not allocate land for housing or economic development. It also does not determine whether land should be allocated or given planning permission for development. The HELAA provides information on the range of sites which are available to meet need. Sites will be allocated in the Local Plan Review, Site Allocations Development Plan Documents, and/or Neighbourhood Plans.
- 1.5 The inclusion of a site as 'suitable' with identified development potential does not mean or guarantee that planning permission will be granted if any specific development proposals come forward subsequently. Any proposed development must be considered through the planning application process in consultation with all interested parties.

## 2 Methodology and Findings

2.1 This section sets out a summary of the HELAA methodology adopted by the Council in preparing the HELAA, and the findings from each stage of the methodology process. Please note this is only a summary of the methodology used, the full methodology is available separately on the Council's website<sup>1</sup>.

### Stage 1: Identification of sites/ broad locations

#### *Assessment area*

2.2 The HELAA considers land availability within the Chichester Local Plan area, covering the District outside the SDNP, including designated Neighbourhood Plan Areas.

#### *Site sources*

2.3 Only sites promoted to the Council in 2016/2017 have been considered as part of the HELAA assessment. Sites promoted to the Council after the cut-off date of 3 August 2017 (linked to the closing date for consultation on the Issues and Options call for sites) have not been considered in this HELAA assessment. Any new sites received since that date will be kept on file and reviewed in the update of the HELAA. The HELAA does not take into consideration those sites previously promoted to the Council which have been granted planning permission and have been implemented.

2.4 The HELAA database or 'long list' contains 299 sites. These include sites promoted to the Council through a Call for Sites or other consultations on the Local Plan Review, as well as sites the Council has identified from other sources. Seven sites are duplicates and have therefore not been considered twice in the assessment.

#### *Desktop review*

2.5 The 293 sites (long list) were subject to a desktop review. The criteria from Table 1 were used in order to sift out sites which were then excluded from the assessment.

Table 1: Sites to be excluded from HELAA assessment

<b>Category</b>	<b>Reason for exclusion</b>	<b>How it will be identified</b>
Sites with existing planning permission or under construction	Sites with extant planning permission or those under construction are generally considered to be suitable for development	Planning permission records and monitoring
Sites allocated in the Local Plan, Site Allocations DPD and Neighbourhood Plans	Sites allocated for development within the Development Plan are generally considered to be suitable for development	Development plan documents
Sites less than <b>6 dwellings</b> or <b>under</b>	This aligns with the SHLAA/HELAA methodology currently being used by	Developer / landowner information.

<sup>1</sup> <http://www.chichester.gov.uk/article/29759/Housing-and-Economic-Land-Availability-Assessment-formerly-Strategic-Housing-Land-Availability-Assessment>

<p><b>0.25ha (or 500m<sup>2</sup></b> of floor space) of economic development floor space.</p>	<p>the other authorities within the West Sussex &amp; Greater Brighton Strategic Planning Board. In addition, the threshold is in alignment with the annual Housing Land Supply assessment undertaken by West Sussex County Council (WSCC), which defines sites of 6 or more dwellings as large sites. Sites of less than 6 dwellings will be included as part of the windfall assessment for housing.</p>	<p>Where the capacity of the site has not been identified, a standard density of 30 dph on 80% of the site will be used in the first instance for residential development but may need to be adjusted as the site goes through the assessment process.</p> <p>For employment uses where no plot size or ratios are provided then the assumptions used in the Employment Land Review (2013) (ELR) will be used.</p>
<p>Not within or adjoining a settlement, or rural PDL sites</p>	<p>Only sites within or adjoining an existing settlement will be considered as part of the assessment.</p>	<p>GIS map</p>
<p>Existing employment sites</p>	<p>Employment sites in current use will not be considered appropriate for other uses.</p>	<p>GIS map Planning permission records Site visit</p>
<p>Disused glasshouses in the countryside</p>	<p>Disused glasshouses in the countryside will not be considered appropriate for other uses</p>	<p>GIS maps Site visit</p>
<p><b>Environmental Constraints</b></p>		
<p>Sites within the functional flood plain (Flood Zone 3b)</p>	<p>The NPPG advises that only water compatible development should be permitted within the functional flood plain.<sup>2</sup> Most forms of residential and economic development do not meet this requirement.</p>	<p>Environment Agency's Flood Maps</p>
<p>Sites within, or adjacent to, a Special Protection Area</p>	<p>Legislation and the NPPF advises that planning permission should not normally be granted for development that is likely to have an adverse effect on the integrity of a European site.</p>	<p>GIS maps</p>
<p>Sites within, or adjacent to, a Special Area of Conservation</p>	<p>Legislation and the NPPF advises that planning permission should not normally be granted for development that is likely to have an adverse effect on the integrity of a European site.</p>	<p>GIS maps</p>
<p>Sites within, or adjacent to, a Ramsar site</p>	<p>The NPPF advises that planning permission should not normally be granted for development that is likely to have an adverse effect on a</p>	<p>GIS maps</p>

<sup>2</sup> PPG, Flood risk and coastal change,

	Ramsar site.	
Sites within, or adjacent to, a Site of Special Scientific Interest	Legislation and the NPPF advises that planning permission should not normally be granted for development that is likely to have an adverse effect on a SSSI.	GIS maps
Sites within Historic Parks and Gardens	Historical assets protected by legislation.	GIS maps
Scheduled Ancient Monuments	NPPF states that substantial harm to or loss of designated heritage assets, including scheduled monuments should be wholly exceptional.	GIS maps
Area of Outstanding Natural Beauty (AONB)	NPPF states that development within the AONB should be restricted. As part of the HELAA assessment any site within the AONB has been discounted.	GIS maps
Ancient Woodland	Irreplaceable habitat protected by legislation and the NPPF.	GIS maps
Local Green Space	NPPF states that this designation will entitle local communities to rule out new development other than in very special circumstances.	GIS maps
Sites of Nature Conservation Importance	Sites may be excluded due to possible impact of development on the designation	GIS maps

2.6 As a result of this desktop assessment:

- 27 sites were rejected on the basis they have extant planning permission (see Appendix 1A);
- 27 sites were rejected as they are currently under construction/being implemented (see Appendix 1B);
- 18 sites were rejected as they are already allocated within the Chichester Local Plan, the Site Allocation Development Plan Document, or Neighbourhood Plans (see Appendix 1C);
- 6 sites were rejected as they are currently already identified for housing/economic development in the adopted Southern Gateway Masterplan Supplementary Planning Document (see Appendix 1D);
- 10 sites were rejected as they are below the site size threshold (see Appendix 1E)

2.7 On this basis 204 sites remained to be assessed in further detail.

### **Stage 2: Site/broad location assessment**

2.8 Stage 2 comprised an assessment of the suitability, availability and achievability of the remaining sites, as well as an estimation of their development potential.

### *Housing sites*

- 2.9 A total of 194<sup>3</sup> sites were promoted for housing or housing-led mixed-use development.
- 2.10 The suitability of these sites was considered based on:
- the development plan, emerging plan policy and national policy; and
  - market and industry requirements in the housing market or functional economic market area.
- 2.11 A site is considered available for development when, on the best information available, there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips, tenancies or operational requirements of landowners.
- 2.12 Of the sites promoted for housing, 142 were assessed to be 'not suitable' and 'not available'.
- 2.13 The Council only assessed achievability and deliverability where sites were considered to be suitable and available. A site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time.
- 2.14 Of the sites promoted for housing, 62 are considered to be suitable or potentially suitable, available and achievable.
- 2.15 A summary of the sites assessed as having potential for new housing is available in Appendix 3. Detailed assessments for these sites are in Appendix 4, and parish maps showing the location of these sites are in Appendix 5.

### *Employment sites*

- 2.17 There were 26<sup>4</sup> sites promoted for employment uses. Of these 19 sites were assessed to be unsuitable. The sites rejected and the reasoning is available in Appendix 2.
- 2.18 Of the sites promoted for employment uses, 7 have been considered potentially suitable, available and achievable. The promoters have not indicated the amount of floorspace. The amount of employment floorspace the sites could provide will depend on the type of employment use considered the most appropriate for the site.
- 2.19 Appendix 3B sets out those sites which are considered to be suitable, available and achievable for employment uses. Detailed assessment of each site is in Appendix 4.

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<sup>3</sup> Please note where sites were promoted for multiple uses, these have been assessed for each use independently.

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### *Mixed use sites*

- 2.20 There were 21<sup>5</sup> sites promoted for mixed uses. Of these 15 sites were considered to be unsuitable for development. These sites have been rejected as housing has been assessed as unsuitable development for the site; therefore their potential for economic development as part of that development has also been rejected. The sites rejected and the reasoning is available in Appendix 2.
- 2.21 A total of 6 sites have been assessed as suitable for housing-led mixed-use development. These are set out in Appendix 3C, and detailed assessments of each site are in Appendix 4.

### *Development potential*

- 2.22 The development potential for each site has been established. Where the promoters suggested a proposed yield, the Council has used this figure unless it appears to be unreasonably high or low, in which case an adjustment was considered. For sites where the promoter has not provided an estimated yield, the Council has made an estimate for the site, based on a formula of 30 dwellings per hectare and an 80% developable area (unless additional constraints are known). This information, along with suitability, availability and achievability information, was used to assess the timescales for delivery of each site. Information regarding timescales for individual sites is available in the site summary tables in Appendix 3A.
- 2.23 The assessment of those sites remaining after the sieving exercise, which are considered to be deliverable or developable, concluded those sites may potentially deliver 7,917 new homes. Table 2 sets out the parishes where these sites are located, their estimated yield and an indicative timescale for delivery.

Table 2: The number of potential net new homes and timescales for delivery, by parish

Parish	Potential yield	Timescales for delivery			
		1 – 5 years	6 – 10 years	11 – 15 years	16+ years
Apuldram	200	100	100	0	0
Birdham	262	131	131	0	0
Bosham	215	107	108	0	0
Boxgrove	115	57	58	0	0
Chichester	91	91	0	0	0
Chidham & Hambrook	565	274	144	147	0
Earnley	250	0	250	0	0
East Wittering & Bracklesham	1213	192	521	500	0
Fishbourne	291	291	0	0	0
Hunston	176	6	170	0	0
Loxwood	109	49	60	0	0
North Mundham	375	187	188	0	0
Oving	500	0	250	250	0

<sup>5</sup> Please note where sites were promoted for multiple uses, these have been assessed for each use independently.

Selsey	250	250	0	0	0
Southbourne	2950	442	888	620	1000
West Wittering	244	244	0	0	0
Westhampnett	91	63	28	0	0
Wisborough Green	20	20	0	0	0
<b>Total</b>	<b>7917</b>	<b>2504</b>	<b>2896</b>	<b>1517</b>	<b>1000</b>

### Stage 3: Windfall assessment

- 2.24 Paragraph 48 of the NPPF enables local planning authorities to make an allowance for windfall sites in their five-year supply if they have compelling evidence that such sites have consistently become available in the area, and will continue to provide a reliable source of supply. Such an allowance should be realistic, having regard to the SHLAA, historic delivery rates and expected future trends, and should not include residential gardens.
- 2.25 The projected annual delivery of housing on small windfall sites reflects the adopted Local Plan housing provision figures which assume delivery of an average of 48 net dwellings per year. This figure is based on historic trends for small site completions (excluding residential gardens in accordance with the NPPF), over the past 10 years. The exact numbers have fluctuated from year to year, but with no clear trend suggesting that small site completions are either increasing or reducing. It is considered justifiable to project forward on the basis of these past average figures.
- 2.26 The windfall allowance will be for the whole Plan period, excluding the first three years to avoid double counting with existing planning permissions. The estimated contribution from small windfall sites over the Plan period is 816 new homes.

### Stage 4: Assessment Review

- 2.27 Once the sites and broad locations had been assessed, the development potential of all sites was collated to produce an indicative trajectory setting out how much housing could potentially be provided at each point in the Plan period (1 – 5 years, 6 – 10 years, 11- 15 years and beyond the Plan period). The indicative trajectory is set out in Table 3 and includes information on the capacity of HELAA sites considered to be suitable, available and achievable, and windfall assumptions (based on an average of 48 dwellings per year).

Table 3: Indicative trajectory

Time period	Estimated number of dwellings		
	HELAA sites	Windfalls	Total
2016 – 2021	2504	96*	2600
2021 – 2026	2896	240	3136
2026 – 2031	1517	240	1757
2031 – 2036	1000	240	1240
<b>Total Supply</b>	<b>7917</b>	<b>816</b>	<b>8733</b>

\* Please note that windfalls are only included from 2019/2020 onwards to avoid double counting with existing small site permissions

## **Stage 5: Final evidence base**

### *Data outputs*

2.28 This HELAA includes:

- Parish maps showing the location of sites deemed potentially suitable, available and achievable, sites rejected, sites allocated in development plans, and sites with extant planning permission or under construction;
- A list of all sites considered but rejected, with reasons given for why sites have been discounted;
- A list, in parish order, of all sites considered to be realistic candidates for development, with details of their potential yield and when they could be developed;
- A detailed assessment of those sites considered to be realistic candidates for development in terms of suitability, availability and achievability, including the types and quantities of development that may be delivered on each site and estimate of build out rates; and
- An indicative trajectory of anticipated development and consideration of associated risks (including any identified windfall sites).

### *Monitoring*

2.29 The NPPG indicates the assessment of sites should be kept up-to-date as part of the annual monitoring process.

### *Review*

2.30 The HELAA will be regularly reviewed and published. It will be necessary to undertake a full review of sites when future development plans are reviewed.

2.31 The Council will continue to accept new sites for the HELAA. Potential sites received since 3 August 2017 will be kept on file until the next review.

## Glossary

Term	Acronym	Definition
Ancient Woodland		An area that has been wooded continuously since at least 1600AD.
Areas of Outstanding Natural Beauty	AONB	Areas of high scenic quality that have statutory protection in order to conserve and enhance the natural beauty of their landscapes. Natural England has a statutory power to designate land as AONB under the Countryside and Rights of Way Act 2000. Chichester Harbour AONB is located within the Local Plan Area.
Brownfield		See previously developed land.
Constraints		Factors which limit or restrict the ability to develop a site. In some instances constraints will prevent development, whilst in others they might limit or influence the type, form or capacity of a site.
Deliverable		To be considered deliverable, sites 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 and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.
Density		For residential development, the number of dwellings per net residential area, normally measured by dwellings per hectare (dph). For commercial development, density is often calculated as a 'plot ratio' expressing the amount of built floorspace as a percentage of the total site area.
Developable		To be considered developable, sites should be in a suitable location for development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.
Development Plan		A document setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. This includes adopted Local Plans and other 'Development Plan Documents (DPDs), made neighbourhood plans, and is defined in Section 38 of the Planning and Compulsory Purchase Act 2004.
Economic development		Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

Employment Land Review	ELR	A background study understanding land and property markets and the type of interventions that might be required to bring employment land forward alongside new housing growth. These are a key tool in identifying and securing business land to meet market needs and to meet growth and regeneration policy objectives.
Flood Zones		Flood Zones refer to the probability of river and sea flooding, ignoring the presence of defences.
Flood Zone 1		Land having a less than 1 in 1,000 annual probability of river or sea flooding.
Flood Zone 2 (medium probability)		Zone comprises land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1% - 0.1%), or between a 1 in 200 and 1 in 1,000 annual probability of sea flooding (0.5% - 0.1%) in any year.
Flood Zone 3a (high probability)		Zone comprises land as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of sea flooding (>0.5%) in any year.
Flood Zone 3b (the functional floodplain)		This zone comprises land where water has to flow or be stored in times of flood.
Goodwood Aerodrome Safeguarding		Aerodrome safeguarding maps are published by the Civil Aviation Authority. The Local Authority has to consult the CAA on planning applications or planning allocations / plans in that area.
Greenfield		Land (or a defined site) usually farmland that has not previously been developed.
Historic parks and gardens		A park or garden of special historic value and have been included on the national Register of Parks and Gardens of special interest in England based on an assessment by Historic England.
Housing and Economic Land Availability Assessment	HELAA	An assessment of land availability which identifies a future supply of land which is suitable, available and achievable for housing and economic development uses over the plan period.
Housing Land Supply	HLS	For planning purposes, this is the five year housing land supply. This relates to the number of dwellings considered capable of being delivered within a five-year time framework (as set out in the housing trajectory), when compared to the housing requirement.
Local Green Space		Protected green areas which are of particular importance to local communities and designated in Local or Neighbourhood Plans and comply with the requirements of the NPPF.
Neighbourhood Plan	NP	A plan prepared by a Parish Council or Neighbourhood Forum for a particular Neighbourhood Area (made under the Planning and Compulsory Purchase Act

		2004).
National Planning Policy Framework	NPPF	A document setting out the Government's planning policies for England and how these are expected to be applied.
National Planning Practice Guidance	NPPG	NPPG is a web based resource which contains guidance to supplement the NPPF. It was first published March 2014, and is regularly updated.
Previously Developed Land (Brownfield)	PDL	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated Previously Developed Land (PDL) fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Ramsar Site		Wetlands of international importance, designated under the 1971 Ramsar Convention.
Scheduled Ancient Monument	SAM	A nationally important archaeological site included in the Schedule of Ancient Monuments maintained by the Secretary of State under the Ancient Monuments and Archaeological Areas Act 1979.
Settlement boundary		These are defined around settlements and their purpose is to prevent settlements from sprawling. Generally development proposals will be considered more favourably within the Built –Up areas.
Site of Nature Conservation Importance	SNCI	A non-statutory designation made by West Sussex County Council. Their special characteristics mean they are high priority sites and their maintenance is important.
Site of Special Scientific Interest	SSSI	Areas of special interest by reason of their flora, fauna, geological or physiological features. Sites designated by Natural England under the Wildlife and Countryside Act 1981.
South Downs National Park	SDNP	The SDNP was designated by Natural England with the two purposes of conserving and enhancing its natural beauty and promoting opportunities for enjoyment and public understanding of the Park. National Parks are nationally important precious landscapes whose distinctive character and natural beauty are so outstanding that it is in the nation's interest to safeguard them. Together with AONBs they enjoy the highest level of protection through the planning system. The SDNP Authority also has a duty

		to seek to foster the economic and social well-being of the local communities within the SDNP.
Special Area of Conservation	SAC	Areas given special protection and are designated under a European Habitat Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.
Special Protection Area	SPA	Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.
Strategic Housing Land Availability Assessment	SHLAA	An assessment of land availability which looks specifically at land for housing. This is now incorporated within the Housing and Economic Land Availability Assessment.
Windfall sites		Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available.