

# **Bungay Neighbourhood Plan**

## **Evidence base and key issues**

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Prepared on behalf of:  
The Bungay Neighbourhood Plan Steering Group, by:  
Small Fish  
[www.smallfish.org.uk](http://www.smallfish.org.uk)



## Evidence Base: Bungay Neighbourhood Plan

### Summary of evidence and key issues

Bungay is currently fairly self-contained, with the majority of amenities in the town centre itself and high levels of walking and cycling. Traffic levels have reduced in recent years, though there is concern from residents about traffic and parking is constrained. There is a risk that significant levels of development on the outskirts of the town will encourage more people to travel by car, and potentially to travel to nearby settlements such as Beccles.

Some regeneration or revitalization in the town is needed, as indicated by work already underway, shop vacancy rates and the resident survey.

The town is set within a high-quality natural environment. It also has significant cultural heritage which has been preserved and reflected in the current day architecture and the designated conservation area. There is a risk that new development will erode this unless sensitive to maintaining and enhancing the existing character of the town.

Development is constrained by flood risk, which is currently managed effectively through a Catchment Management Plan, Flood Risk Strategy and retention of the floodplain and automated sluices.

Bungay has an aging population and a higher than usual proportion of single occupancy homes. Housing development in Bungay in recent years has predominantly been for 2 and 3-bed houses, whilst the population analysis and resident consultation indicates a need for smaller housing units.

There is evidence of demand for further social housing in Bungay and this will not be met by existing housing stock. Nine new Council properties were built in 2016/17 – though this did not include any 1-bed homes, for which there is greatest need. There is a mismatch between the need for smaller housing units and provision.

### Population characteristics

There were 5,127 residents of Bungay at the time of the 2011 Census, an increase of around 5% since 2001. The number of new households formed over this period was 121 – again around a 5% increase.

Average age in 2011 was 43.6 years, compared to 42.6 in 2001<sup>1</sup> and the proportion of the population aged 65+ was 24%, up from 23% in 2001. This data is comparable to that of the district as a whole and indicates an aging population.

### Issues.

- **Bungay has an aging population. This would indicate the need for development to focus on smaller housing units and perhaps single storey.**

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<sup>1</sup> Note that when comparing Census 2011 with 2001 different geographies had to be used – ward data in 2001, parish data 2011.

## Evidence Base: Bungay Neighbourhood Plan

### Accommodation profile

According to the 2011 Census a third of Bungay's 2,265 dwellings are detached houses or bungalows, and another third semi-detached houses or bungalows. The proportion of detached dwellings has reduced since the 2001 Census, with housing development almost exclusively being semi-detached houses or bungalows (an increase of 100 in 10-year period).

In 2011 three bedroom properties were most predominant, 42%, followed by 2 bedroom homes, 29%. The proportion of three bedroom homes is less than the district as a whole. It is not possible to extract the same data for the 2001 Census, however analysis of data relating to the number of rooms in total indicates that larger homes dominated – two thirds with 5 or more rooms.

Bedrooms	Bungay	Waveney
Number of bedrooms	2,265	50,883
No bedrooms	9 (0.4%)	71 (0.1%)
1 bedroom	216 (9.5%)	4,586 (9.0%)
2 bedrooms	663 (29.2%)	14,185 (27.9%)
3 bedrooms	964 (42.5%)	23,460 (46.1%)
4 bedrooms	322 (14.2%)	6,752 (13.2%)
5 or more bedrooms	91 (4%)	1,829 (3.5%)

Source : Census 2011

Of all dwellings 34% are one person households (compared to 30% district & national average) and over half of these with people aged 65+. This has increased from 30% in Bungay at the 2001 Census. Two thirds of homes are owned, slightly lower than the district average and 16% are socially rented – which is slightly higher than the district rate at 14%.

There are 5 communal establishments in Bungay – care or nursing homes, with 137 bed spaces.

### Issues

- **Over a third of homes were single occupancy in 2011, which is an increase from 2001. This could indicate the need for development to focus on smaller unit homes.**
- **There is a higher than district level of socially rented homes, potentially indicating greater demand.**

### Historic Character

Bungay has a wealth of historic sites. Key features include the castle and keep, originally built by the Normans, Church of St Mary and the Buttercross in the town centre.

## Evidence Base: Bungay Neighbourhood Plan

A summary of key points from the Bungay Conservation Area Character Appraisal, March 2007 include:

- A proportion of the town is designated a Conservation Area, meaning that a high degree of attention is needed to the design of any new development to preserve and enhance the Conservation Area
- Principal areas within the town include the Market Place, St Mary's and Trinity Church yards, the Castle Bailey and Castle Hills, car parks in Priory Lane and Wharton Street
- The Castle area includes the mounds and ditches of the Norman motte and bailey castle, the Norman keep and remains of the medieval curtain walls and the inner and outer baileys of the Edwardian castle.
- There are three Scheduled Ancient Monuments – Bungay Castle, Castle Hills and The Butter Cross
- St Mary's Church tower is a major landmark of the town centre and visible from surrounding areas
- The town connects visually with the open countryside, with views out between buildings and via the roads that lead to them
- Substantial rebuilding of the town following fires in late 17<sup>th</sup> Century has determined much of its architectural character.
- Particular architectural styles and materials dominate in different areas. Georgian style, red or yellow brick and colour washed timber-frame with red or black pantile roofs in the central area, 19<sup>th</sup> Century brick terrace houses with pantile or slate roofs in the Ollands area, small scale 19<sup>th</sup> century artisan red brick terraces in Southend Road and a 19<sup>th</sup> Century industrial character in the Staithe area.

A recent survey of residents in preparation for the Neighbourhood Plan asked about housing development in relation to Bungay's historic nature. Forty-Four percent of respondents strongly agreed that no new development should be allowed unless it fits with the character of the town, a rating of 2.25 on average (1-7 scale, 109 responses).

### Issues

- **The towns historical character and architecture contribute to the high quality of Bungay's townscape. There is a risk that the historic nature of Bungay will be affected by generic housing estates.**
- **Part of the town is designated a Conservation Area, any housing development in this area would need to be particularly sensitive to maintaining its character and quality.**

### **Environment**

Bungay is situated on a narrow spur of land that rises above the flood plain formed by a large meander in the River Waveney. Within this loop there are 160 ha water meadows of Outney Common. The Common and the flood plain to the east are within the Broads Authority Area. The area between the Broads Authority Area and the town, and to the west between the river and the town is a Special Landscape Area. The marshes to the north of the town are partially protected by their role as a water source protection zone under the Water Framework Directive. There are no further designated sites such as County Wildlife Sites or Special Sites of Scientific Interest.

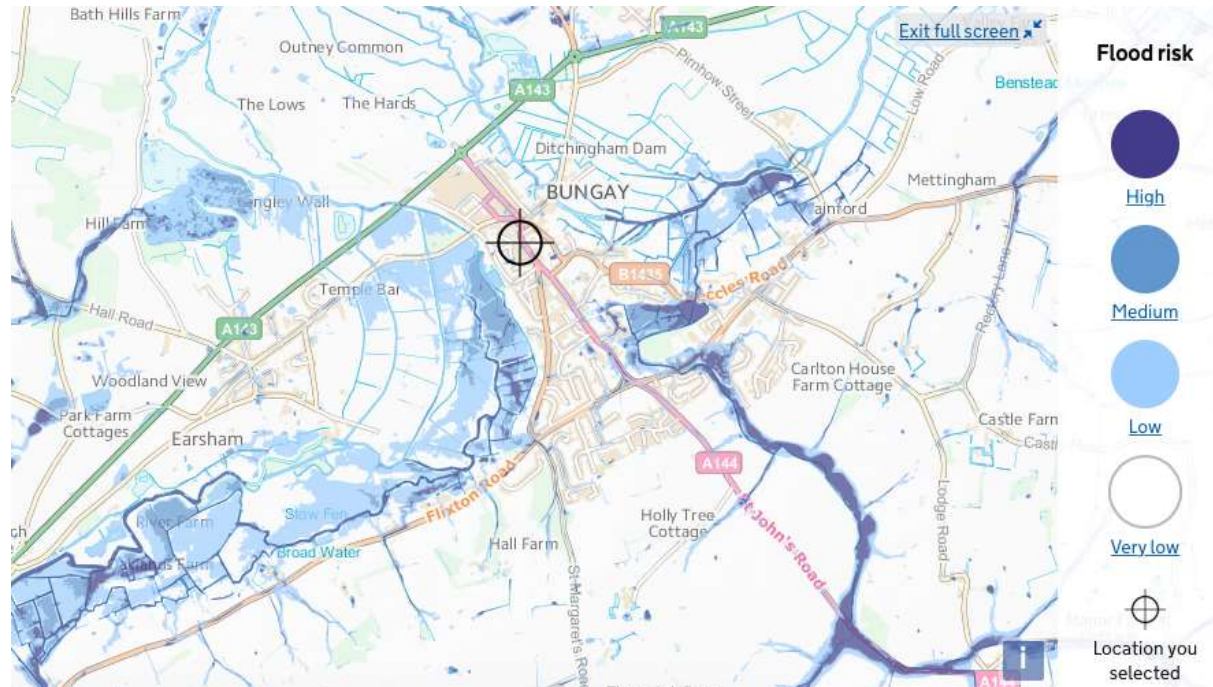
## Evidence Base: Bungay Neighbourhood Plan

Despite its surroundings there is limited green open space within the built-up area. The Open Space Needs assessment (2006) identifies Bungay as having a shortfall of 0.92ha of amenity green space and this could be further eroded by new development, especially should development at BUN4 come forward.

Growth of the town is significantly constrained by flood risk. Areas surrounding the low-lying reach of the River Waveney are fairly flat, so the river will spread into an extensive flood plain during times of high flow when the river overtops its banks. This floodplain area will subsequently drain slowly, due to low gradients and may be boggy and marshy.

In Bungay there are 56 properties at risk of flooding from a 1% annual exceedance probability event, according to the Flood Zone map. A short section of flood relief channel has been constructed between Earsham and Bungay, and Bungay and Ellingham. The majority of land at risk from flooding in this area is agricultural. At present, flood risk is managed effectively by a Catchment Management Plan, the Flood Risk Strategy and by retention of the floodplain and automated sluices on the Waveney.

The functional floodplain, areas with annual probability of flooding of 5%, has been mapped as part of development of the Waveney Core Strategy. To the north of the town the functional floodplain encroaches on residential areas towards Trinity Street and Beccles Road. To the south it extends towards residential properties to the south west of Castle Lane and Boyscott Lane.



### Issues

- **Development in the town is constrained by flood risk, which is currently managed effectively through catchment management plan, flood risk strategy and retention of the floodplain and automated sluices.**

## Evidence Base: Bungay Neighbourhood Plan

- **The surrounding area is very attractive, with lots of green space, but there is a risk that new development will encroach on this.**
- **The built-up area has a shortfall of green open space, which could be further eroded by development.**

### **Bungay's Economy**

Of the 2,251 people of working age in employment in 2011, 82.5% were employees and 17.5% self-employed. The rate of self-employment is slightly above that of the district and national levels which are 15.6% and 15.7% respectively.

The majority of the town's retail, leisure and office space is located in the town centre itself. The main shopping streets being Earsham Street (specialist and independent retailers), Market Place (retained its Victorian townscape with more diverse shopping offer) and St Mary's Street (buildings with distinctive historic architectural style, convenience and comparison shops).

There are an estimated 109 retail, service and leisure units in the town centre (Retail & Leisure Needs assessment 2016). There was a 12.4% increase in retail units between 2006 and 2015, mainly in café and restaurant use.

The number of vacant units in Bungay is 11.9%, the highest rate for market towns in the Waveney District, and slightly above the national average. Vacancies are dispersed around the areas of St Mary's Street, Market Place and Broad Street, with no significant clusters. Vacancy rates are an important indicator of the health of town centres.

Another indication is the proportion of A1 retail premises occupied by charity shops. This is 10.3% or seven units in Bungay. This is slightly higher than Beccles (10.2% or 12 units) and Lowestoft (8.1% or 11 units).

### Issues

- **Self-employment rate in Bungay is higher than district and national averages, suggesting that the town is fairly self-contained.**
- **The majority of retail, leisure and office space is concentrated in the town centre, which reinforces the importance of a safe walking and cycling network connecting to any new development.**
- **Bungay has the highest rate of vacant shop units in Waveney, suggesting that some regeneration or revitalization is required.**
- **The town centre has retained its historic architectural style and there is a risk that development in the centre will erode this unless sensitive in nature.**

### **Deprivation**

A review of the Index of Multiple Deprivation 2015 indicates that nothing stands out, with Bungay being fairly average in all categories apart from Education. It is unlikely the Neighbourhood Plan could address educational deprivation.

## Evidence Base: Bungay Neighbourhood Plan

### Access to services & travel

The town centre is well served by bus and there are a number of routes that run through the centre linking it with the surrounding area, including Norwich.

A lack of parking provision is identified up in the Retail & Leisure Needs assessment 2016 and strongly indicated in a recent survey of residents. There are currently 5 council run car parks providing 172 spaces.

The 2011 Census shows that the percentage of Bungay residents walking or cycling to work is 13%, slightly higher than the district average of 11%. Just under half of residents work in the town (47.4%) and 26% of all journeys to work are under 2km, which compares to 21% on a district wide level. Overall, the average distance travelled to work is comparable at 16.5km for Bungay and 16.6km for the district as a whole. The proportion of residents working in the town is slightly down in 2011 compared to 2001.

A recent survey of residents indicates that walking is the most prominent means of travel into the town centre – 79% of 108 respondents indicated that they walked, 45% of people drove and 15% cycled. Note that the survey asked people to indicate all forms of transport they used when accessing the town centre, therefore percentages add up to more than 100.

The table below shows how survey respondents travel to the town centre.

Travel mode	(%) response
Bus	4.1
Bicycle	14.6
Car	45.5
Foot	78.9
Motor scooter	0.8
Live in centre	1.6

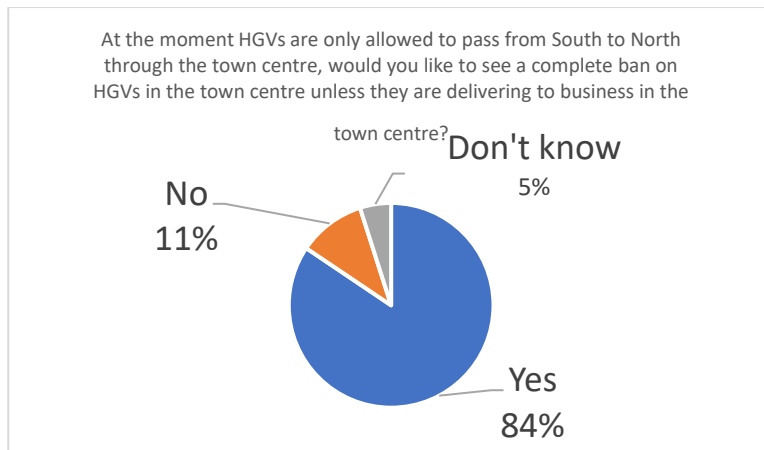
The results are from a multi answer survey and show that people visit the town predominantly on foot but probably use a car as well especially if having to collect heavy shopping. The survey also asked how often people visited the town centre. Forty-two percent of people indicated that they visit daily and a further 40% a few times per week.

A traffic count survey through the centre of Bungay, repeated annually 2000-2014 shows a year on year reduction in the number of cyclists – by over 50% in 10 years. There has also been a marked reduction in vehicular traffic since 2008, with the number of vehicles 28% lower in 2014 than they were in 2007 (when numbers were highest). The number of HGVs has also reduced by half over the last 10 years.

The one-way system introduced along St Mary's Street in 2012 has further reduced traffic through the town centre, and means that pedestrians can now enjoy a safer environment.

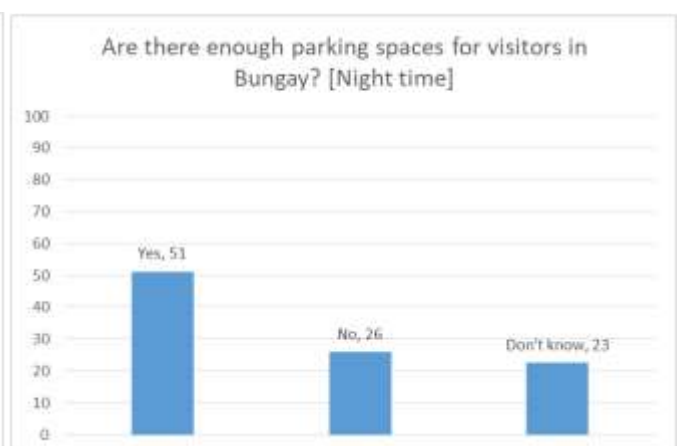
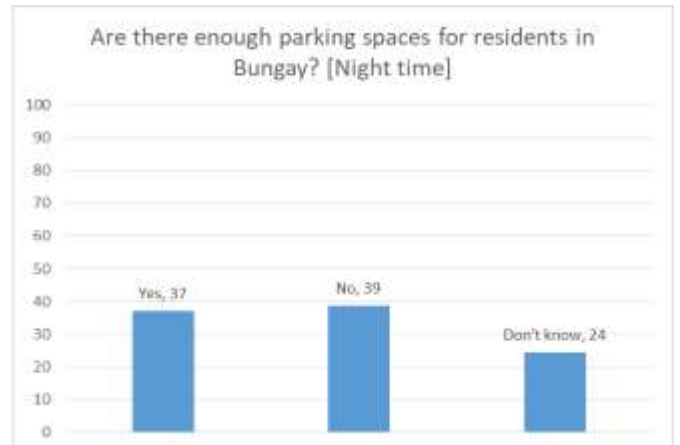
Despite a reduction in vehicle traffic the resident survey indicates that over half of respondents feel traffic is a significant problem, particularly regarding HGVs.

## Evidence Base: Bungay Neighbourhood Plan



Car ownership per household is 1.3 on average, slightly above the district average, although 17.9% of households were without a car at the 2011 census.

There is also a general perception that there is not enough public car parking in the town.



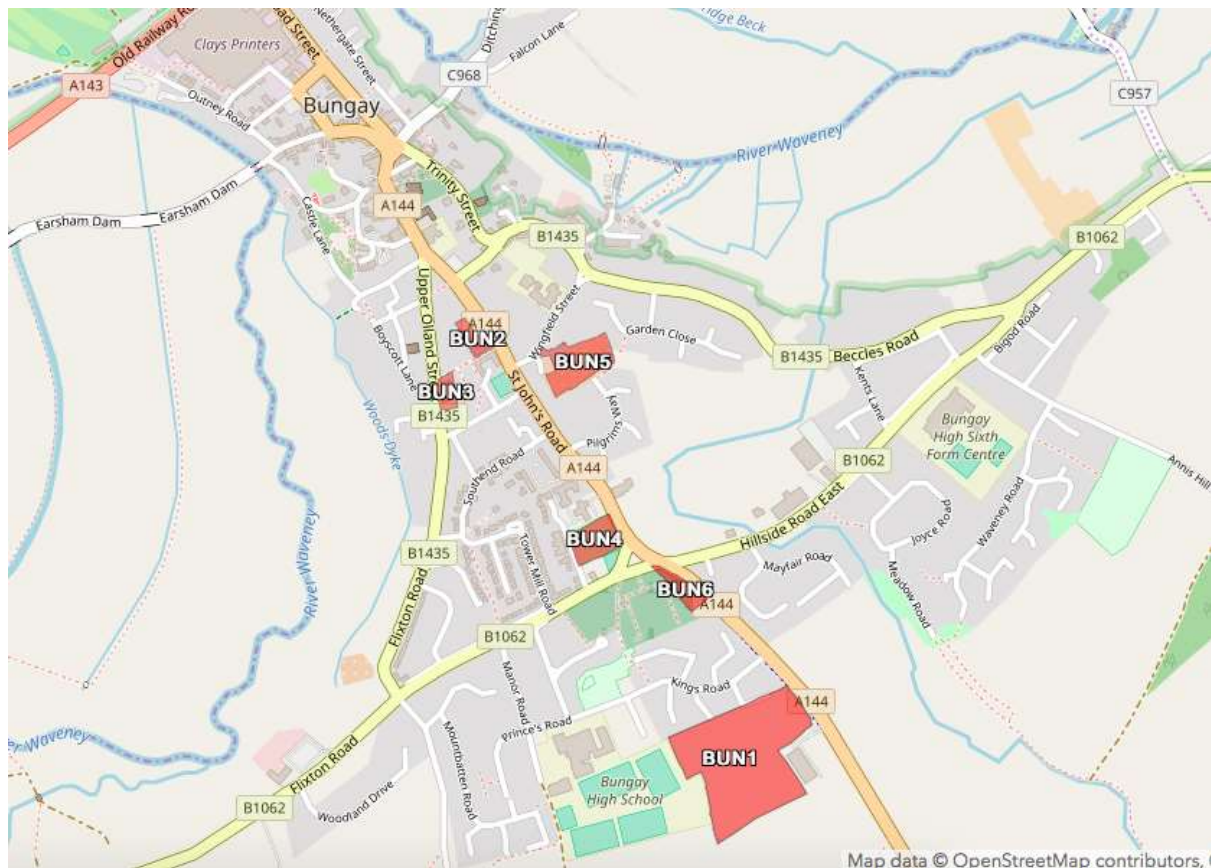


## Evidence Base: Bungay Neighbourhood Plan

- Almost 50% of Bungay residents work in the town and given that the majority of its retail and leisure offering is centrally based, the town is fairly self-contained.
- There are higher rates of walking or cycling to work than for the district as a whole and traffic through the town centre has reduced in recent years. However, residents perceive the level of traffic to be a problem and new development, particularly that on the outskirts, could further add to this. Particular concerns re HGV traffic in town centre.
- The reduction in cycling suggests the attractiveness of cycling needs improving
- A lack of parking provision in the town centre is known to be a problem and could be further exacerbated by development on the outskirts of the town centre if the travel distance makes people drive.

### Proposed Development

The Waveney Strategic Housing Land Availability Assessment identifies potential for 166 new homes in Bungay that could be delivered between 1 April 2016 to 31 March 2025. The plan and summary below provide an overview.



Source: Waveney SHLAA 2017

**BUN1:** Land west of A144, St John's Road (Industrial and Housing) – Greenfield land outside the built-up area of Bungay. Industrial development would be a mix of medium sized units to minimize traffic impact on the town centre. There is lack of capacity in the existing transport network to accommodate size of the development proposed. The District Plan indicates the need for pedestrian and cycle links to existing residential development and

## Evidence Base: Bungay Neighbourhood Plan

swimming pool. It also reflects the importance of minimising the visual impact of development – including views across the valley.

**BUN2:** Telephone Exchange, Lower Olland Street (Housing) – Site currently in employment use. 8 dwellings proposed, including 3 affordable homes.

**BUN3:** Community centre, Upper Olland Street (Housing) – Site will become available when the community centre is relocated to land at Old Grammar Lane (BUN4).

**BUN4:** Land at Old Grammar Lane (New Community Centre).

**BUN5:** Land off Wingfield (Allotments / open space).

**BUN6:** Land adjacent to Bungay Cemetery (Cemetery extension).

A survey of residents asked which areas of the town would benefit from redevelopment to improve its quality. Key themes from 86 responses include:

- The attractiveness of approaches to the town – in particular iconic buildings upon entry to the town centre, including King’s Head, Wightmans and the Three Tuns
- The attractiveness and offering of particular streets within the town centre, St Mary’s Street referenced predominantly
- Community and leisure facilities throughout the town
- Parking availability and appropriateness within the town centre
- Pending development near the high school

There was a specific question in the resident survey about proposed moving and development of the community centre. Responses predominantly focus on the new centre being accessible to all ages, providing for clubs, activities, meetings, events and with a kitchen.

### Issues

- **The SHLAA identifies potential for significant development on greenfield land on the outskirts of the town. This is development in the countryside, and unless there are safe walking and cycling links to local services and the town centre the car could dominate people’s mode of travel. This could negatively impact on viability of the town centre, increase traffic, and further decrease cycling.**
- **The SHLAA proposes moving the community centre away from the town centre to free up land for housing. There is a risk that this would make it less accessible.**
- **Residents feel that the attractiveness of approaches to the town centre is an issue which could be addressed through development.**

### Housing Growth over the last 5 years

The table below identifies housing completions in the town over the last five years. Completions have increased significantly during 2016/17, with 18 new homes coming forward.

Housing	Total over	2016/17	2015/16	2014/15	2013/14	2012/13
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## Evidence Base: Bungay Neighbourhood Plan

Development	last 5 years					
Net	32	18	7	5	1	1
Gross	36	18	7	5	4	2

Source Waveney District Council, Jan 2018

Note that the difference between gross and net completions include amalgamation of two dwellings into a single property; replacement dwelling; subdivision of single dwelling into two or more units.

New housing development has been further broken down by type, size and tenure in the table below. Housing growth over the last two years has predominantly been for two and three bedroom houses. No one bedroom properties have been built over the last two years. During 2016/17 half of new homes were affordable, six 2-bed and three 3-bed. These are all owned and managed by Waveney District Council and located around a 10 minute walk from the town centre. These were the first affordable homes to be built in Bungay by the public sector since the 1970s.

Gross completions	Description	2016/17	2015/16	2014/15	2013/14	2012/13
Size	1 Bed			3		1
	2 Bed	9		2	3	
	3 Bed	7	7			
	4 Bed	2			1	1
Type	House	13	1	1	3	2
	Bungalow	4	6		1	
	Flat	1		4		
Tenure	Market	9	7	5	4	2
	Affordable	9				

A core objective of the Waveney Local Plan is to promote balanced and mixed communities – and in particular address the need for affordable housing, with a minimum of 30%. Across the district as a whole there was a significant reduction in affordable housing completions in 2016/17 compared to previous years – 12 compared to 24 in 14/15 and 68 in 13/14. Nine of the 12 delivered across the district were in Bungay.

A survey of around 100 residents asked people to identify the level of need for particular dwelling types within the town (by ranking each type between 1 and 5 with 5 vital). By a significant margin, respondents identified starter homes to be most important for development (4.2 average), followed by easy access homes (3.97) and smaller houses (3.96). Flats (3.14) and large homes, over 3 bedrooms (3.3), were considered to be of less benefit to the town.

- **Housing development has predominantly been for 2 and 3-bed houses, whilst the population analysis and resident consultation indicates a need for smaller housing units**

## Evidence Base: Bungay Neighbourhood Plan

- Nine affordable houses were built in 2016/17 by the public sector, the first since the 1970s.

### Affordable Housing: Current Provision & Demand

A study of the need and demand for affordable housing in Bungay, based on information from the Housing Register and an overview of the existing stock owned and managed by Waveney District Council and Registered Providers, has been provided by Pathfinder Development Consultants.

A snapshot the housing register (25 January 2018) indicates that there are 109 applicants for social housing who are either living in Bungay or who state that they have a local connection to the area. The table below gives a breakdown of the size of properties that these 109 applicants require and their relative housing need. An allocation of social housing is made on the basis of bedrooms actually required, so applicants cannot request more bedrooms than they actually need.

	Bedrooms required	1	2	3	4	TOTAL	
	<b>Banding</b>						
<b>Assessed as High/Medium need</b>	<b>A</b>	4	0	0	0	4	<b>34</b>
	<b>B</b>	6	1	2	1	10	
	<b>C</b>	11	8	1	0	20	
<b>Other Need / Demand</b>	<b>D</b>	3	2	1	0	6	<b>75</b>
	<b>E</b>	22	36	10	0	68	
	<b>F</b>	0	1	0	0	1	
	<b>TOTAL</b>	<b>46</b>	<b>48</b>	<b>14</b>	<b>1</b>		<b>109</b>

Bedrooms required	% of all applicants	% of applicants in high / medium need
1	42%	62%
2	44%	26%
3	13%	9%
4	1%	3%

Source: Indicators of Need and Demand for Affordable Housing in Bungay, Jan 18

This shows a demand for small unit housing, 1-bed and 2-bed properties, with the greatest need for 1-bed properties, 62% of requests for those in the high/medium need category. It should be noted that the housing register likely gives an underestimation of need.

The table below provides an overview of the existing social housing stock in Bungay – this includes the recently developed 9 Council Homes. It does not include a further 47 social housing units in Bungay which is sheltered accommodation for older people with a support need (21xbedsits; 26x1-bed). The majority of homes are 2 (46%) or 3-bed (40%) properties, which demonstrates a mismatch with current need.

## Evidence Base: Bungay Neighbourhood Plan

Size of property	Numbers	As a % of total general needs social housing stock in Bungay
1 bed	31	10%
2 bed	147	46%
3 bed	129	40%
4 bed	15	4%
5 bed	0	0%
TOTAL	322	

Source: Indicators of Need and Demand for Affordable Housing in Bungay, Jan 18

### Issues

- There is evidence of demand for further social housing in Bungay and this will not be met by existing stock.
- There is a mis-match between the need for smaller housing units and provision, the greatest need is for 1 bedroom properties. This is a key issue as recent development also did not include any 1-bed properties.

## Evidence Base: Bungay Neighbourhood Plan

### Sources

Census data for 2001 and 2011: [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

Waveney Strategic Housing Land Availability Assessment 2017:  
<http://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Monitoring-Information/Strategic-Housing-Land-Availability-Assessment/12-SHLAA-2017.pdf>

Index of Multiple Deprivation 2015: <http://dclgapps.communities.gov.uk/imd/idmap.html>

Waveney Site Specific Allocations: [www.consult.waveney.gov.uk](http://www.consult.waveney.gov.uk)

Authority Monitoring Report 2015/16:  
<http://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Monitoring-Information/Authority-Monitoring-Report/83-Authority-Monitoring-Report-2016.pdf>

Indicators of Need and Demand for Affordable Housing in Bungay, January 2018. Pathfinder Development Consultants

Bungay Housing Completions 2012/13 – 2016/17. Planning Policy and Delivery Team, Suffolk Coastal and Waveney District Councils.

Bungay Conservation Area Character Appraisal, Waveney District Council, March 2007

Waveney Retail and Leisure Needs Assessment 2016, Carter Jonas

Broadland Rivers Catchment Plan 2014, Broadland Catchment Partnership

Traffic Count Data for Bungay Town Centre, 2000-2014