

Wokingham Borough Local Plan Update
2023-2040

**Response to
Matter 2:
Strategic Transport**

**Wokingham Borough Council's
Statement**

03 November 2025



**WOKINGHAM
BOROUGH COUNCIL**

1. This statement sets out Wokingham Borough Council's (WBC's) response to examination Matter 2: Strategic Transport. The questions are shown in bold within a border. WBC's responses are shown below each question.

Issue 1 – Strategic Transport

1) Does the Transport Assessment Report ('TA') and its associated appendices, attachments and addendums [TR1a-o], including the 2032 Interim Year Assessment ('Interim TA'), contain sufficiently accurate assumptions? In particular:

- a. Do the assumptions accurately reflect the development anticipated by the Plan?**
- b. Is the infrastructure identified in the IDP to support the development anticipated by the Plan reflected accurately for each scenario in the TA and Interim TA, particularly in respect of timings for delivery?**

2. The growth set out in the plan has been assessed through a robust modelling process. National Highways in their Statement of Common Ground (SoCG) ([WBC 2](#)) agree that the evidence supporting the plan, including both the Transport Assessment Report (TA) and Transport Assessment Report 2032 Interim Year Assessment (Interim TA), is robust and proportionate to the plan-making stage. The Wokingham Strategic Transport Model (strategic model), which supports the TA and the Interim TA, has been generated in full compliance with guidance at the time of preparation and is still compliant, in terms of revised year and forecast growth.

1)a. Do the assumptions accurately reflect the development anticipated by the Plan?

3. The assumptions made within the TA ([TR1a](#)) and Interim TA ([TR1m](#)) accurately reflect the planned growth to 2040 and the trajectory of delivery. For Loddon Valley Garden Village (LVGV) and the South Wokingham SDL the full delivery of the proposed allocation has been assessed, which exceeds the projected delivery in the housing trajectory. The TA in Tables 5 and 10 confirms the assessment of 3,930 homes (and associated land uses) at LVGV and 1,150 homes at South Wokingham SDL extension within the local plan period to 2040. This is a faster rate of housing delivery than set out in the housing trajectory ([WBC 27](#)), which anticipates delivery from the SDLs beyond 2040. The TA therefore assesses the full impact of these allocations within a shorter time period alongside the full package of mitigation.
4. The additional sites at the Arborfield Green SDL are set out in Table 11 of the TA. The additional sites are included with an indicative number of dwellings as 'Arborfield SDL additional capacity' (300 dwellings) and Barkham Square (500 dwellings) and are assumed to be completed within the plan period. Although the development in Arborfield Green SDL included in the TA is slightly less than that allocated in Policy

SS11, the impact of this additional development at this scale of assessment does not have a material impact on the outcome of the modelling.

5. The TA reference case includes committed development and infrastructure schemes (paragraph 2.3.5) which have been granted planning permission or are being delivered from the current local plan. This includes the development quanta and infrastructure schemes associated with the existing adopted South Wokingham and Arborfield Green SDLs.
6. The TA sets out the “additional smaller sites” (Table 11), which will be built out within the plan period. Since the preparation of the TA, some of these smaller allocations have gained planning permission, which is reflected in the housing trajectory ([WBC 27](#)). This would not affect the accuracy of the TA given the sites were already incorporated into the development scenario to be delivered by 2040.
7. In addition to the TA, the Interim TA provides an assessment for 2032. The document was prepared to allow a better understanding of the implications of the planned growth in terms of phasing and the possible triggers for key infrastructure delivery. The Interim TA has utilised the following principal land uses which reflects the housing trajectory ([WBC 27](#)):
 - LVGV SDL (800 dwellings and 40,000 sqm Employment) (Table 2)
 - South Wokingham SDL Extension (280 dwellings) (Table 3)
8. The TA and Interim TA accurately reflect the development anticipated within the plan period. The TA has assessed a higher level of housing delivery at LVGV and the South Wokingham SDL than projected to be delivered in the plan period which ensures its robustness.

1)b. Is the infrastructure identified in the IDP to support the development anticipated by the Plan reflected accurately for each scenario in the TA and Interim TA, particularly in respect of timings for delivery?
9. The TA and Interim TA includes an assessment of the package of measures to mitigate the impact of the planned growth for the forecast years (2032 and 2040). The proposed measures included within the TA and Interim TA have been prepared to a feasibility design level, which gives sufficient detail to allow assessment within the model. This is an appropriate level of detail for the evidence to support plan-making. Further evidence will be assessed and finalised through the planning application process, as is standard practice.
10. The IDPs are consistent with the TA and Interim TA, reflecting the principal mitigation package and indicative delivery dates. The IDP 2025 ([WBC 28](#)) identifies infrastructure which is currently regarded as necessary to support the development proposed in the plan. This extends beyond that included in the TA and Interim TA. As explained in paragraph 1.3 and 5.3, an IDP 2025 is a live document which will change over time.

Where discussions between WBC and developers are progressing, the IDP and the infrastructure requirements will evolve as new information becomes available.

11. By way of illustration, the plan was submitted with the IDP 2024 ([IN7](#)), which reflected the infrastructure identified at the time and assessed in the TA. For example, the infrastructure for LVGV – as set out in the TA at Figure 4 and 7, and the plans in Appendix C ([TR1b](#)) – was reflected in the IDP 2024. The IDP 2025 accounts for the evolution of infrastructure needs over the subsequent period to ensure the most up to date position emerging through pre-application and application discussions is provided. Although the updates comprise refinements to the identified infrastructure in terms of costing and timing, there are also some proposed changes to the details of the infrastructure to be provided, which reflect further assessment work and discussions with developers. In particular:
 - The Interim TA (Figure 3) sets out that the improvement between Shinfield Studios and the existing M4 Bridge that forms the Eastern Relief Road would comprise a dual carriageway. The IDP 2025, following ongoing assessment, sets out an additional westbound lane only.
 - The TA proposes a dual carriageway link between the connection proposed from the site to Meldreth Way roundabout. The IDP 2025 retains the requirement for the mitigation, but as a single carriageway scheme.
 - The IDP 2025 includes additional highway schemes within the area of Mill Lane and Mole Road (pages 28-33).
12. These proposed changes represent a refinement of the original infrastructure package considered in the TA and Interim TA in relation to LVGV, bearing in mind that the nature and timing of infrastructure delivery will ultimately be secured through the planning application process, taking into account the latest information and proposed mitigation measures. The refinement of infrastructure as the planning process continues does not alter the conclusions of the TA and Interim TA, that planned growth can be accommodated on the highway network with mitigations and sustainable transport measures (paragraph 7.2.5). WBC will continue to work with the promoters/landowners through the planning application stage to shape and phase development in accordance with national planning policy to ensure that any significant impacts from the development are mitigated to an acceptable degree, and any alterations will still be required to provide the same level of mitigation as the items assessed within the TA and Interim TA. Therefore, any changes to the details of the mitigation package will not materially affect the reliability of the conclusions in the TA and Interim TA, which continues to provide a robust and proportionate assessment for the purposes of plan-making.
13. With regard to the timing of delivery, the TA assesses the end of the plan period to 2040. Paragraphs 2.4.2, 2.7.8 and Figure 4 of the TA describe the principal off-site mitigation measures to support the delivery of LVGV. These are reflected within the IDP 2025 at pages 28-33, which sets out the full mitigation package to enable delivery of the site. The collective infrastructure based on the indicative delivery dates would be in place by the end of the plan period in accordance with the assumptions within the TA.

14. The Interim TA assessed the implications of the quantum of development as set out in Table 2 for LVGV, with (at paragraph 2.2.4 and Figure 1) a provisional quantum of 800 dwellings which could be supported by a limited package of mitigation measures, including three of the new access points and improvements between the Shinfield Studio junction and the M4 Bridge. Pages 28-31 of the IDP 2025 list these items as essential and anticipate their delivery between 2027 to 2030, consistent with the assumptions tested in the 2032 assessment year. As confirmed within WBC's response to the Initial Questions ([WBC 6](#)) in paragraph 28, the major transport infrastructure requirements to support the build out of LVGV will not be required until after 2032, or post 800 dwellings.
15. With respect to South Wokingham SDL, the Interim TA included the development build and mitigation package up to 2032, as set out in paragraph 2.5.3 and shown on Figure 2. The TA includes the full mitigation package to 2040 for the extension, as explained in paragraph 2.5.11 and 2.7.12 and Figure 6. The IDP 2025 includes infrastructure projects relating to both the committed South Wokingham SDL and the proposed extension (including the signal upgrades within the wider SDL). Pages 34-35 of the IDP 2025 include the required works within the local plan period in accordance with the TA.
16. Page 35 of the IDP 2025 includes the Peacock Lane, Waterloo Road and Old Wokingham Road roundabout scheme, which has been secured as part of the planning permission for the South Wokingham SDL and is included in the reference case of the TA and Interim TA. WBC and Bracknell Forest Council (BFC) are currently discussing the delivery of a new walking/cycle link along Waterloo Road and possible traffic calming, which may amend the movement as per below, however this will result in a local reassignment and does not alter the reliability of the conclusions for the purposes of supporting the plan and South Wokingham SDL allocation, but will require further discussion between WBC and BFC.
 - Traffic calming on Waterloo Road relating to this additional scheme could result in a localised reassignment of trips, with the new link road through the South Wokingham SDL extension site the closest alternate route.
 - The South Wokingham SDL extension site has options to provide alternate routing for the cycle and walking route, which would minimise any impact on this junction.
 - These could alter flow patterns through the proposed roundabout scheme.
17. The Interim TA and TA assessed the development at the Arborfield Green SDL as part of the wider small sites assessment. The Interim TA and TA included the access onto Langley Common Road, the internal road and the connection to the current SDL to the south. The context of development at Arborfield Green means the development is more readily linked to infrastructure delivered as part of the wider SDL, as set out in the IDP 2025 on pages 37-38. The approach to the Arborfield Green SDL is proportionate and robust, with the infrastructure proposed accurately reflected in the transport evidence.

18. More generally, it can be noted that the TA identifies certain links and junctions that are witnessing capacity, queueing and delay issues within the reference case that will need to be considered by WBC as part of a wider transport review using a “vision and validate approach”, or may be assessed in more detail through the formal planning application process. In paragraph 2.7.17, the TA sets out that the Coppid Beech merge/diverges with Berkshire Way is an area that may witness capacity issues within the latter part of the plan period and highlighted technical note “A329 (M) / Coppid Beech Southbound Merge Assessment” dated July 2024 ([WBC 13](#)). The issues are not specific to an individual development given the A329 corridor supports wider strategic movements through Wokingham, Bracknell and beyond including access to the M4 and via the A322 to the M3.
19. Page 34 of the IDP 2025 includes an indicative cost for the “A329 Coppid Beech to Jennets Park Improvements” of £5.33 m. In addition, the latest version of BFC’s IDP¹ to support its adopted local plan examination, identifies a project to improve the Jennett’s Park Roundabout which lies to the east of the South Wokingham SDL extension site. The highway corridor is part of the major road network and further joint working will assess and consider longer term solutions, which may include additional funding from “Transport for Southeast”. This would be considered in parallel to seeking contributions through CIL and section 106 from developments within both local authorities.
20. In summary, the infrastructure necessary to support the development as set out in the IDP 2025 has been appropriately reflected in the Interim TA and TA for the projected delivery for 2032 and 2040. Although there may be some detailed changes as schemes progress, this will not materially affect the substance of the conclusions that have been reached based upon the inclusion of infrastructure that has been assessed to an appropriate and proportionate level of detail to support plan-making.

¹ See Appendix B, page 3 of IDP (2020) here: <https://consult.bracknell-forest.gov.uk/file/5823275>

2) Is the modelling in the TA and the Interim TA sufficiently robust? In particular:

- a. Both assessments were prepared on the basis that School Road, which is shown as part of Route 8 in Figure 22 of the TA, is open to traffic. However, it has purportedly been closed since 2021. What implications, if any, does this have for the reliability of the modelling?**
- b. Do the TA and Interim TA undertake detailed analysis and modelling over appropriately wide geographical areas? In particular, would there be highway impacts beyond the areas mapped in their appendices?**

21. The NPPF 2023 at paragraph 31 says that plans should be underpinned by evidence that is relevant and up-to-date and that this should be 'adequate' and 'proportionate'. The modelling supporting the plan and reported in the TA ([TR1a – TR1l](#)) and the Interim TA ([TR1m – TR1o](#)) is robust. National Highways in their SoCG ([WBC 2](#)) agree that the evidence supporting the plan, including both the TA and the Interim TA are robust and proportionate to the plan-making stage.
22. The robustness of the strategic model is demonstrated through:
- The model validated in accordance with Transport Analysis Guidance (TAG) ([TR3d](#)).
 - The 2021 update validated in accordance with TAG ([TR1g](#)).
 - The Chief Analyst Division (CAD) at Highways Agency (now National Highways) approving highway counts to recommence post covid from September 2021.
 - Using the latest forecast NTEM/TEMPRO V8 in accordance with CAD guidance being used (TA paragraph 2.3) with the TA using the Core Scenario.
 - The use of a traffic only model justified and supported by TAG (TA paragraph 3.3.6).
23. As part of the modelling process, the TA identified several factors that could reduce vehicle trips from that used in the model linked to Active Travel and Public Transport:
- In the TA at paragraph 2.4.24, a 5.5% reduction was applied to car-based trips linked to sustainable measures, which reflects the adopted local plan for the wider area. This was increased to 7% for LVGV, which is considered a conservative increase of 1.5% given the sustainable transport measures that will be provided and promoted.
 - As per TA paragraph 2.4.25, a "traffic only model" was utilised. The evidence suggested a 10% reduction linked to the provision of public transport strategy could be applied. No reduction was applied in the model, and the benefits of trips switching to public transport specifically have not been fully realised in the model. The TA therefore assesses a higher impact on the highways network than may be realised in practice.

24. The strategic model which supports the TA and the Interim TA has been generated in full compliance with current guidance and guidance at the time, in terms of revised year and forecast growth. The level of development assessed in the TA within the plan period is higher than is anticipated in the housing trajectory. The use of a “traffic only” model and the assumptions linked to sustainable transport mean that the level of impact set out in the TA for 2040 are robust and higher than if forecast against the proposed housing trajectory defined in ([WBC 27](#)).
 25. In addition to the strategic model, as set out at paragraph 4.4 of the TA, planned growth has also been assessed through a microsimulation model. This provides a more detailed assessment of the changes between the Reference Case and Scenario 1B. The model was developed to cover a wide area between Bracknell and M4 J11 as per Figure 14, including the Vigar Way Roundabout which reflects Duty to Cooperate discussions with BFC and National Highways. The TA also sets out in paragraph 3.5.1 and 3.5.9 that localised models were also completed to further support the validation and detailed analysis of the microsimulation model and assess other standalone junctions.
 26. The assessment undertaken to support the plan is at a level beyond the requirement for plan-making. The modelling that underpins the TA and Interim TA provides the appropriate detail to allow the development anticipated by the plan to be assessed against the future network scenarios and, therefore, the TA and Interim TA are sufficiently robust.
- 2)a. Both assessments were prepared on the basis that School Road, which is shown as part of Route 8 in Figure 22 of the TA, is open to traffic. However, it has purportedly been closed since 2021. What implications, if any, does this have for the reliability of the modelling?**
27. The modelling set out in the TA is reliable and reflects information at the time of preparation. At the time the modelling update was being prepared, School Road was subject to a Traffic Regulation Order (TRO) to temporarily close the road to through traffic for a period of three years. The closure was experimental, to help understand its impacts on traffic in the local area. With no certainty of permanent closure, the assessment appropriately included School Road as open to through traffic. In June 2025 a TRO was made to permanently close the road to through traffic. The approach to School Road in the modelling is not therefore an erroneous assumption in the model but reflective of changing circumstance.
 28. If the closure of School Road had been assessed as permanent, it would not have had a material impact on the outcome of the modelling.
 29. The journey time routes set out in TA Figure 22 are based on School Road being open to through traffic.
 30. Analysis around the Barkham area since the publication of the TA considered the closure of School Road. The figures in Appendix A to this response show the changes in flow and delay on the local network as a result of the closure for the AM and PM peaks.

In the flow figures, the orange lines show vehicle trips removed from that section of the network and the blue shows the increases due to the reassignment. The thickness of the line denotes more vehicles on a particular part of the highway. The figures show that the majority of trips would reassign to Eversley Road and Barkham Road as the natural alternate routes, mirroring observed re-routing on the ground.

31. This reassignment does not materially alter the findings of the strategic model. The impact of the closure is localised to the adjacent road network and does not result in a material reassignment across the wider model or a severe impact on the reassigned route. The plan assumptions and recommendations are sound, and no alteration to the TA or Interim TA recommendations is required.
32. Appendix A to this response sets out the following figures which show the outputs for link flow and delay with School Road open and closed.
 - AM Peak Link Flow change comparison with School Road open and closed.
 - AM Peak Delay change comparison with School Road open and closed.
 - PM Peak Link Flow change comparison with School Road open and closed.
 - PM Peak Delay change comparison with School Road open and closed.
33. In summary, the robustness of the modelling is not undermined by the assumption that School Road was open to through traffic and the modelling is reliable. The closure of School Road does not have wider implications within the model and its impacts are modest, localised, and do not give rise to any wider reassignment.

2)b. Do the TA and Interim TA undertake detailed analysis and modelling over appropriately wide geographical areas? In particular, would there be highway impacts beyond the areas mapped in their appendices?

34. The TA and Interim TA undertake detailed analysis over a geographical area significantly beyond Wokingham Borough and therefore cover an appropriately wide geographical area in accordance with best practice.
35. The strategic model assesses the impact of development within Wokingham Borough, and the impact of committed development from neighbouring authority areas (local plan allocations and planning permissions), other requirements such as background growth (including across areas beyond neighbouring authorities), highway improvement schemes, and the required mitigation measures.
36. The Wokingham Strategic Transport Model is built to cover a much wider area than the borough. This assesses how localised changes to the network may influence traffic patterns outside the local plan area and equally how changes outside the local plan area may influence traffic patterns within it, such as how trips pass through or around the area. Driver journey decisions can be made at significant distances outside of the local plan area, hence strategic models need to be able to consider these options across a sufficiently wide geography.

37. As set out in Para 3.1.3 of the TA and above, the TA uses the strategic model and Figure 11 of the TA shows the extent of the strategic model. It shows that the model covers a geographical area as far north as Oxford, parts of west London and the M25, and the M3 corridor towards Basingstoke. The nature of this extent is entirely typical and in accordance with best practice for modelling in support of local plans.
38. It is assumed that reference to 'areas mapped in the appendices' in the question are those listed below from the TA (found in [TR1b](#)), with similar figures appended to the Interim TA document.
- Appendix G: WSTM4 Outputs – Actual Flows.
 - Appendix H: WSTM4 Outputs – Actual Flows Differences.
 - Appendix I: WSTM4 Outputs – Delays.
 - Appendix J: WSTM4 Outputs – Delay Differences.
 - Appendix L: WSTM4 Outputs – V/C for the Worst Performing Turn at a Junction.
39. Figure 32 from Appendix G of the TA shows the coverage area utilised within the TA. The inclusion of mapping within the TA and Interim TA covering the whole extent of the model area is impractical. Whilst data is undertaken for the full extent and shared with highway authorities, the figures in the TA and Interim TA appendices are extracts from the models showing the local area, including Wokingham Borough and the most relevant areas of the road network managed by the neighbouring authorities of Reading Borough Council, Bracknell Forest Council and Hampshire County Council. The figures also include the most relevant part of the strategic road network for Wokingham Borough managed by National Highways.
40. The plans in the TA and Interim TA Appendices show the impacts of the growth enabled by the plan across Wokingham Borough and into the neighbouring boroughs. The reporting has sought to highlight areas closer to Wokingham Borough given the impacts of development further afield will dissipate.
41. The TA (Section 4) and the Addendum (Section 3) set out a suite of Key Metrics used for Assessment across the 3 model types. These metrics show that the majority of the impact, and therefore the mitigation, is within Wokingham Borough, which is identified in the IDP 2025 ([WBC 28](#)). The TA and the IDP 2025 have set out where cross-boundary impacts in other boroughs are anticipated and identify specific mitigation measures.
42. In summary, the modelling covers an appropriately wide geography. This includes both the extent of the strategic model which extends significantly beyond Wokingham Borough and the microsimulation model which also covers an area extending across several administrative boundaries. This sufficiently wide geographical coverage has therefore assessed both local and regional influence on movements across the highway network. The reporting and appendices are focussed on a more local area where the impacts are forecast to be focused, with it being impractical to publish mapping which covers the entirety of the modelled area in the interests of proportionality.

3) How significant are the transport effects reported in the TA and Interim TA and would that amount to unacceptable impacts on highway safety or severe residual cumulative impacts on the road network at any point during the plan period?

43. NPPF 2023 paragraph 115 states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe. The growth enabled by the plan would not result in unacceptable impacts on highways safety or severe residual cumulative impacts on the road network, which is demonstrated by the TA and Interim TA.
44. Severity of Impact is considered by Section 1.5 of the TA ([TR1a](#)) and Section 1.3 of the Interim TA ([TR1m](#)). As set out in those sections, there is no national policy or guidance regarding the definition of 'unacceptable' or 'severe' leaving local highway authorities to apply their own judgement on a plan wide or site-specific basis.
45. The TA therefore demonstrates that the impact of the planned development within the plan period will be mitigated across the wider highway network. The TA acknowledges that certain links and junctions that are already witnessing capacity, queueing and delay issues in the reference case will need to be considered by WBC as part of a wider transport review using a "vision and validate approach" and assessed in more detail through the formal planning process. The TA conclusions remain robust and reliable to support the plan and its allocations.
46. The Interim TA in 6.4.7, and the TA in 7.2.5, concludes that the growth projected to be delivered within the defined periods of 2032 and 2040 can be accommodated on the highway network with the defined package of mitigations and through promotion of sustainable transport measures.

Matter 2: Strategic Transport

Appendix



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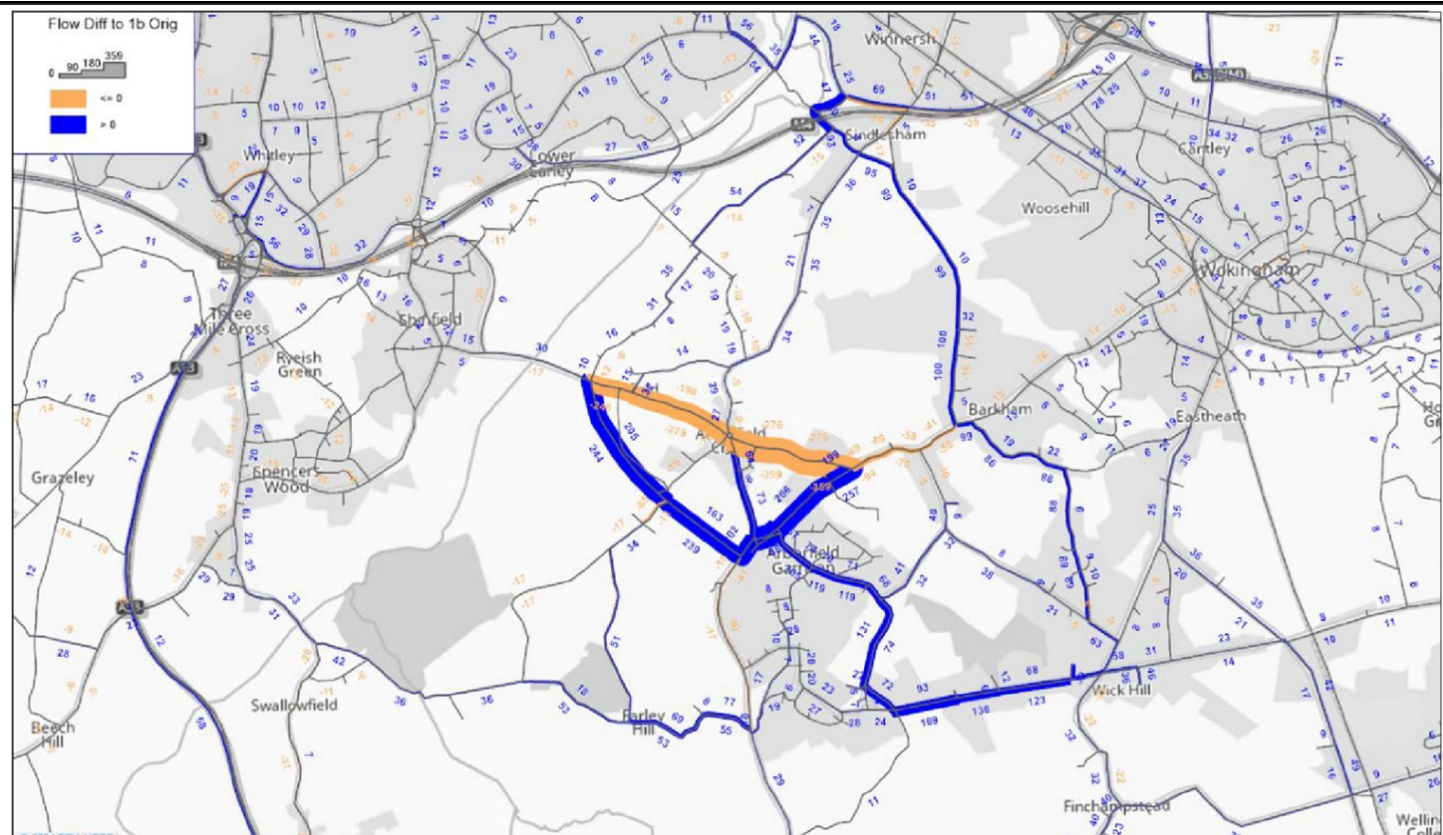
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Appendix A

Uplift 2040 1b AM Peak vs Original 1b - Flow Difference

This figure shows the impact of the network changes, local flow adjustment and closure of School Road on traffic flow reassignment in Scenario 1B (2040, AM)



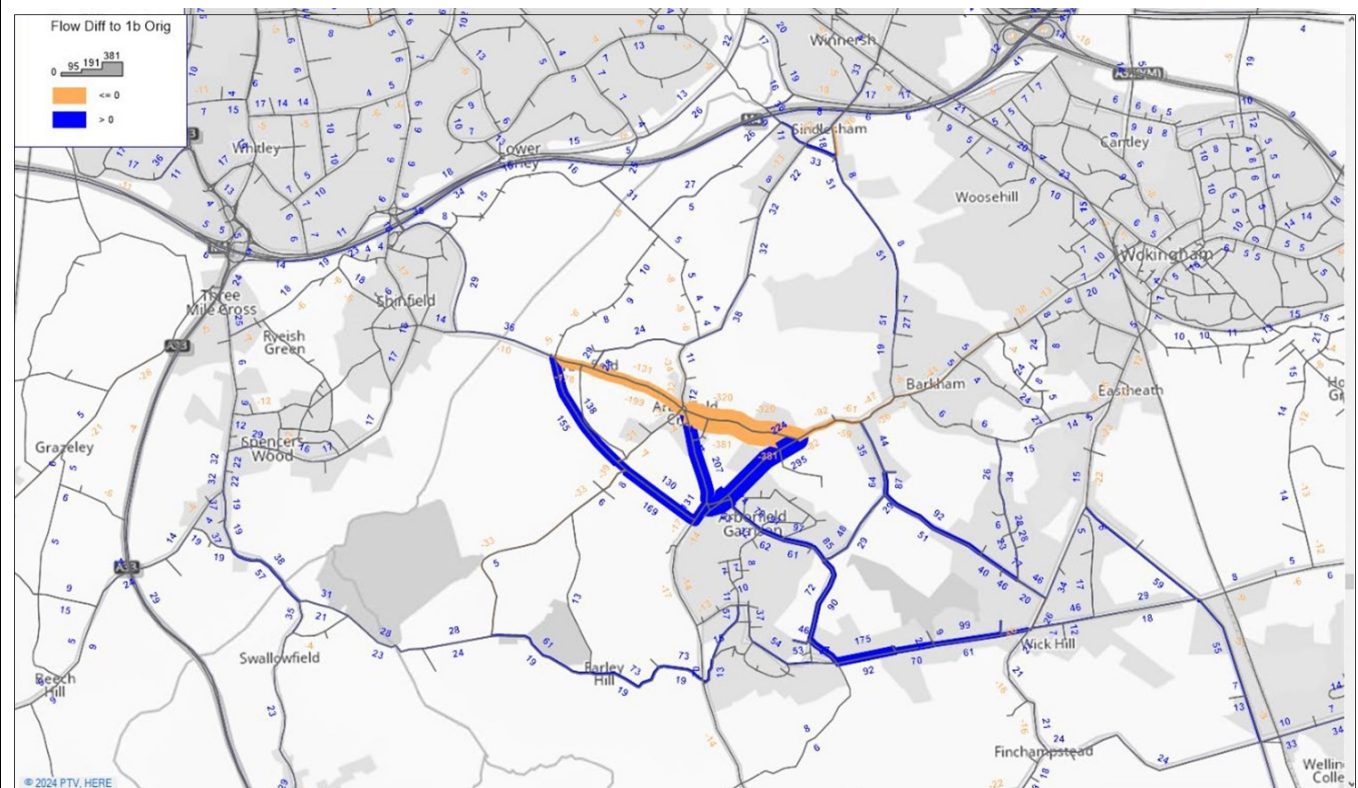
Uplift 2040 1b AM Peak vs Original 1b – Delay Difference

This figure shows the impact of the network changes, local flow adjustments and closure of School Road on delays in Scenario 1B (2040, AM)



Uplift 1b PM Peak vs Original 1b Flow Difference

This figure shows the impact of the network changes, local flow adjustment and closure of School Road on traffic flow reassignment in Scenario 1B (2040, PM)



Uplift 1b PM Peak vs Original 1b Delay Difference

This figure shows the impact of the network changes, local flow adjustments and closure of School Road on delays in Scenario 1B (2040, PM)

