

Date: 19th June 2025
Application: 250517



**WOKINGHAM
BOROUGH COUNCIL**

WBC Highways

Development Management &
Compliance

P.O. Box 157

Shute End, Wokingham

Berkshire, RG40 1BN

Tel: (0118) 974 6000

Minicom No: (0118) 974 6991

Dear WBC Highways,

Outline Planning Approval Consultation

Application Number: 250517

Applicant: Mr Marc Wilson

Site Address: Land Off Basingstoke Road, To the south and west of Spencers W

Parish: Shinfield

Grid Reference: Easting - 471901, Northing - 166069

Type of Development: Major All other developments

Proposal: Hybrid planning application (part outline/ part detailed) comprising: Outline planning permission is sought with all matters reserved for future determination, save for the means of access via Basingstoke Road, for: up to 420 dwellings (Use Class C3), an 80 bed care home (Use Class C2), 1ha of employment land (Use Class E(g), primary school (Use Class F1), local centre (Use Classes E(a), (b), (c), (f)), GP Surgery (Use Class E(e), sports pitch and changing facility, public open space and a full application for the proposed Suitable Alternative Natural Greenspace (SANG), associated landscaping/car park.

Case Officer: Helen Maynard

Development Management has received the above application and we require your comments on the proposal using the recommended memorandum below. The documents associated with this are available to view in NEC DM using the application number 250517. Alternatively, public documents are available to view on the Council's planning application search page: [Wokingham Borough Council Online Planning](#).

Please index your response into NEC DM against the application. If you are recommending conditions, you should give a reason with reference to relevant policies. A list of standard conditions can be found on the Z Drive at: [Z:\Standard Planning Conditions](#).

Your observations are required in respect of this application within **10 working days** of the above date or **15 working days** if the development type is classed as a major development.

MEMORANDUM

From:	Alan Lewis/Ben Amey		
Service	WBC Highways	App No:	250517
Address:	Land Off Basingstoke Road, To the south and west of Spencers Wood.		
Proposal:	Hybrid planning application (part outline/ part detailed) comprising: Outline planning permission is sought with all matters reserved for future determination, save for the means of access via Basingstoke Road, for: up to 420 dwellings (Use Class C3), an 80 bed care home (Use Class C2), 1ha of employment land (Use Class E(g), primary school (Use Class F1), local centre (Use Classes E(a), (b), (c), (f)), GP Surgery (Use Class E(e), sports pitch and changing facility, public open space and a full application for the proposed Suitable Alternative Natural Greenspace (SANG), associated landscaping/car park.		
Type of Development:	Major All other developments		
Site Visit Made:	Yes/No		

Summary Of Recommendations

☐ No comment

☐ No objection

☐ No objection subject to conditions (and reasons) **stated below**

☒ Request further information before determination as **stated below**

☐ Objection due to the reason(s) **stated below**

Comments On Proposal

This document provides the Local Highways Authority (LHA) consultation response regarding application no. 250517 (Land off Basingstoke Road). Preapplication advice was provided by WBC during December 2024, which included comments from WBC Highways.

Background & Approach

1. Our former colleague provided pre-application advice dated December 2024 on behalf of the Local Highway Authority (LHA). Unfortunately, our colleague

suddenly passed away in April thus, there may be some elements of this response that may differ from previous responses.

2. The application is a Hybrid Planning application part outline/part detailed application seeking outline planning permission with all matters reserved for future determination (save for means of access, upto 420 dwellings, an 80 bed care home, 1ha of employment land, primary school, local centre, GP Surgery, sports pitch and changing facility, public open space and a proposed SANG, associated landscaping/car park.
3. The application is supported by the following which have been reviewed to inform this consultation response:
 - Masterplan.
 - DAS.
 - Transport Assessment dated 21.08.2025.
 - Framework Travel Plan dated 21.08.2025.
 - National Highways Holding Response.
4. The proposals are not identified as an allocated site in the emerging Local Plan Update (LPU). The supporting emerging Infrastructure Delivery Plan (IDP) has established a funding shortfall for improvements necessary to accommodate currently planned developments.
5. The TA considers traffic modelling (available at the time of scoping) for a design year of 2038. The LPU has been published transport modelling considering the cumulative assessment of planned development for 2040.
6. If these proposals are to be considered positively it will be necessary to review the cumulative residual effects more carefully within the Transport Assessment. Consistent with Table 1 of the Transport Assessment it might help if the applicants can seek to respond to the NPPF tests by answering:
 - How the proposals ensure "...patterns of movement... are integral to the design..."?
 - How the proposals identify and pursue "...opportunities to promote walking, cycling and public transport use..."?
 - Where the proposals identify "...routes which could be critical in developing infrastructure to widen transport choice..."?
 - Where the proposals have or will provide "...attractive and well-designed walking and cycling networks..."?
 - Where the proposals has given priority "...to pedestrian and cycle movements, both within the scheme and with neighbouring areas..."?
 - Where the proposals facilitate "...access to high quality public transport... and appropriate facilities that encourage public transport use"? How the proposals create a 'safe, secure and attractive' place which minimises "...conflicts between pedestrians, cyclists and vehicles..."?

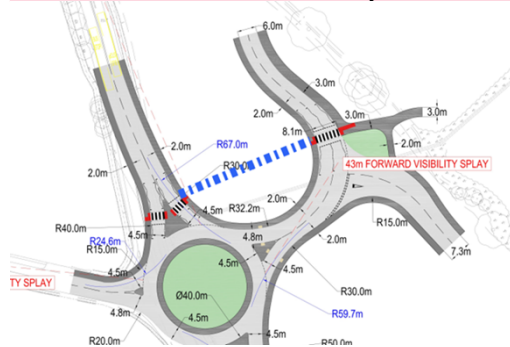
Accessibility & Sustainability

7. The DAS/TA should be revised to consider accessibility to facilities within walking/cycling distances, exploring route quality and severance such as the B3349 and J11 M4 which may affect the attractiveness of onwards routes to facilities in Wokingham and Reading. Notably:

- Link to Blackwater close/Montgomery Drive (which is also a means of access)
- Link to Century Drive (which is also a means of access)
- Crossing(s)/Refuge(s) on Hyde End Road
- Groveland Road/Clares Green Road/Ryeish Ln – Shinfield – Brookers Hill bridge
- Routes to and through Clover Place/Crof Gardens towards Ryeish Green & Shinfield
- Via Sports Hub – Hayes Drive – J11, M4
- Via Star Rise – Basingstoke Road - Grazeley Rd – Mere oak P&R (refuge on B/Stoke Road & Crossings at A33 signals, identified in IDP).

8. The TA should also be updated to include a review of PROW in the area surrounding the site and opportunities for improvement in accordance with the WBC ROWIP and LCWIP.

9. The LHA would expect to see the provision of a more direct pathway to the bus stops for residents. It appears residents would be required to walk around the roundabout rather than directly to the bus stops.



10. Using the DfT Connectivity Tool the site benefits from scores of 34-46, therefore potentially suitable for small scales of development. For a development of this scale, it is insufficient to highlight existing features that contribute to accessibility, the applicants should focus efforts on ways the development could or will improve transport to meet the NPPF policy tests.

Active Travel England Response

11. Active Travel England have commented that 'ATE are not currently in a position to support this application and requests further assessment,

Commented [AL1]: They like to tell us people will cycle 5km but scarcely look more than a few 100m's from the boundary.

Commented [AL2]: Valid - but this might stray beyond means of access. Maybe qualify earlier in response.

evidence, revisions and/or dialogue'. Further documents submitted were considered to change ATEs position.

12. ATE seek a multi-modal trip generation forecast which defines the number of walking and cycling trips, revised travel plan targets, distances to bus stops, photographs of cycle route deficiencies, clarification of cycle routes selected, dedicated cycle facilities at the site access roundabout, dedicated cycle tracks on both sides of the B3349 and a raised table crossing at the priority junction.
13. The LHA agree with ATE's requests for further information and would require that this information is provided to the LHA, in order to be able to support the application; although it appears it may only be possible to provide a cycle track on the eastern side of the B3349.

Vehicle Accesses

14. The main site access for vehicular traffic is proposed via a new four-arm roundabout junction with the B3349 Basingstoke Road and Back Lane, in accordance with DMRB CD116.
15. The proposed access roundabout includes 115m forward visibility southbound and 113m forward visibility northbound (in accordance with the recorded speeds).
16. A secondary site access for vehicles is proposed via a new priority junction with the B3349 Basingstoke Road, c300m north of the proposed roundabout junction. The proposed priority junction is a 6.0m wide carriageway and 2.0m wide footways on each side of the carriageway.
17. The LHA require the following additional amendments relating to access:
 - a. A Stage 1 Road Safety Audit of the submitted access junctions
 - b. Confirmation that forward visibility does not cross third party land. The forward visibility crosses an adjacent land parcel and it is not clear if this land falls within control of the applicant.
 - c. Relocation of the zebra crossings to provide greater separation between the zebra crossing and the circulatory carriageway. There is c.6.4m between the zebra crossing and the circulatory carriageway. A 16.5m articulated lorry or 10m rigid lorry would overhang into the carriageway creating the possibility of rear end shunts whilst giving way to pedestrians.
 - d. Demonstrate 2.4m x 43m visibility from the internal T-junction in accordance with the Manual for Streets requirements for a 30mph speed limit.

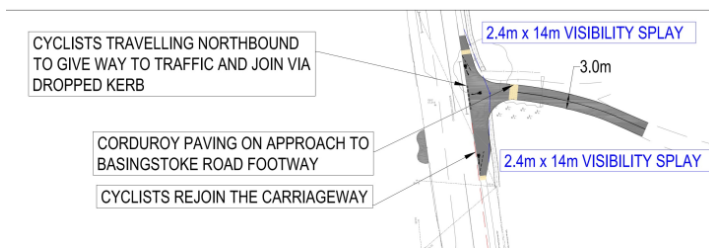
Pedestrian and Cycle Access

18. *The illustrative masterplan identifies a series of access points. The access to Hunters Way does not appear realistic and clarifications should be provided*

Commented [AL3]: It is a style thing - I tend to order reports/responses in order of sustainability:
- Reduce the need to travel
- Active Travel (walk, cycle PROW)
- Mobility (Bus train, MaaS (incl. taxi))
- Safety
- Traffic (safety & capacity)

to define the access points that are proposed and how these would support onward connections to/from and through the site, such as a connection to SWAL18 which is identified as part of the Public Rights of Way Improvement Plan (PROWIP) as a potential Bridleway or BOAT.

19. The TA states that: 'To the north of the priority access junction, a shared use pedestrian/cycle route is proposed, measuring 3.0m wide and connecting to the existing footway provision along Basingstoke Road...Visibility splays of 2.4m x 17m are shown in both directions'.
20. The LHA require the provision of a segregated cycle track along the eastern side of the B3349 Basingstoke Road which connects with the site's shared use cycleways.
21. The LHA also require suitable visibility in accordance with the Manual for Streets to be demonstrated from the point cyclists give way to vehicles. The TA shows visibility of other cyclists; but not of vehicles travelling along the B3349.



22. The TA also outlines that: 'Additional, there would be segregated pedestrian/cycle accesses connecting to the existing PRow off Hyde End Road on the park via Century Drive, to make the site as permeable as possible for pedestrians and cyclists. These accesses would connect with land that has been adopted by WBC (either as public open space or adopted highway) and are therefore deliverable'
23. The TA states that: 'The PRow to the north of the site that connects with Hyde End Road will be improved to provide all-weather surfacing and lighting'.

24. Potential for foot / cycleway connections through Genoa Close and Century Way. A good quality route northwards should be delivered towards Green Park and Lower Earley.

Bus Access

25. The LHA will require an improved contribution towards bus service frequency in order to support the planning application.

Commented [AL4]: Cycle priority across access points (serving ~2,000PCU/day)?

Commented [AL5]: Means of Access - improvements?

26. The TA states the following:

- 95% of the dwellings are located within a 500m walk of a bus stop
- 80% of dwellings are located within a 400m walk of a bus stop
- 25% of dwellings are located within a 300m walk of a bus stop

Commented [AL6]: Bus Stop policy, Bronze, silver, gold - most are bronze, can these be upgraded? Focus on board rather than alight stops.

27. The TA states that the applicant is willing to contribute towards enhancing the bus service, but needs further information before agreeing the contributions which WBC sought at preapplication stage. The TA highlights that *'WBC has confirmed through their formal response to the application that they are seeking a contribution of £368 per dwelling (c.£160k) and £25k per bus stop, total of 4 (£100k) to enhance the existing bus service and improve bus stops close to the site'.*

28. The existing No. 600 service provides only 1 bus service every 1 hour 10 minutes. Bus journey data indicates the No. 600 often falls below its scheduled journey time.

29. The contribution towards bus service frequency has been sought based on the viability of this particular service and is a relatively low contribution when benchmarked against contributions per dwelling at other developments in Wokingham Borough. WBC have agreed a contribution of £703.95 (+CPI) per dwelling at Matthews Green and a contribution of £540 (+CPI Inflation) per dwelling at Bridge Farm.

Commented [BA7]: @Alan Lewis I was awaiting response from Richard on this but I think we can just explain it/justify it by comparing it to contributions at other sites.

30. The 2021 Census recorded high levels of car ownership in Wokingham MSOA 017 (which is the area surrounding the site). In order to avoid this being replicated at the development; the LHA require contributions towards sustainable transport improvements (including bus service and bus stop improvements).

31. The 2021 Census showed that there were **1.75** cars/vans per dwelling within the Wokingham 017 MSOA. 58.2% of households owned 2 or more cars and only 5.2% of households did not own a car.

2021 Census: Car Ownership per Dwelling in Wokingham MSOA 017			
Household	Number	Percentage	No. of Cars
No Car Household	219	5.2%	
1 Car Household	1,542	36.6%	1542
2 Car Household	1,862	44.2%	3724
3 Car Household	593	14.1%	1779
All Households	4,216	100%	7045
Corrected Car Total (CT21_0007_Census 2021)			7361
Number of Cars per Dwelling			1.75

Source: 2021 Census Table TS045 – Car or Van Availability and [Custom Table CT21_0007_Census 2021](#).

Mobility Hub and Car Club

32. The LHA request the applicant to explore the provision of a private car club within the mobility hub (e.g. Enterprise or Co-Wheels). The applicant should obtain a Feasibility Report from an operator which provides site specific advice on car club viability here and explore opportunities to address these.

The TA states that the mobility hub would include cycle hire schemes; but there is currently no cycle hire scheme operating within Wokingham and therefore a Car Club would be preferred. Car clubs offer flexibility for people and can reduce the household needs for a 2nd or 3rd car.

33. If the car club is not considered completely viable due to patronage arising from the site, then the applicant should explore the financial viability of subsidising a car club for the site to minimise car ownership/use.

34. The NPPF Paragraph 115 states that applications for development should ensure that *'Sustainable transport modes are prioritised taking account of the vision for the site, the type of development and it's location'* and Paragraph 77 states that new settlements should be: *'Supported by the necessary infrastructure and facilities (including a genuine choice of transport modes)'*

Electric Vehicle Charging

35. The TA states that EV Charging Points will be provided for each dwelling in accordance with the Building Regulations Document S. This is considered acceptable to the Local Highways Authority.

Trip Generation and Capacity Modelling

36. A model brief was prepared and agreed with WBC and National Highways in July 2024, which was based on a scheme of 480 dwellings, a local centre, 1ha of Light Industrial/Commercial employment land and a 1FE Primary School.

37. The Wokingham Strategic Model to assign development traffic to the local highway network. The development flow bundles produced from the WSTM show the forecast inbound and outbound 2032 and 2038 development flows for both the AM and PM Peaks. 70% of the traffic is forecast to travel to/from the north of the site via the B3349 Basingstoke Road, Hyde End Road and Church Lane.

38. In HDC previous comments dated 9th April, WBC have flagged up that the proposal involves 2FE for primary school (as stated in planning statement s3.5 and revised TA s3.16), but it appears that the trip rates have only considered the trips for 1FE (210 pupils in Table 14).

39. The LHA have compared the total trip generation for WSTM and the proposed development. While some of the school trip generation can be cancelled out with the reduced numbers of dwelling proposed, the AM peak traffic flows would still significantly exceed the WSTM model and no adjustment on WSTM traffic flows has been made to account for this increase.

WSTM model data								
Land Use	Peak Period	Trip Rate		No.	Per	Veh Trips		Total
		In	Out			In	Out	
Residential	AM	0.17	0.41	480	Dwelling	82	197	279
	PM	0.36	0.16			173	77	250
B2/B8	AM	0.292	0.126	40	100 sqm	12	5	17
	PM	0.09	0.3			4	12	16
1FE (=210 pupil)) Primary School	AM	0.7	0.58	210	pupil	147	122	269
	PM	0.04	0.08			8	17	25
Total Trips (AM Peak: 8-9)						241	324	565
Total Trips (PM Peak: 17-18)						185	106	291

National Highways Response

40. National Highways (NH) have provided a consultation response regarding the application. NH have requested that further information is provided regarding the capacity and queueing at the M4 J11 off-slips and have stated that a full capacity assessment of M4 Junction 11 maybe required using VISUM.

Mitigation

41. Consistent with NPPF the Transport Assessment should examine the "...likely impacts of the proposal..." and ensure that "...any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree". The current proposals for the Basingstoke Road / Church Lane junction are insufficient to accommodate the proposals and other junctions Clares Green Road / Basingstoke Road may also require mitigation demonstrating how these can achieve an appropriate balance of transport needs.
42. The transport modelling shows that the addition of development traffic will increase queueing/delays along the B3349 Basingstoke Road. There appears to be a significant impact on both the B3349 Basingstoke Road Northbound and B3349 Basingstoke Road Southbound in both future years of 2032 and 2038.
43. Even without this application the LPU evidence acknowledges the junctions north/south of the M4 crossings into Reading are approaching severe conditions.
44. The Core Strategy identified and delivered a new A327 bridge with further Park & Ride infrastructure which has helped manage transport conditions, whilst supporting development. The emerging LPU supports development that will deliver a new bridge over the M4 with other improvements complimentary mitigation measures.
45. Exploring the 2038 forecasts in the TA, Table 30(?) suggests the proposed development would add around 4 minutes of delay but does not attempt to identify appropriate mitigation. The LHA expect the applicant to identify mitigation measures which would address the 4 minutes of delay added to this junction.

Commented [AL8]: Generally, CIL provides us with funding so WBC will normally ask the developer to deliver improvements (S278 works) rather than contribute towards it (particularly if we don't have a defined scheme or item on IDP list).

In the circumstances I've tried to shape the text to a position where they go away and look for answers and decide what these might be.

Commented [BA9R8]: @Alan Lewis Thanks, it reads better now. Did you have anything else to add, or are we happy to issue the response/upload it to NEC now?

Commented [BA10]: @Alan Lewis Don't mean to be critical but I find this slightly woolly. Think it should be more phrased to say what we expect 'The LHA expect the development to mitigate the 4 minutes of delay added to the junction'

Commented [AL11R10]: Accept that, if the above context doesn't help - lets discuss.

46. On the B3349 Basingstoke Road, the addition of development traffic would increase the vehicle queue from 82 vehicles to 225 vehicles in the AM Peak Hour and from 61 vehicles to 146 vehicles in the PM Peak Hour in 2038.

2038 Base						
B3349 Basingstoke Road Northbound (Stop line)	116.4	82	310	119.2	61	367
B3349 Basingstoke Road Southbound (Stop line)	94.7	34	46	160.8	257	787
Church Lane	290.5	307	1371	121.5	99	394
B3349 Basingstoke Road Southbound to Grazeley Road	24.3	0	1	23.8	0	1
Grazeley Road	26.4	0	5	12.1	0	4
PRC (%)	-222.8			-78.6		
Delay (PCU/Hr)	372.95			377.11		
2038 + Development						
B3349 Basingstoke Road Northbound (Stop line)	171.9	225	867	174.2	146	879
B3349 Basingstoke Road Southbound (Stop line)	93.5	35	38	152.4	247	717
Church Lane	434.3	364	1604	133.4	129	542
B3349 Basingstoke Road Southbound to Grazeley Road	29.5	0	1	26.1	0	1
Grazeley Road	28.3	0	5	12.5	0	4
PRC (%)	-382.6			-93.5		
Delay (PCU/Hr)	573.16			482.19		

Travel Plan

47. A revised Travel Plan was submitted dated 21st August 2025. The Travel Plan sets a target to reduce single occupancy vehicle journeys by **10%** within 5-years of full occupation of the development.
48. The LHA require the applicant to submit revised Travel Plan targets which identifies the modes where travel will increase to meet the target of a 10% reduction in car journeys, outlining how the mitigation package will enable them to achieve these targets.
49. The LHA would recommend targeting increased bus and cycle travel given the baseline modal share shows 2% travelling by bicycle and 4% travelling by bus.
50. The baseline modal share data extracted from TEMPro 8.1 appears unrealistic; when compared to 2011 and 2021 Census Data where 82.2% and 83.7% of those surveyed were recorded as driving to work.

Mode	Tempro 8.1	2011 Census Data	2021 Census Data
Work from Home		356	2907
Underground		0.30% (10)	0.3% (9)
Train	2%	4.70% (155)	1.8% (53)
Bus, Minibus, Coach	4%	2.64% (87)	2.4% (69)
Taxi		0.12% (4)	0.1% (3)
Motorcycle		0.52% (17)	0.8% (24)
Driving Car or Van	54%	82.2% (2711)	83.7% (2401)
Passenger in Car or Van	28%	3.85% (127)	4.0% (116)
Bicycle	2%	1.70% (56)	1.6% (47)
On Foot	10%	3.49% (115)	3.9% (112)
Other Method		0.52% (17)	1.2% (34)
Total	100%	100% (3,299)	100% (2868)

Commented [AL12]: They also need to explore how people get to/from stations... Mortimer/Green Park are within cycling distance. They could support way-finding, crossings and safety along the routes to/from these locations.

Date:	30 th October 2025	Signed:	Alan Lewis/ Ben Amey
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