

Land West of Kidmore End Road
Emmer Green, Reading

**Appeal Statement of Case (PINS Ref:
APP/E0345/W/25/3377314)**

For

Reading Borough Council

Document Control Sheet

Land West of Kidmore End Road

Emmer Green, Reading

Reading Borough Council

This document has been issued and amended as follows:

Date	Issue	Prepared by	Approved by
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1.0 Introduction

Purpose of Statement

- 1.1 This Appeal Statement of Case (SoC) has been prepared by Motion on behalf of Reading Borough Council (RBC) ('the Council'). Its purpose is to form the basis of case to be presented by RBC as the adjacent Local Planning Authority, in response to the appeal submitted by Fairfax (READING) LTD & READING GOLF CLUB (SODC) LTD against the refusal of outline planning permission by South Oxfordshire District Council for the following at land west of Kidmore End Road, Emmer Green:

"Outline planning application for the development of up to 70 homes (including affordable housing), new vehicular access, associated parking, and landscaping (all matters reserved except for access)"

- 1.2 This SoC assesses only the elements of the proposed cross-boundary development that fall within Reading Borough, namely the vehicular, pedestrian and cycle access points connecting to a wider development of up to 70 homes located in South Oxfordshire. The main body of the residential development lies outside Reading, and South Oxfordshire District Council has refused its part of the application; the applicant has since lodged joint appeals for both authorities' applications. Appealing the RBC application on the grounds of non-determination.
- 1.3 Subsequently, Reading Borough Council's Planning Application Committee resolved (and confirmed on 4th March 2026) that if the Committee had been able to determine the application it would have resolved to grant permission subject to a financial contribution of £150,000 towards identified / active travel (pedestrian and cycling) improvement works within the local area, which will be impacted by trips to and from the development.

Structure of the Statement

- 1.4 The remainder of this SoC is structured as follows:
- ▶ Appeal Site and Proposal;
 - ▶ Planning Policy;
 - ▶ Main Issues related to Reading Borough Council; and,
 - ▶ Summary.

2.0 Appeal Site and Proposals

- 2.1 The application site is 5.9 hectares in size and is located to the west of Kidmore End Road in Emmer Green. The site forms part of the land formerly occupied by Reading Golf Club, which ceased operations and moved to Caversham Heath Golf Club in 2020.
- 2.2 The application site traverses the administrative boundaries of both Reading Borough Council (RBC) and South Oxfordshire District Council (SODC). The significant majority of the proposed development and application site is within South Oxfordshire with just the access to the site located within Reading Borough. The parts of the application site proposed to accommodate new dwellings and associated areas of open space is all on land within South Oxfordshire.
- 2.3 As required where an application site crosses the administrative boundary between two Local Planning Authorities (LPAs), two identical planning applications were submitted to both SODC and RBC with each LPA responsible for determination as to whether or not planning permission should be granted for the parts of the proposed development within their administrative area.
- 2.4 Access to the development from the existing highway network is proposed to be via the new access leading from Kidmore End Road, which serves the residential development of 223 dwellings currently under construction on the southern part of the former golf course site located within Reading Borough. A cycle route access is also proposed from Highdown Hill Road, which is adjacent to the south west of the application site.
- 2.5 The SODC application site borders existing suburban residential areas of Emmer Green to the east (Brooklyn Drive and Kidmore End Road) and west (Highdown Hill Road) within Reading Borough and the new residential development under construction on the southern part of the former golf course site, also within Reading Borough, to the south.
- 2.6 Figure 1, below details the application site and the RBC and SODC administrative boundary, indicated by a black dotted line.

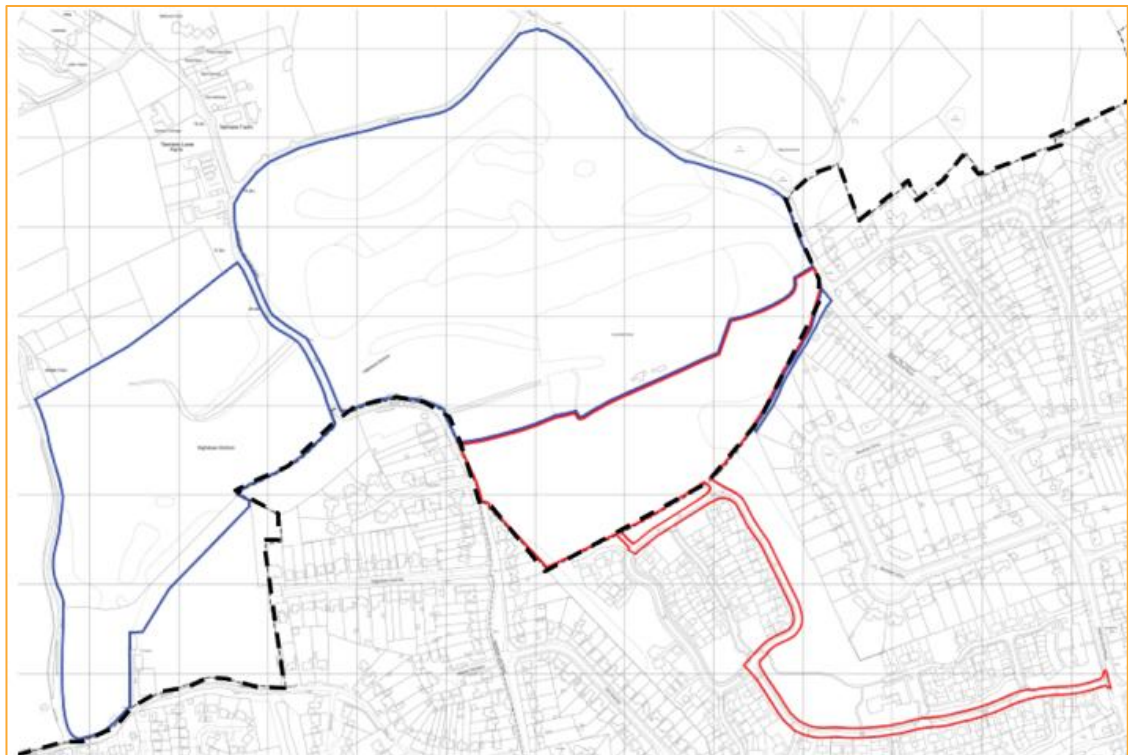


Figure 1 – Site Location Plan showing RBC and SODC Administrative Boundary

- 2.7 The duplicate applications submitted seek outline planning permission including access to be considered with matters of Appearance, Landscaping, Layout and Scale to be considered at Reserved Matters stage. However the RBC application only considers access to the site, which for vehicles will be via the new residential estate being constructed on the former southern parcel of Reading Golf Club which was granted consent in 2022 for 223 residential units, open space and landscaping (Planning Consent Ref:21843).

3.0 Planning and Transport Policy

Overview

- 3.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF December 2024) - among them the 'presumption in favour of sustainable development'.
- 3.2 In this regard, the NPPF states that due weight should be given to the adopted policies of the Local Plan 2019 according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).
- 3.3 This section therefore details the planning policies relevant to RBC's case as well as the relevant transport policies.
- 3.4 The key policy documents which set the context for the development proposals are as follows:
- ▶ National Planning Policy Framework (December 2024);
 - ▶ Reading Borough Local Plan (November 2019); and,
 - ▶ The Reading Transport Strategy (2026-2040).
- 3.5 The National Planning Policy Framework (NPPF) December 2024 sets out the Government's planning policies for England and how they are to be applied.
- 3.6 The NPPF presumes in favour of sustainable development and is a material consideration in planning decisions. Paragraph 109 says that;
- "Transport issues should be considered from the earliest stages of plan-making and development proposals, using a vision-led approach to identify transport solutions that deliver well-designed, sustainable and popular places. This should involve:*
- a) making transport considerations an important part of early engagement with local communities;*
 - b) ensuring patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places;*
 - c) understanding and addressing the potential impacts of development on transport networks;*
 - d) realising opportunities from existing or proposed transport infrastructure, and changing transport technology and usage – for example in relation to the scale, location or density of development that can be accommodated;*
 - e) identifying and pursuing opportunities to promote walking, cycling and public transport use; and*
 - f) identifying, assessing and taking into account the environmental impacts of traffic and transport infrastructure – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains."*
- 3.7 Section 9 of the NPPF deals with 'Promoting Sustainable Transport'. Paragraph 110 states that:
- "Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making."*

3.8 Annex 2 of the NPPF defines sustainable transport modes as:

"Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, ultra low and zero emission vehicles, car sharing and public transport."

3.9 Paragraph 115 addresses the relationship between development and sustainable transport as follows:

"In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;

b) safe and suitable access to the site can be achieved for all users;

c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code48; and

d) 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 through a vision-led approach."

3.10 Paragraph 116 states that:

"Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios."

3.11 Paragraph 117 adds:

"Within this context, applications for development should:

a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;

b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;

c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;

d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and

e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations."

3.12 While paragraph 118 continues:

"All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a vision-led transport statement or transport assessment so that the likely impacts of the proposal can be assessed and monitored."

Reading Borough Local Plan (November 2019)

3.13 The Reading Borough Local Plan lays out the policies under which future developments in the Reading area will be considered.

3.14 Policy TR1 relates to achieving the Transport Strategy for Reading and states:

"Proposed development should contribute appropriately to meeting the objectives of the most up-to-date Local Transport Plan or any successor document, including sub-strategies, specific projects identified and the local action plans.

Planning permission will not be granted for major development proposals unless there is a commitment to implement measures to promote and improve sustainable transport facilities, such as through provision to encourage walking, cycling and the use of public transport; and through agreed travel plans, safe routes to local facilities and services, including schools and parks, and similar measures.

All development proposals should make appropriate provision for works and contributions to ensure an adequate level of accessibility and safety by all modes of transport from all parts of a development, particularly by public transport, walking and cycling, in accordance with any agreed transport assessment submitted as part of the application."

3.15 Regarding access, traffic and highways-related matters, Policy TR3 states:

"In determining proposals involving a new or altered access onto the transport network, improvement works to the transport network, the creation of new transport infrastructure or the generation of additional trips on the transport network, consideration will be given to the effect on safety, congestion and the environment.

Development will only be permitted where:

accesses and works to the highway comply with the adopted standards of the Transport Authority;

the development would not have a material detrimental impact on the functioning of the transport network;

the proposals would not be detrimental to the safety of users of the transport network, including pedestrians and cyclists;

the proposal would not generate regular movement of heavy goods vehicles (HGVs) on unsuitable roads, or on roads without easy access to the Classified Highway Network; and

for non-residential uses, or new dwellings on classified roads, off-street servicing would be provided.

Proposals involving either the construction of a new site access, or a material increase in the use of an existing site access, directly onto the Classified Highway Network will not be acceptable if they would be likely to result in the encouragement of the use of the network for short local trips or compromise the safe movement and free flow of traffic on the network or the safe use of the road."

Reading Local Transport Strategy (2026- 2040)

3.16 Policy TR1 of the Local Plan states *"Proposed development should contribute appropriately to meeting the objectives of the most up-to-date Local Transport Plan or any successor document, including sub-strategies, specific projects identified and the local action plans."* The Reading Transport Strategy (2026-2040) (RTS) sets out the Council's new Local Transport Plan and its visions for Transport are:

- ▶ To provide transport options to enhance a quality of life, reduce emissions and improve air quality to create a carbon neutral town;
- ▶ To create healthy streets to encourage active travel and lifestyles, improve accessibility to key destinations and increase personal safety;
- ▶ To enable sustainable growth and connect communities so that everyone can benefit from Reading's success;

- ▶ To promote the use of sustainable modes of transport by providing attractive alternatives to the private car, helping to provide a transport network that is fast, affordable, connected and resilient; and,
- ▶ To use technology to manage the network efficiently and allow informed travel choices, whilst enabling Reading to become a smart connected town of the future;

3.17 Specific policies within the RTS are as follows:

▶ Policy RTS 1 – Sustainable Transport

"1.1: We will prioritise sustainable travel modes to offer an attractive and realistic alternative to private car trips.

1.2: We will increase the capacity of the sustainable transport network by reallocating road space to sustainable modes."

▶ Policy RTS4 – Development Control

"4.2: We will work with developers to secure land for transport infrastructure where required.

4.3: New developments will be required to demonstrate how they will deliver healthy streets, and provide connection to new and existing facilities, making a positive contribution to the walking, cycling and public transport network and supporting sustainable and low-carbon travel."

▶ Policy RTS13 – Healthy Streets and Quiet Traffic Areas

"13.1: We will encourage the creation of healthy streets in Reading, to improve air quality, reduce congestion and help make our communities healthier, greener and more attractive places to live, work, learn and play.

13.2: We will reallocate road space away from the private car, to provide healthier streets and encourage more sustainable, active modes of travel.

13.3: We will create Quiet Traffic Areas in residential areas to reduce through traffic, slow traffic speeds, increase opportunity for social interaction and improve the quality of life for residents."

▶ Policy RTS14 – Walking and Cycling

"14.1: We will transform our walking and cycling network to be safe, clean and green and better connect people to local facilities and services, including education, retail, leisure and employment, as set out in the LCWIP.

14.2: We will create a hierarchy of walking and cycling routes, building on our existing network and seek to secure new routes, including through proposed developments, and, where feasible, provide segregated cycle routes. This will reflect the latest national and local guidance for walking and cycling infrastructure design, such as DfT's Local Transport Note 1/20.

14.3: We will design our walking and cycling network to accommodate all users where feasible. This will include wheelchair users, adapted cycles, those who are visually impaired and cycles with trailers, for example.

14.4: We will integrate the LCWIP into cross- departmental strategies to maximise the benefits of walking and cycling, including improved health and wellbeing, air quality, reduced emissions and to create a more attractive local environment.

14.5: We will monitor the development and uptake of new technologies such as e-bikes and e-scooters, to inform our walking and cycling strategy."

▶ Policy RTS18 – Road Safety

"18.1: We will take action to improve road safety for all and to further reduce fatalities and injuries on our network.

18.2: We will improve the safety of vulnerable road users through a combination of measures, including infrastructure enhancements set out in the Local Cycling and Walking Infrastructure Plan.

18.3: We will support and promote education programmes and road safety campaigns, particularly those that better protect vulnerable road users.

18.4: We will monitor accident data and transport safety developments to identify where we can deliver improvements to road safety."

Local Cycling and Walking Infrastructure Plan

- 3.18 In addition to the Local Transport Plan there are the supplementary documents including the Local Cycling and Walking Infrastructure Plan (LCWIP) which details to transform Reading's streets and encourage more people to choose cycling and walking for local journeys, or as part of longer multimodal journeys.
- 3.19 The LCWIP details a list of improvement measures within the town which will encourage modal shift to active travel modes.

4.0 Main Issues

Overview

- 4.1 Reading Borough Council's principal issue with regards RBC is the impact of the additional transport movements from the proposed development onto the transport network of Reading and measures required to ensure road safety is not compromised.

The Council's Case

- 4.2 While the development is located just outside the administrative boundary of Reading Borough Council, the service and amenity functions future residents of the development will require are all located within Reading Borough as acknowledge within the applicants Transport Assessment (TA).
- 4.3 The TA detailed the sustainable credentials of the site and within Figure 2 of the TA, presented within **Appendix A** of the SOC, detailed the extensive range of services within a 20 minute walk including the Emmer Green Local Centre, Highdown Secondary School, Highdown Sport and Leisure Centre and Emmer Green Primary School, all of which are within Reading.
- 4.4 In addition, Figure 3 of the TA, presented within **Appendix B** of the TA details that Caversham centre, Reading town centre, Reading station and the Richfield Avenue and Portman Road business areas are all within a 20 minute cycle of the appellants site.
- 4.5 The detailed analysis within the TA details that, all vehicular traffic has to exit and leave the appellants site through roads within RBC's administrative area. In addition the TA details that 57% of vehicle movements in the am peak period and 63% of vehicle movements in the pm peak period travelling to and from the south along the B481 Peppard Road and through the Last Crumb signalised junction located where Peppard Road joins the A4155 Henley Road and Prospect Street. The Last Crumb junction is a congestion hot spot during peak periods.
- 4.6 The addition pedestrian, cycle and vehicle trips all will pass through areas where there are identified schemes to improve road safety for all users and therefore RBC require a Section 106 contribution of £150,000 to mitigate these additional trips by all modes onto its network.
- 4.7 The Reading Local Cycle and Walking Infrastructure Plan (LCWIP) outlines plans to transform Reading's streets and encourage more people to walk and cycle, while at the same time improving road safety and reducing vehicle speeds.
- 4.8 The proposed development will have Active Travel Connections to Kidmore End Road and Highdown Hill Road with these roads providing connections to the extensive walking and cycling network, detailed within the LCWIP. The submitted Transport Assessment details the sustainability of the site, showing that the town centre is within a 15 minute cycle ride which is significantly below the five mile and 30 minute cycle ride time advocated by LTN 1/20 Cycle Infrastructure Design. A 30 minute ride time from the site also includes the Green Park and Thames Valley Park business parks.
- 4.9 The LCWIP identifies the following roads as part of the strategic and orbital cycle network within North Reading providing connections to local services and amenities as well as Reading Town Centre, Railway Station and employment areas. The North Reading Cycle routes identified by LCWIP is provided within **Appendix C**, with the network consisting of the following routes:
- ▶ Strategic Network – Hemdean Road and Peppard Road.
 - ▶ Orbital Network – Kidmore Road, Oakley Road, Rotherfield Way, Surley Row, Grove Road.
- 4.10 In addition the LCWIP has a walking network of primary and secondary routes, with the aim to make these amenable and safer for pedestrians. The North Reading Network identified by the LCWIP is provided within **Appendix D** and consists of the following routes:

- ▶ Primary – Kidmore Road and Peppard Road.
- ▶ Secondary – Grove Road, Evesham Road, Rotherfield Way, Hemdean Road, Oakley Road.

4.11 Appendix G of LCWIP prioritises a list of cycle and walking measures and details that all the routes above, which are on the desire lines to Caversham Centre and the Town Centre require the introduction of safe crossings, enhancements at signal junctions, footway widening, lower road speeds and junction enhancements.

Identified Schemes

4.12 The proposed mitigation of £150,000 will go towards the following identified schemes as detailed on Figure 2 and explained in detail below.

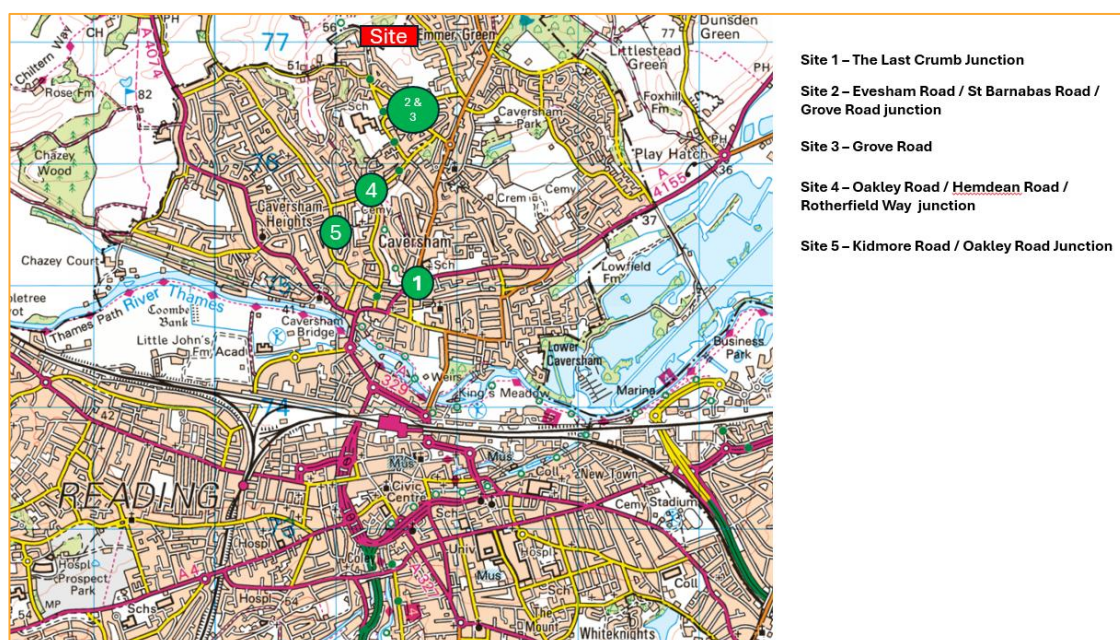


Figure 2 – Location of Mitigation Schemes

Site 1 - The Last Crumb Signalised Junction (Peppard Road, Westfield Road, Prospect Street, Henley Road) – Estimated Cost £50,000

4.13 The proposals are for a full upgrade of the traffic signals to provide a Microprocessor Optimised Vehicle Actuation (MOVA) system. MOVA is an operation method developed to overcome some of the problems associated with traditional Vehicle actuation control and is more responsive to traffic conditions leading to a significant increase in capacity at a junction. It will accommodate better facilities for pedestrians and cyclists and improve crossing and waiting times.

4.14 The majority of vehicle movements from the appellants site, will pass through this critical junction within the network.

Site 2 - Evesham Road / St Barnabas Road / Grove Road junction - £30,000

4.15 These roads are all part of the identified North Caversham and Emmer Green, cycle and footway network which require safety improvements in line with the LCWIP as well as being identified within the TA as routes to local amenities .

4.16 The crossing of St Barnabas Road, which is on the desire line to Highdown Secondary School and Leisure Centre to the site, is uncontrolled and can result in children waiting in a narrow traffic island as detailed within Figure 3.



Figure 3 - Uncontrolled Crossing, Evesham Road / Grove Road

- 4.17 This crossing will be upgraded to a parallel crossing and the island removed, which will significantly improve the crossing for cyclists and pedestrians, while significantly slowing vehicle speeds as drivers stop for pedestrians and cyclists crossing the road.

Site 3 - Grove Road – Estimated Cost £20,000

- 4.18 The crossing facility outside the entrance to Emmer Green Primary School, the closest primary school to the appellants site on Grove Road is also an uncontrolled crossing as detailed within Figure 4. This crossing will be upgraded to a Zebra Crossing as it is on a LCWIP identified route which requires safety enhancements. The crossing will give priority to pedestrians and slow vehicles down.



Figure 4 – Uncontrolled Crossing, Grove Road

Site 4 - Oakley Road / Hemdean Road / Rotherfield Way – Estimated Cost £30,000

- 4.19 This junction consists of a mini roundabout in close proximity to a 'T' junction and the roads are part of the strategic and primary cycling and footway network within North Reading as identified within the LCWIP, as well as being on the desire lines for active travel from the appellants site to Caversham and Reading town centres.
- 4.20 The crossing provision for cyclists and pedestrians are extremely poor and the uncontrolled crossing point on Oakley Road, as detailed on Figure 5, will be upgraded to a raised parallel crossing thereby enhancing active travel and reducing vehicle speeds.



Figure – Uncontrolled Crossing, Oakley Road

Site 5 - Kidmore Road / Oakley Road Junction – Estimated Cost £20,000

- 4.21 These roads are part of the strategic and primary cycle and footway network within the LCWIP, with the junction having a poor accident record. Improvements to the signing and lining for the Oakley Road approaches are proposed along with the introduction of traffic calming measures on Kidmore Road between The Mount and the junction to slow vehicle speeds down and make the road more conducive to cycling.

5.0 Conclusion

- 5.1 The position of the Council is that the transport movements by all modes from the appellants site on the Land West of Kidmore End Road will be predominately towards the closest amenities and services, which are all within the administrative area of RBC.
- 5.2 The routes used by vehicles and active travel modes have been identified with the Reading Transport Strategy as requiring improvements to enhance road safety for all transport users. The predicted movements therefore will exacerbate the existing issues, but can be mitigated through a financial contribution of £150,000 to enable improvement schemes to be provided.
- 5.3 The Council is of the position that subject to the financial contribution to mitigate the transport implications of the proposals, then it would have found the proposals acceptable.
- 5.4 The proposed contribution and subsequent obligation meet the requirements of paragraph 58 of the NNPF which states that Planning obligations must only be sought where they meet all of the following tests:
 - a) necessary to make the development acceptable in planning terms;
 - b) directly related to the development; and
 - c) fairly and reasonably related in scale and kind to the development
- 5.5 The appellant and the Council are in discussion on a S106 agreement to secure the contribution.

Appendix A

Walking Distances

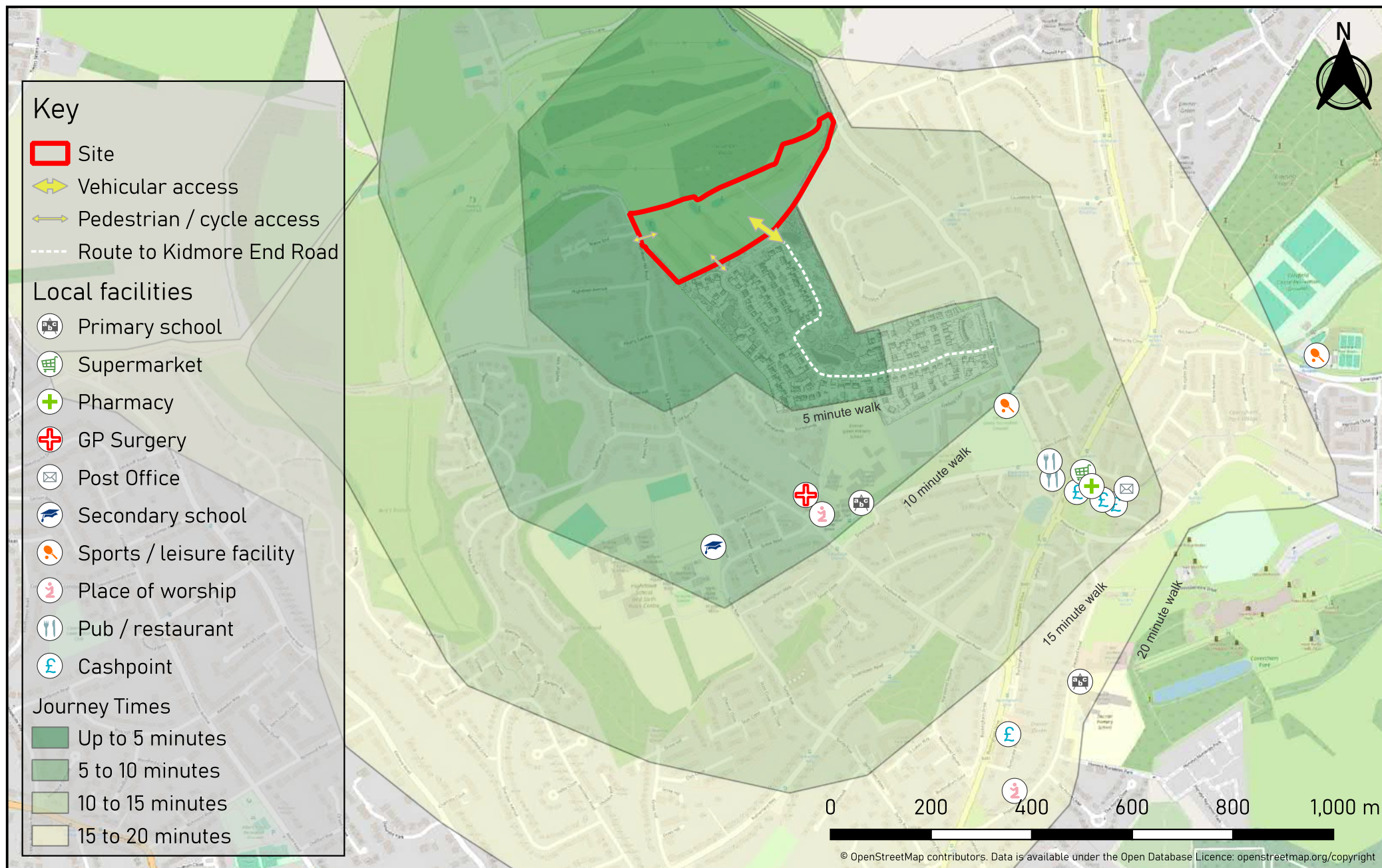
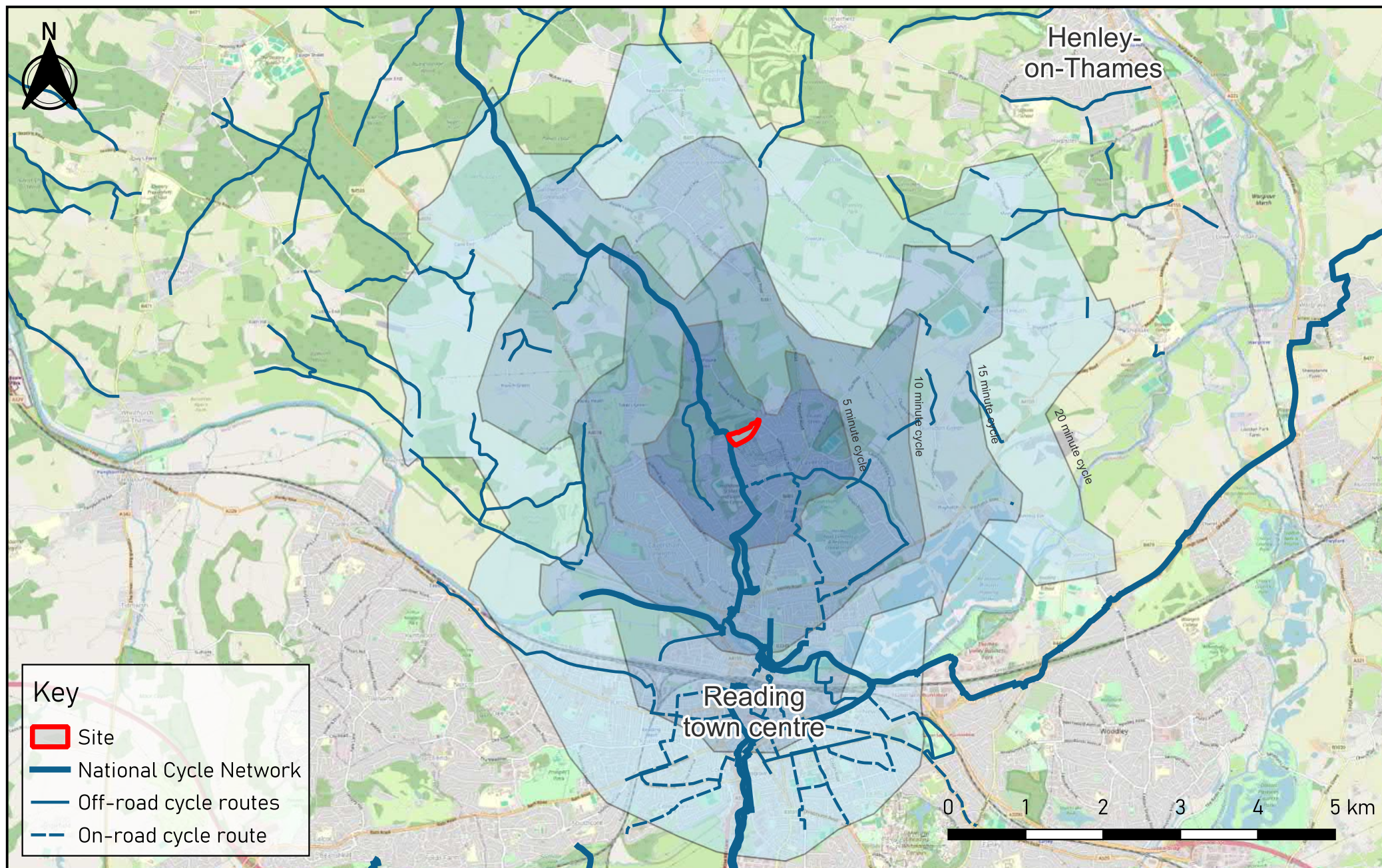


Figure 2 – Local facilities within walking distance of the site

Land West of Kidmore End Road, Oxfordshire

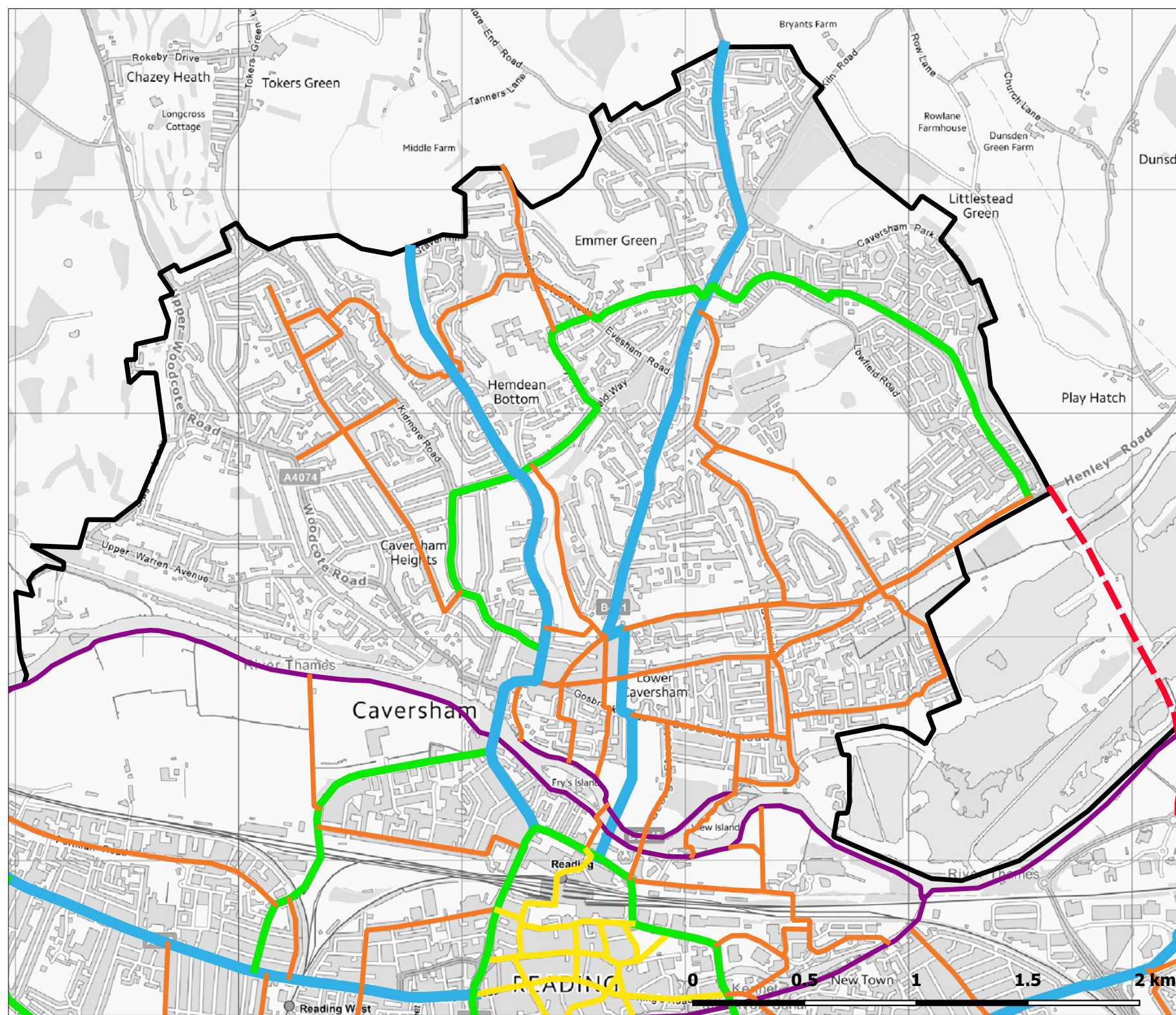
Appendix B

Cycling Distances



Appendix C

LCWIP North Reading, Cycle Routes



- KEY**
- Town Centre
 - Strategic
 - Orbital
 - Local
 - Leisure
 - Third Thames Crossing
 - LCWIP Boundary



Reading's Joint Local Cycling and Walking Infrastructure Plan (LCWIP)

**NORTH READING LCWIP
CYCLE ROUTES**

Drawn: LP Date: April 2020

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Appendix D

LCWIP Footway Network

