

**TOWN AND COUNTRY PLANNING ACT 1990
APPEAL UNDER SECTION 78**

**APPEAL BY FAIRFAX (READING) LTD AND READING GOLF CLUB (SODC)
LTD AGAINST THE NON-DETERMINATION BY READING BOROUGH COUNCIL
OF PLANNING APPLICATION REF. PL25/0691/OUT FOR 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)**

AT

**LAND WEST OF KIDMORE END ROAD, OXFORDSHIRE, RG4 8SG
INSPECTORATE REFERENCE: APP/E0345/W/25/3377314
READING BOROUGH COUNCIL REFERENCE: 25/0691/OUT**

READING BOROUGH COUNCIL OPENING STATEMENT

- 1.1 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, it is just parts of the accesses to the development that are located within Reading such that vehicular, cyclist and pedestrian access to the development would only be possible from Reading Borough.
- 1.2 Vehicular access to the development would be obtained from Kidmore End Road to the south through and via the existing access created in connection with the residential development of 223 dwellings that is currently under construction on the adjacent part of the former golf course site, and which is entirely located within Reading. Reading Borough Council granted planning permission for this adjacent development in June 2023. Pedestrian and cycle access to the development is proposed connecting onto Highdown Hill Road to the west and a pedestrian connection is also proposed onto Kidmore End Road to the east, both roads are located within Reading Borough.
- 1.3 The parts of the application site proposed to accommodate new dwellings and associated areas of open space is all on land within South Oxfordshire. Planning permission for the parts of the development in South Oxfordshire was refused by South Oxfordshire District Council at their Planning Applications Committee on 3rd December 2025. The Appellant lodged an appeal against South Oxfordshire District Council's decision to refuse planning permission on 4th February 2026, and at the same time lodged an appeal for non-determination of the planning application for the parts of the development within Reading Borough.
- 1.4 Following submission of the non-determination appeal Reading Borough Council Planning Applications Committee of 4th February 2026 also resolved that had it still

been the decision maker for the application then it would have granted planning permission for the parts of the development within Reading, subject to conditions and satisfactory execution of a section 106 legal agreement with the Heads of Terms identified within the officer report to the Committee.

- 1.5 The reasons why this determination was reached are summarised as follows:
- 1.6 The proposed access roads and pathways are the only parts of the proposed development located within Reading Borough. The access and junction with Kidmore End Road proposed to be used to provide vehicular access to the development has already been built and is established as a vehicular access serving the adjacent residential development of 223 dwellings that is already under construction within Reading Borough. Just a small extension to this road is required to connect to the part of the proposed development within South Oxfordshire, the design of which is considered technically acceptable to the Reading Highway Authority.
- 1.7 The proposed pedestrian and cycle links to connect into the adjacent development as well as onto Highdown Hill Road, which is part of the National Cycle Network, and the pedestrian access onto Kidmore End Road would, provide suitable pedestrian and cycle permeability between areas east-west of the site via the provision of these active travel links, the design of which is also considered technically acceptable. Provision of these active travel links and all vehicular, cycle and pedestrian accesses to the development would be secured within the draft s106 agreement agreed with the Appellant or by conditions. This would accord with Policies TR1, TR3 and TR4 of the Reading Borough Local Plan 2019 which require development to provide measures to promote and improve sustainable transport and to demonstrate that they would not have a detrimental impact on the functioning of the transport network or highway safety.
- 1.8 In terms of accessibility, Reading Borough Council considers that the accesses to the development would provide adequate connectivity on foot to local services and facilities. Whilst walking distances to the nearest bus stop would exceed those recommended in relevant guidance, a contribution by the Appellant towards local bus services is included within the agreed draft of the s106 agreement as mitigation for this, with spending of this contribution to be carried out by Oxfordshire County Council in coordination with Reading Borough Council. Walking distances from the development to local services and facilities are reflective of those accepted when Reading Borough Council granted planning permission for the adjacent development of 223 dwellings, where a similar contribution towards bus service improvements was secured as part of the s106 agreement for that development. On this basis it is considered that the development is in a sustainable location and is acceptable in respect of accessibility, in accordance with Policy CC6 of the Reading Borough Local Plan 2019 which requires that the scale and density of the development be related to its level of accessibility by walking, cycling and public transport to a range of services

and facilities, unless it can be demonstrated that accessibility its to be upgraded such as by providing high quality pedestrian routes or access to good public transport services.

- 1.9 It is relevant to note that the adjacent residential development that is under construction for 223 dwellings was designed to be able to accommodate buses looping through the development to serve the new dwellings within it. Whilst this has not happened so far, it is possible that the additional dwellings may make such a loop more viable and if the loop did happen it would reduce the distance between the proposed development and bus stops.
- 1.10 There would be an increase in vehicular, pedestrian, and cycle movements upon the highway network within Reading Borough as a result of the proposed development. Mitigation for these increased movements is included within the draft s106 agreement agreed with the Appellant where a contribution of £150,000 is proposed to be secured towards junction improvements to the signalised control at the Peppard Road / Henley Road / Westfield Road / Prospect Street junction, locally known as the 'Last Crumb junction', through which the majority of vehicular traffic accessing the site would travel, as well as towards active travel improvements for pedestrians and cyclists within the local area, linked to projects identified with the Reading Transport Strategy and Local Cycling and Walking Infrastructure Plan. Reading Borough Council considers that this contribution being secured as part of the s106 agreement provides adequate mitigation for the impacts of additional trips upon the highway network with Reading that would result from the proposed development. This is in accordance with Policies TR1 and TR3 of the Reading Borough Local Plan 2019 which require development to promote and improve sustainable transport and to demonstrate that they would not have a detrimental impact on the functioning of the transport network or highway safety.
- 1.11 As a result of the limited extent of the development that would be located within Reading Borough, no significant adverse impacts are identified in respect of character and appearance, residential amenity, natural environment (including ecology impacts or air quality within Reading), and consequently no conflicts with Policies CC7, CC8, EN12, EN14 or EN16 of the Reading Borough Local Plan 2019 are identified; noting that matters relating to the appearance of the proposed accesses and associated landscaping are matters reserved for consideration as part of (a) future reserved matters application(s) should the appeal be allowed.
- 1.12 A series of planning conditions have been agreed with the Appellant to secure submission and approval of relevant reserved matters in a timely manner and implementation of the development in accordance with the proposed plans only. Conditions controlling construction hours, and for submission and approval of a construction method and traffic management statement prior to commencement of development are also agreed in the interest of protecting the amenity of neighbouring

residents and highway safety within Reading Borough in accordance with Policies CC8 and TR3. A condition is also agreed to stipulate that the no development should commence unless planning permission for the rest of the development within South Oxfordshire has been granted to prevent 'accesses to nowhere' being created and in the interests of good design within Reading in accordance with Policy CC7 of the Reading Borough Local Plan 2019.

- 1.13 Subject to the signing of the s106 agreement as drafted and imposition of Reading Borough Council's recommended planning conditions, this Council does not contest the appeal for the parts of the development within Reading Borough. If the non-determination appeal had not been submitted the Council would have granted outline planning permission and therefore Reading Borough Council considers that the appeal relating to the parts of the development within Reading should be allowed.