

DELEGATED PLANNING APPLICATION REPORT

Ward: Abbey

App Ref: 221103/LBC

Address: The Horn Ph, St Marys Butts, Reading, RG1 2LS

Proposals: Repairs, reinstatement and redecoration of a public house.

Case Officer: Nathalie Weekes

Date received (valid from): 23 August 2022

Extended Target date: 13 February 2023

1. SITE DESCRIPTION

The Horn Inn pub is a Grade II listed pub, dating from the 16th Century, located on the corner of St Mary's Butts and Castle Street, within St Mary's Butts/Castle Street Conservation area. The site is currently vacant and the building is in a state of disrepair, requiring urgent restoration works.

It is situated within a primary shopping area in the central and office core and in an AQMA.

Site visit date: 16/11/2022

Site visit photos:





2. PROPOSAL AND SUPPORTING INFORMATION

The proposal is for the refurbishment of the pub, including repairs, reinstatement and redecoration of the public house.

The schedule of works includes (with associated works):

Removal of rubbish, tenant goods and fixtures and fittings and waste
 Deconstruction of walls and flooring as outlined to be rebuilt and demolition of services, with protection of exiting drains and fittings. The walls are made from horse hair with the possibility of anthrax bacteria to be present. Reference to 'Technical Advise Note 'Anthrax and historic plaster - Managing minor risks in historic building refurbishment' is outlines in the schedule of works.

External works

Wash down and prepare surfaces, use rust inhibitor and repaint.

Replacement and repair of roofing including clay roof tiles and slate roof slates and covering - part retrospective and repair/repoint chimneys, with adequate external venting.

Replace flat roof covering.

Install lead gutters and flashings to roof.

Repairs to the external walls with lime mortar, render and paintwork, cut out and replace loose cast render, loose and damaged bricks and mortar.

Replacement of external doors and supply and install timber doors and door furniture.

Removal and replacement of external roof windows, including 5 new Velux GGL 2570H centre pivot, conservation roof windows/ skylights (or equal approved).

Removal of plastic PVC guttering to replace with cast iron rainwater goods; and cleaning of guttering and rainwater goods.

Removal for existing fascia boards to be replaced with timber.

Repair sash and casement windows using DRY FLEX® 4.

Remove and replace windows as shown on drawing 03 - First floor plan and replace 'like for like with DG timber.

Remove external timber decking and make good the paving.

Remove any vegetation, weeds or shrubs.

Internal works

Replace building insulation.

Repair roof voids and make good with lath and plaster.

Repair/replace plasterboard and lath and plaster ceilings as specified.
Repair plaster and mortar walls as specified, internal refurbishment of wall, fixtures and fittings.
Retile existing bathroom and refurbish with new furniture, white gloss ceramic wall tiles, fit new carpet tiles and cladding as specified.
Remove existing floor coverings.
Apply woodworm treatment and remove timber rot.
Install new SW staircase to match existing.
Once works to SW stairwell landing completed, refurbish rooms 1 and 2 with new C16 timber floor joists to match the existing.
Electrical, heating and plumbing works.
Works to preserve the main bar and replace damaged floor boards.
Replacement of internal doors and replace locks as specified.
Replacement of kitchen.
Wash, prepare and redecorate walls, hang lining paper as specified and repaint.

Electrical works to be completed by a qualified engineer to remove and replace the electrical installation.

Oil, heating, water and waste pipework to be replaced as specified and replacement of radiators.

Plans considered

TQRQM22208090321671 Location plan

2021-081-01 Basement plan

2021-081-02 Ground floor plan

2021-081-03 First floor plan

2021-081-04 Roof plan

2021-081-05 Elevations

As received 21 July 2022

021-081-02 Ground floor and site plan

Heritage, design and access statement

As received 23 August 2023

Tender Documentation, RMA Surveyors The Horn, dated April 2022, including preliminary clauses, scope of works and summary

As received 24 January 2023

3. RELEVANT PLANNING HISTORY

Various planning applications have been submitted for advertising and associated Listed Building consent at the site.

4. CONSULTATIONS

The following addresses were consulted by letter.

35-37 St. Mary's Butts, Reading

8 Castle Street, Reading, RG1 7RD

6 Castle Street, Reading, Berkshire, RG1 7RD

A site notice was displayed at the site and an advert was placed in a local newspaper for a 21 day consultation period. No letters of representation have been received.

Communication with agent

The agent and applicant were asked to provide details and samples of the materials to be used, additional details and section plans. Although efforts have been made to gain additional information, it has not been possible to obtain any additional material details as the applicant has been trying to obtain funding for the works required and it at the tender stage. Due to the continuing deterioration of the building, works had been approved by the Conservation and Urban design officer to waterproof the building and undertake repairs as specified in a scheme of works to the roof, while the application was submitted for review. It is also important for a further site visit to be arranged for the Council to check on the current state of the building. The agent and applicant have been informed that a decision will be issued with conditions to be discharged before further relevant works are initiated as overall scheme of works has already commenced at the site.

RBC Conservation and Urban Design Officer

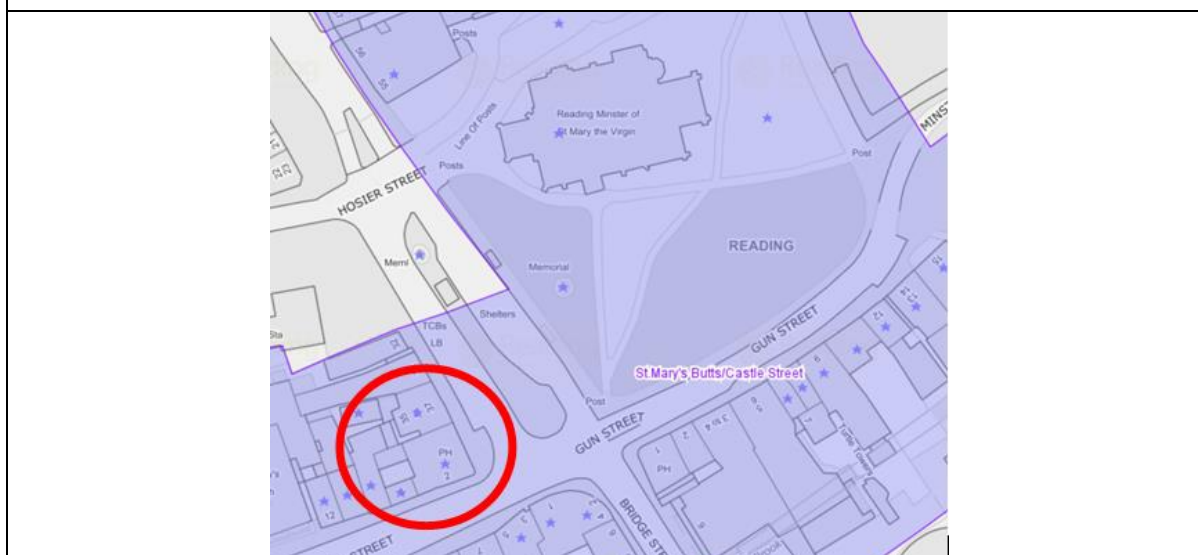
The RBC conservation and urban design officer had no objections to works to improve the structural condition of the Horn pub but materials details should to be provided to be approved. Historic rooflights with a low profile may be considered appropriate, sections should be provided for the window frames at a 1:50 scale. UPVC is not considered appropriate for the Listed Building and should be removed and replaced with a more suitable alternative during the works proposed.

RBC Conservation and Urban Design Officer report

Proposal: Urgent conservation works / Also urgent works notice options.

Site Location

Fig. 1: The site a historic Public House, is a listed Grade II building set opposite the cemetery of St Mary's Church in the centre of Reading, near St Mary's Butts. The building is circled in RED. The building is also within St Mary's Butts/Castle Street Conservation Area.



Historic England listing:

Name: THE HORN INN **Designation Type:** Listed Building - Grade: II **List UID:** 1303691

Listing Notes:

"CASTLE STREET

1. 5128 (North Side) Nos 2 to 6 (even) (The Horn Inn) SU 7173 SW 2/75 II GV

2. C16, much altered and modernised. 2 storeys. Stucco over timber-framing. Tiled roof. 5 Yorkshire sashes on 1st floor. Late C19 shop frames to ground floor windows to left. Early C19 reeded surround and band below bracketed cornice on No 2; mullion and transom (wood) windows. Corner entrance now a window.
3. window return to St Mary's Butts, casements on 1st floor, glazing bar sashes on ground floor; applied timbering with quadrilobe decorative band over 1st floor (C 20)."

Site Photos

Fig. 2: c. 1971 photo of the Horn.



Background

Over the last 7 months, there have been a number of enquiries about the condition of the building.

1. The roof has recently had its clay roof tiles replaced (July 2022) with recycled and new flat clay tiles, as there had been a number of internal leaks.

Fig. 3: Scaffolding for Roof Works



Fig. 4: Some minor repairs to be finalised, for the replacement roof tiles.



2. A Listed Building Consent has also been submitted for general exterior and internal works.

Historic England Advice

In the Historic England Guidance Note - *Stopping the Rot* (January 2023), it stated:

5.3 Scope and content of an Urgent Works Notice

The use of Urgent Works Notices should be restricted to emergency repairs to keep a building wind and weatherproof and safe from collapse, or action to prevent vandalism or theft. The steps taken should be the minimum consistent with achieving this objective and should not involve an owner in great expense.

Conservation Comments

This memo looks at what works need to be done, and identifies immediate repairs required to finish weatherproofing the building and reinstate the internal finishes, which have occurred due to water ingress and the building being unoccupied. Photos of the exterior and interior are attached in Appendix A & B.

Negotiations have been on-going between the council, the owner and their surveyor since July 2022. It was agreed that it was most important to carry out immediate roof repairs to slow down and stop rain entering the building. After this, it was agreed that further conservation and maintenance works to upgrade the building to be suitable for a new tenant, would be done under a listed building consent. This has been submitted and is currently assessed.

By way of comment, the owner is also having discussions with the Council HAZ team about a possible grant to help with the works on the building.

It is felt that the objective of the Historic England advice note (to waterproof the old derelict leaky roof and stop water ingress), has been completed. At this time there is no need to carry out any enforcement order as the building has had a new replacement clay tile roof which is "Like for Like". This meets Historic England's aims to weatherproof the host building and slow down any deterioration.



In regard to the second stage of the works, an extensive list of conservation works has been done by the owner's surveyor RMA Surveyors and it has been included in this LBC.

It is worth noting that the owner is currently in litigation with the former tenant (of The Horn Inn), who had a lease with the owner from April 1996 through till 23 June 2021. The tenant entered into a lease, which contains covenants to repair and decorate the premises. This work was not carried out. The owner is currently trying to carry out works to enable a new tenant to occupy the building in the future. There has been some discussion with Council about providing some HAZ funding to assist in this restoration project.

It should be noted however, some of the site works have started, the majority of these could be considered under "like for like" maintenance. However, there are some works such as a new modern UPVC window which is not a heritage style frame has been installed. Damage has also been caused to the interior walls and vaulted ceilings as a result of the roof works and installation of pipework. It is recommended that the Enforcement Team, notify the owner that no more new works that require approval such as replacement windows, skylight and doors need to wait until approval is finalised.

In relation to another matter urgent works issue, it discussed on site that in July/August 2020 about the need to partially dismantle was a leaning brick chimney in the rear courtyard. These Urgent Works were carried out for safety reasons. The reinstatement of the original chimney to match existing is included in the current LBC.

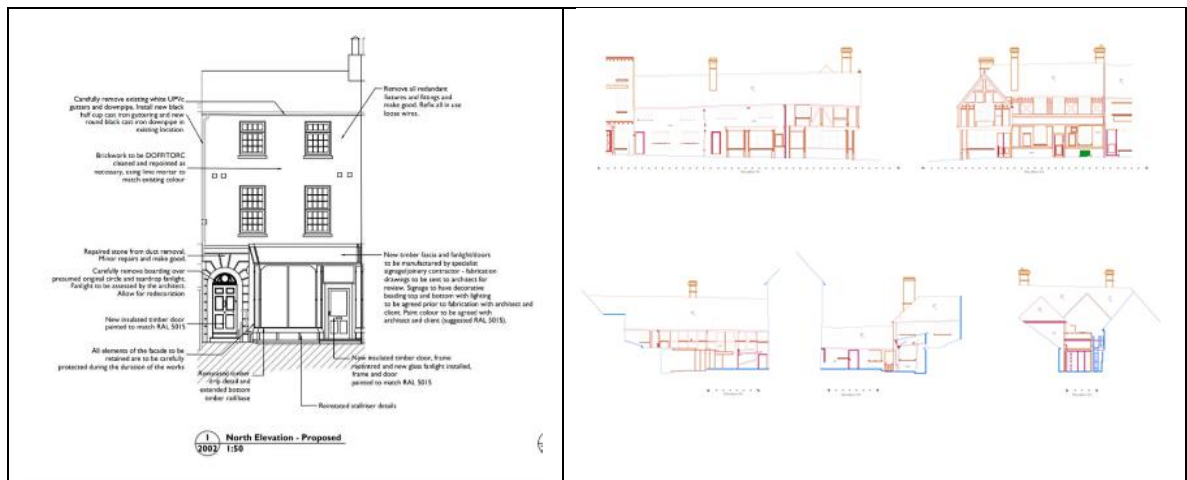
An assessment has been made of the proposed schedule of work for the Horn Inn, and while this is generally supported, a few notes are made that relate to the proposed schedule of work for the LBC on the following pages:

1. Ideally, further details are required to show the location and extent of works. While the survey drawings are good, they are illegible, faint and have few notes. While the works described in the Schedule of Works are generally acceptable there needs to be extra notation to understand what is happening, eg. Location of proposed heritage style skylight extent of floors to be removed and replaced.

An example of the finalised of drawing required is attached. This needs to be done and signed off before the site works are started. It is accepted the works are within the Scope of works, but the submitted drawings need a bit more information for the Council records. It is thought that it may be possible to provide the extra information as a condition.

Fig. 5: Sample elevation @ 1:50 with notes. This is the minimum norm required for documentation of Listed Buildings.

Fig. 6. Existing elevations have minimal notes and the extent of repairs is not documented.



2. There needs to be a condition to state that the proposed works will be inspected and approved by a suitable qualified and experienced heritage consultant.
3. Details of the replacement timber doors need to be submitted for approval.
4. Areas/extent of floor and walls to be replaced should be shown on plans.
5. A detailed Record Schedule, showing extent of repairs to windows and doors, should be submitted before any work commences. It could either be photos or drawings with notes. Whatever is easiest.
6. **Stormwater disposal system:** it is noted that the replacement down pipes and guttering etc, are to be traditional style cast-metal, painted gloss-black to match existing.
By way of comment, it is worth considering off-setting existing first floor downpipe on the south-east corner, by 2-3m to avoid future damage above the windows. It is noted that the timber decorative element is a modern insertion and the timber has deteriorated.
7. Render and mortars mix. Generally, the use of cement is not supported as it harms the existing built fabric.
 - a. Item 2.6: External Walls - Old Historic walls, which can be identified by looking at the Retrograde Historical Plan (Refer to Note 3, above), to be repaired with 3:1 Sand : Hydraulic Lime (and not as specified cement).
 - b. A small amount of modern replacement as specified as 1:1:6, may be allowed if it on the modern extensions. The retrograde plan will show this.
 - c. Item 2.6.3: should be 3:1 Sand : Hydraulic Lime

2.6	External walls
2.6.1	Cut out loose and cracked sections of render to all rendered walls and re-render using 1:1:6 sand:cement: hydraulic lime mortar in 2 coats. Provisional quantity 50 m ² .
2.6.2	Cut out loose and cracked sections of aggregated rough cast render to all rendered walls and re-render using 1:1:6 sand:cement: hydraulic lime mortar in 2 coats. Provide aggregated finish to match existing size. Provisional quantity 50 m ² .
2.6.3	Cut out and replace damaged bricks to brick faced elevations. Fill and repoint using 1:1:6 sand:cement: hydraulic lime mortar. Locations to be agreed with CA prior to expending sum. Provisional quantity 100nr.
2.6.4	To existing walls rake out damaged areas of mortar between brickwork and repoint using 1:1:6 sand:cement: hydraulic lime mortar. Areas to be agreed with CA prior to undertaking works. For tender purposes allow 75 m ² replacement.
2.6.5	Clean staining to brickwork of all external walls with propriety masonry cleaner. For tender purposes allow 50 m ² replacement.

8. Windows

Item 2.12.5: Replacement Windows inside the courtyard; plus

- a. A brief detailed window schedule to be submitted with notes on what works are required. This should include photos of existing and details of new timber framed windows.

9. Item 2.13.1: Painting. Clarify

It is recommended that the colour scheme be similar to the c. 1970s colour photograph.

- a. RAL Colours;
- b. Exterior paints;
 - i. woodwork - traditional oil-based gloss;
 - ii. metalwork - traditional oil-based gloss;
 - iii. painted masonry Weather-shield Finish matt or pearl, (vapor permeable/breathable).

10. Interior fittings:

- a. Methodology to fit new pipes;
- b. Samples of proposed radiators.

Conclusion

In summation the proposed works for the Horn Inn, are generally acceptable, and supported as they will lead to it being suitable for a new tenant, subject to addressing the above notes. All materials at The Horn should match the existing original fabric in respect of using materials of a matching form, composition and consistency, detailed execution and finished appearance.

Planning Constraints

Planning (Listed Buildings and Conservation Areas) Act 1990

- Grade II, Listed Building - St Marys/Castle Street CA
- Section 16(2) requires the local planning authority to have special regard to the desirability of preserving the listed building or its setting or any features of special interest which it possesses.
- Section 72 (1) requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

National Planning Policy and Guidance

- National Planning Policy Framework (NPPF) - Section 16

- National Planning Practice Guidance

Reading Borough Council - Local Plan 2019

- Conservation Area: St May's Butts/Castle Street
- Policy EN1: Protection and Enhancement of the Historic Environment
- Policy EN4: Locally important Heritage Assets

Other guidance

- Historic England Good Practice Guide Note Number 2: managing significance in decision-taking.
- Principles of Conservation (Historic England, 2008)
- Guide to the Conservation of Historic Buildings (British Standards Publication BS 7913:2013, 2015)

Conclusion

There are no objections in principle, to the current proposal which is mainly like for like and general conservation works, subject to conditions and final review and inspection of the amended drawings (as appropriate) to address the points raised in this memo.

Approval is recommended, subject to the following conditions:

1. Standard materials condition:
2. Detailed level 2 recording (Photographic and Drawings appropriate scale), of parts of the building that are being amended, before site works begin.
3. See notes on pages 4 & 5, for extra amendments or conditions.

By way of comment:

1. Appendix A and B are attached with photos taken by Council staff to assist with the recording. Key Plans showing where the photos are taken need to accompany these photographs. The aim of this condition is part of the normal before and after documentation, because of the current dilapidated and deteriorated condition of the building generally.
2. Annotated drawings are also required to clearly show the extent of proposed works, such as general repairs to the current windows (painting or replacement etc.), and which floors have been repaired or replaced.

Equality Act 2010:

In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. However, there is no indication or evidence (including from consultation on the application) that the protected groups identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Therefore in terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

5. LEGAL AND PLANNING POLICY CONTEXT

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.

Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

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) - among them the 'presumption in favour of sustainable development'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

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). Accordingly, the National Planning Policy Framework 2021 and the following Development Plan policies and other guidance are relevant:

Reading Borough Local Plan (November 2019)
CC7 Design and the Public Realm
EN1 Protection and Enhancement of the Historic Environment
EN3: Enhancement of Conservation Areas
EN16: Pollution and Water Resources
OU5: Shopfronts and Cash Machines

Other:
St Mary's Butts/Castle Street Conservation Area Appraisal

APPRAISAL

The main issue to be assessed in this application for Listed Building Consent is the effect of the proposed works on the fabric, character and appearance of the Listed Building.

Reading Borough Council Local Plan (2019) Policy EN1: Protection and Enhancement of the Historic Environment states:

Historic features and areas of historic importance and other elements of the historic environment, including their settings, will be protected and where appropriate enhanced. This will include:

- • Listed Buildings;
- • Conservation Areas;
- • *Other features with local or national designation, such as sites and features of archaeological importance, and historic parks and gardens.*

Planning permission will only be granted where development has no adverse impact on historic assets and their settings. All proposals will be expected to protect and where appropriate enhance the character and appearance of the area in which they are located.

Section 66(1) Planning (Listed Buildings and Conservation Areas) Act 1990, in the determination of applications affecting the setting of a Listed Building, states that:

‘in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.’

The Horn Inn Pub makes a positive contribution to the historic character of the Conservation Area and is sited in a prominent location on the corner of Castle Street and St Mary's Butts. The 'Heritage Statement' within the application letter does not adequately discuss the significance of the listed building, nor the impact of the proposal on the listed building as one of the oldest surviving buildings remaining in Reading or its environment within the St Mary's Butts and Castle Street conservation area.

The proposed scheme of works have been carefully examined by the Council's CUDO and are considered acceptable. The use of carefully-chosen like-for like materials (as far as practicable) to match the originals would ensure that the repairs closely match the constituent materials of the existing structure. There is no conflict with policy EN1 for the overview of works.

Highways - A licence may be required for any proposed works that would affect the Highway or pavement areas.

Conclusion

This proposal to restore and repair The Horn Inn pub is considered to be acceptable within the context of national and local planning policy, EN1, as detailed in the Appraisal above. The proposal would preserve the architectural and historic interest of the listed building and would therefore also preserve the character and appearance of the conservation area in which it is located. As such, the grant of Listed Building Consent is recommended, subject to relevant conditions.

RECOMMENDATION

Approve

Appendix A

Photos of the site visit on 26 January 2022, by Bruce Edgar (RBC CUDO), are shown below.

Fig.2: East elevation.



Note the previous black timber work under the existing cream paint. Refer to Fig. 2, the c. 1971 photo.







South elevation - Castle Street









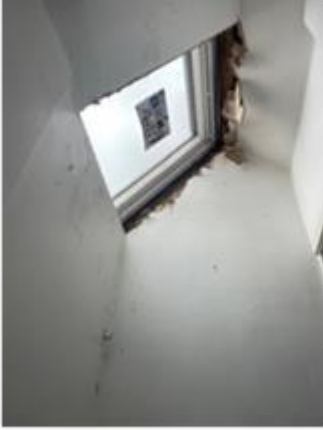
	





Appendix B

Interior photos taken by Council (Natalie Weekes - 16.11.2022).

Fig. I-01: Unapproved skylight. Not heritage style as in RMS schedule.	Fig. I-02: First Floor ?
	
First Floor - middle looking north over the courtyard.	First Floor - middle looking south to castle street.
	
First Floor - middle looking south over the <u>Castle street</u>.	
	

