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Heritage Statement

The Horn Inn, Reading

September 2024



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Contents

1. **Introduction** **5**
2. **The Heritage Assets** **7**
3. **Historic Development** **9**
4. **Significance** **11**
5. **Impact of Application Proposals** **31**
6. **Conclusion** **33**

Appendices

Appendix A: Heritage Planning Policy Context 34

Appendix B: Floor Plans 38

Appendix C: Proposed Plans and Drawings 40

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Project
The Horn, Reading

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1. Introduction

1.1 This Heritage Statement has been prepared by Smith Jenkins Planning & Heritage in support of a listed building consent application for the repair and refurbishment of The Horn Public House, 2 Castle Street, Reading, RG1 2LS.

1.2 The Horn is Grade II listed as 'The Horn Inn' and is also located in the St Mary's Butts/Castle Street Conservation Area and in proximity to a number of designated and non-designated assets. The Horn Inn is also located in the Reading High Street Heritage Action Zone which covers three conservation areas across the town centre which have been identified as requiring funding to help bring its historic buildings back into use. The Horn has been identified as a building requiring repair and upgrading and is now one of the few remaining buildings with the HAZ which has not undergone a renovation.

1.3 After being in operation for a number of years, the Horn Inn closed in 2021 due to the unviability of the public house and the need for extensive repair works throughout. The building had deterioated to the point that in 2022 a full repair of the roof was undertaken under an urgent works permission. Following this an application for the repair, reinstatement and redecoration of the public house was granted in 2023 but never implemented. It is also important to highlight that the vacant nature of the building has resulted in numerous break ins and vandalism which has caused further damage to the interior.

1.4 The proposals comprise a full repair and refurbishment of the public house in order to bring the building back into a commercially viable use. It is intended that the ground floor will be retained as hospitality use, whilst the first floor will be converted into three flats.

1.5 Paragraph 200 of the National Planning Policy Framework (NPPF) 2023 sets out the information requirements for determining applications and states that:

> *'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance'.* [1]

1.6 In response to the NPPF, Section 2 of this report identifies the heritage assets which may be affected by the application proposals, Section 3 provides proportionate statements of significance for the heritage assets identified. These are relative to the scale, nature and effect of the proposals.

1.7 Section 4 provides an assessment of the application proposals on the significance of the identified heritage assets based on national, regional and local policy and guidance. The Heritage Planning Policy context for the consideration of these proposals is set out in Appendix A. This includes the statutory duties as set out in the Planning (Listed Buildings and Conservation Areas) Act 1990, the NPPF, regional and local planning policy.



Figure 1.1 - Location plan

[1] NPPF (2023)

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2. The Heritage Assets

2.1 A heritage asset is defined by the NPPF as:

> *'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)'.*[1]

Designated Heritage Assets

2.2 A Designated Heritage Asset is described by the NPPF (2023) as:

> *'A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation'.*[2]

2.3 Such assets are statutorily identified as having a level of heritage (architectural and/or historic) interest to justify designation. There are then particular procedures in planning decisions to ensure that their special interest is preserved or enhanced.

Listed Buildings

2.4 The Horn Inn is Grade II listed and was designated on the 14th December 1978 (NHLE: 1303691). There are a number of designated and non-designated assets in the immediate surrounding area, however as the works would be largely internal with the only external works being refurbishment, these assets have been scoped out of further assessment.

Conservation Areas

2.5 The Horn Inn is wholly located in the St Mary's Butts/Castle Street Conservation Area which was designated in 1972.

2.6 As of 2020, the St Mary's Butts/Castle Street Conservation Area was designated as part of the Reading High Street Heritage Action Zone (HSHAZ) which included three conservation areas along the main high streets which were identified for heritage led funding regeneration. The Horn has previously been identified by the council as a building which would qualify for funding from the HAZ as a deteriorated building along the high street.



Figure 2.1 - Heritage Asset Map with listed building shown in blue and the conservation area in orange.

[1] NPPF (2023) Annex 2: Glossary (p.70)

[2] NPPF (2023) Annex 2: Glossary (p.69)

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3. Historic Development

A Brief History of Reading

3.1 Reading was first mentioned in the Anglo-Saxon Chronicle in 871, which recorded the arrival of a Danish army. The Chronicle described Reading as a Vill, which comprised of some houses and associated lands. Reading was settled by the Saxons in the 6th century, at which time it was named Readingas, after the Saxon tribe. The Domesday Book of 1086 recorded Reading as comprising of a large estate which had been held by King Edward, as well as St Mary's Church and an estate owned by the Abbot of Battle. During this time, there was found to be a prosperous urban community in the area.

3.2 St Mary's Butts, previously known as Old Market and Old Street, had formed the centre of Reading until the 12th century. Subsequently, Reading's Market Place and London Street became the centre, following the construction of Reading Abbey, which was founded in 1121 by Henry I. The Abbey lies beneath today's Forbury Garden and Abbots' Walk. The 'new' centre incorporated a large market place and grids of streets.

3.3 Reading was known for manufacturing woollen cloth, leather goods and silk weaving throughout the medieval period. The success of these trades was aided by the town's location, situated on the crossing of major historic land routes and within the vicinity of the River Kennet and the River Thames.

3.4 The present St Mary's Church was rebuilt on the former Saxon site. The Church dates to the 16th century, while incorporating surviving elements of the earlier church and materials from Reading Abbey, which by this time was dissolved. There are three surviving public houses which date to the 16th and 17th centuries: The Allied Arms, The Horn and The Sun date to the 16th and 17th centuries, and the former Shades public house at 15 Gun Street dating to the 17th century.

3.5 In the early 17th century, the town was formed of a roughly triangular shape with three churches situated roughly on each corner; St Mary's, Greyfriars and St Laurence's as shown in Figure 3.2. At this time, the area around the north of the Kennet and west of the site of the former Reading Abbey were the most developed. Most of the development was limited to the 'triangular' form, although the town began to grow outside of this boundary towards the end of the 18th century. This resulted from industrialisation and changes to transport links, which brought more people to the town.

3.6 There have been alterations to the historic street pattern, particularly as a result of construction of the Inner Distribution Road in the western and southern areas of Reading, which took place in the 1970s. At this time, there was a notable amount of redevelopment within Reading.

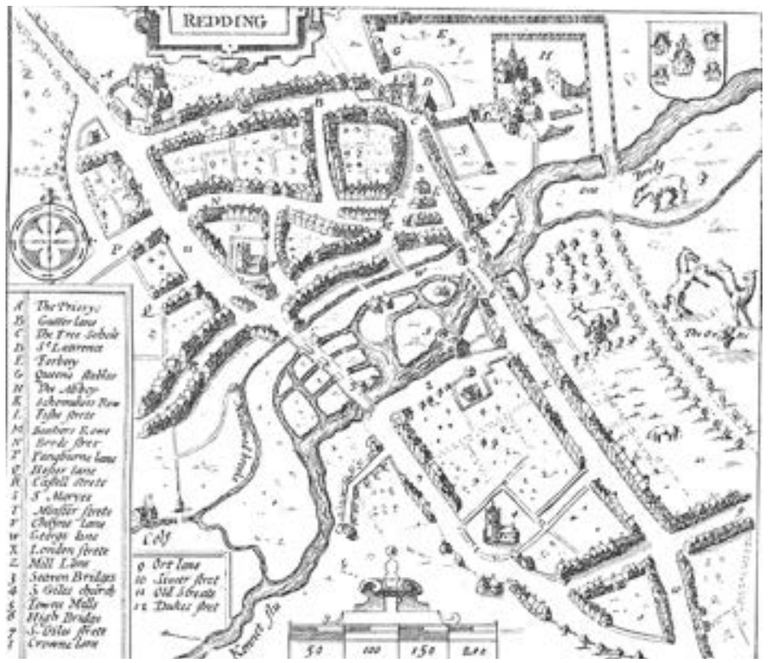


Figure 3.2 - John Speed's Map of Reading - 1610



Figure 3.3 - Ordnance Survey Map of 1879

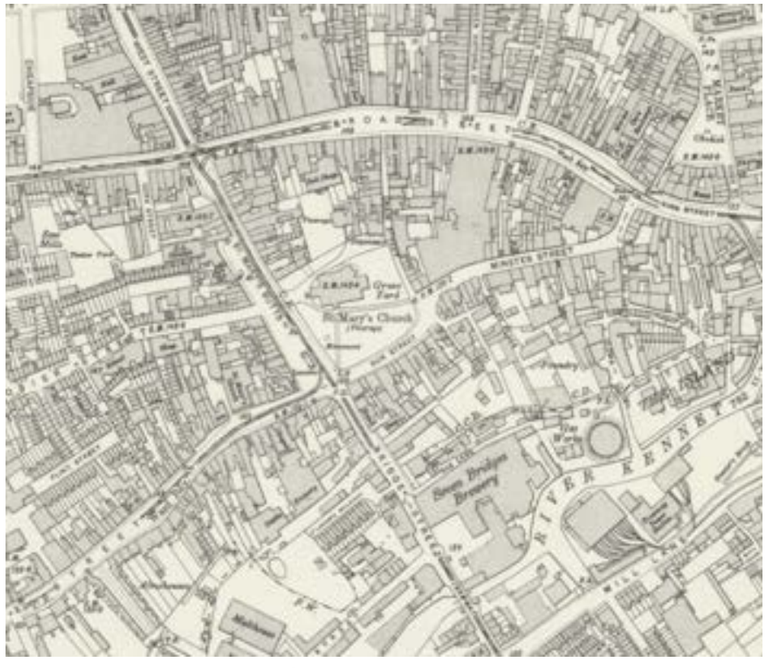


Figure 3.4 - Ordnance Survey Map of 1912

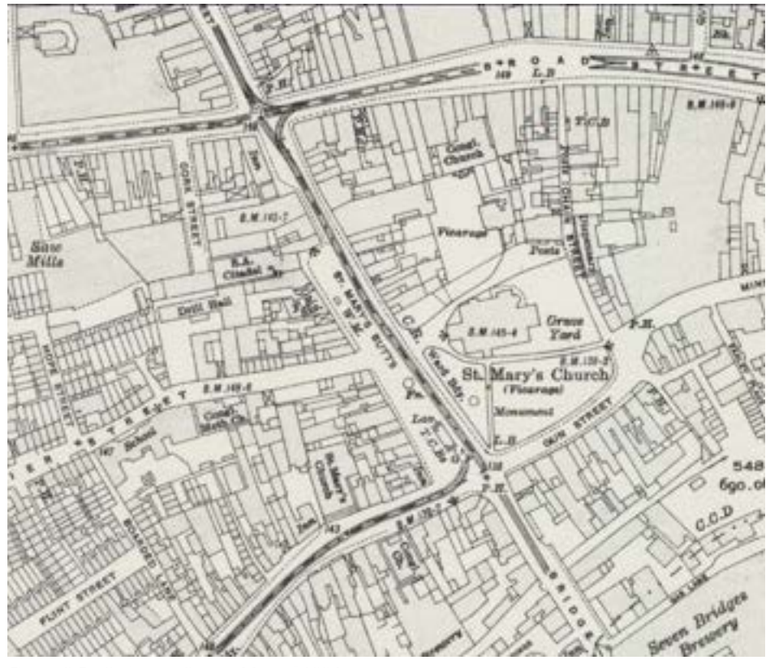


Figure 3.5 - Ordnance Survey Map of 1934

Figure 3.1 (left) - Aerial photograph of 1928

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4. Significance

4.1 The significance of a heritage asset is defined within the glossary of the NPPF as:

> *'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.*[1]

4.2 Listed buildings are statutorily designated and, for the purposes of the NPPF, are designated heritage assets. Recognising this statutory designation, buildings must hold special architectural or historic interest. The Department of Culture, Media and Sport publish the 'Principles of Selection for Listed Buildings (2010)' which is supported by thematic papers, 'Listing Selection Guides', based on building type, which give more detailed guidance.

4.3 Conservation Areas are identified if they are of special architectural or historic interest, the character or appearance of which should be preserved or enhanced. Historic England has published guidance on the designation of Conservation Areas which provides a framework for the identification of those features that form the character and appearance.

4.4 The identification of a site as a non-designated heritage asset does not provide any legal protection of such asset, however, for the purposes of the NPPF, they are a material consideration in the determination of applications.

4.5 Historic England has also published Good Practice Advice Notes on the 'Setting of Heritage Assets' (2nd Edition, 2017) and 'Statements of Heritage Significance' (October 2019) which are used to understand the surroundings of a heritage asset which may contribute to the significance of a heritage asset and explore the assessment of significance of heritage assets as part of a staged approach to decision-making in which assessing significance precedes the design of proposals.

Assessment

4.6 The following summary statements of significance provide an overview of the identified designated and non-designated heritage assets set out in Section 2, which may be affected by the application proposals. These are proportionate to the importance of the asset and the likely impacts of the proposals.

[1] NPPF (2023) Annex 2: Glossary (p.71)

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The Horn Inn

4.7 The application site comprises The Horn Inn, a Grade II listed public house located on the corner of St Mary's Butts and Castle Street. It was designated on the 14th December 1978 (NHLE: 1303691) and is located in the St Mary's Butts/Castle Street Conservation Area.

4.8 This section describes the overall historic and architectural significance of the building and how its setting contributes to its significance. Section 5 provides a room by room analysis of the spaces and a schedule of works.

Historic development and interest

4.9 The Horn Inn is of historic interest as a historic public house and inn dating from the 16th century onwards. From analysis of the structure and research it has been determined that the pub is an amalgamation of several buildings, principally a long range along Castle Street and the original part of the pub which faces onto St Mary's Butts. The range along Castle Street was originally three separate dwellings with shops on the ground floor and accommodation above. The Horn Inn originated in the structure facing onto St Mary's Butts.

4.10 The earliest map of the Site and its surroundings is depicted in the John Speed map of Reading from 1610. Whilst this does not provide any detail of the building, it does provide an understanding of the early development of Reading. The layout of the town based triangularly between the three churches can be seen, and the layout of St Mary's Butts, Castle Street and the corner where the Horn is located is evident. The Horn was located on the southern entrance into the town, prominently located through on the main thoroughfare.

4.11 The first detailed map of the Horn is a survey map of Reading by John Clancy and dates from 1853. The Horn is clearly labelled facing onto St Mary's Butts whilst the return buildings, which are now part of the pub, are separate buildings. It is also evident that at this time there was a covered walkway through the centre of the building in order to access the rear yard. The two separate houses along Castle Street is also shown in the Town Plan of 1876, although by now the covered walkway has been removed.

4.12 By the turn of the 20th century Reading had expanded rapidly and the cluster of historic development around Reading Minster had been enveloped by rapid 19th century expansion. By 1912 a tram system had been installed with a main route running along St Mary's Butts and Castle Street. At this point the Horn was still separate with the return buildings along Castle Street two individual dwellings. This remains from the 1934 map, indicating the incorporation of the buildings into the pub happened sometime in the later 20th century. The pub remained open continuously until 2021 when it was forced to close, it has been vacant since.

4.13 The Horn Inn is therefore of historic interest as an amalgamation of historic structures dating from the early development and expansion of Reading. These buildings were later adapted into a public house and inn with its prominent location on the southern approach attracting visitors. Although currently empty, the building has a continued use as a public house with accommodation.



Figure 4.1 - 1853 Survey of Reading showing The Horn with central alleyway.



Figure 4.2 - 1876 town plan showing The Horn with two separate units along Castle Street



Figure 4.3 - The Horn Inn in 1962 showing the shop units along Castle Street.

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Architectural interest

4.14 The Horn Inn is of architectural interest as a public house and inn of 16th century which is an amalgamation of several historic structures. The building is an example of a public house which has been changed and adapted over time with the general changes in pub architecture which developed with the changing demands of pub culture. In general, it is two storeys and constructed from timber-frame with partial stucco and a tiled roof. As described above, the building is principally made up of two historic buildings a long range along Castle Street and the original part of the pub which faces onto St Mary's Butts. The exterior of the pub is generally in a poor condition.

4.15 The Horn Inn forms a corner plot on St Mary's Butts/Castle Street and therefore has two principal frontages. The frontage facing onto St Mary's Butts comprising the original section of the pub and also the gable end of the long range. The right hand side of the front is three bays with a central entrance to the ground floor. It has a thick plinth and large signage band above the ground floor. The left hand side comprising the gabled end of the range which has a central window, jettied first floor and 19th century pub windows. There is a second door on the ground floor which was at one point an alley to the rear of the building and also a now blocked up corner entrance. This façade has applied timbering in a quadrilobed style which likely dates to the 20th century.

4.16 The second façade is along Castle Street and comprising the long range which was historically three units before they were incorporated into the pub. The composition of these three units is still evident on the façade with the same fenestration and rough sizing of the units. Historically these had shopfronts on the ground floor, the centre unit still has the original 19th century shopfront, and accommodation above. They have historic casement windows to the first floor.

4.17 A detailed description of the significance of each room within the pub is provided in Section 5 below. In general, the building has been much altered and modernised but it retains some historic features of note as well as elements of the original plan form which are of significance.

Setting

4.18 The setting of the Horn makes a high contribution to its significance. Standing on the junction of Castle Street and St Mary's Butts, its immediate setting is defined by its prominent corner position where it forms a landmark in the local streetscape. Its wider setting is defined by the historic streetscape of Castle Street and St Mary's Butts, comprising a mixture of buildings from different periods and in architectural styles of which The Horn contributes positively to the historic streetscape. Of particular note are the adjacent buildings and Reading Minster on the other side of the road. Views of the building are appreciated along the key routes where its prominent corner position can be appreciated at the southern approach into the town.



Figure 4.4 - Frontage onto St Mary's Butts



Figure 4.5 - Frontage along Castle Street.

Summary of significance

4.19 The Horn Inn is of historic and architectural interest as a 16th century origin public house and inn which has become and amalgamation of several historic buildings. The present condition of the building and its vacant status put the building in an active state of decay. This combined with the many later alterations and build outs of the interior are presently negatively detracting from its significance. This is discussed further below. Its setting makes a contribution to its significance from its prominent corner position on the historic streetscape of Castle Street and St Mary's Butts where it can be viewed along the principal streets.

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St Mary's Butts/Castle Street Conservation Area

4.20 The Site is wholly located in the St Mary's Butts/Castle Street Conservation Area which was designated in 1972. A Conservation Area Appraisal was adopted by Reading Borough Council in March 2008 which evaluates the special historic interest and character and appearance of the conservation area.

Historic interest

4.21 The St Mary's Butts/Castle Street Conservation Area is of historic interest as it covers the crossroads at the Saxon centre of Reading just north of the original crossing point of the River Kennet, upon which the town grew. The area has a high density of historic buildings which demonstrate the development of Reading from its foundation with the various architectural styles showing the prosperity and decline of the town over time. The historic importance of the conservation area is demonstrated by the high number of historic buildings, some of which are the oldest surviving in Reading, and the surviving medieval plan form which together form a highly significant historic streetscape.

Character and appearance

4.22 The St Mary's Butts/Castle Street Conservation area lies at the crossing of two north/south and east/west roads with St Mary's Butts going north, Gun Street east, Bridge Street south and Castle Street west. The area is principally comprised of one and two storey buildings built right onto the streets forming historic terraces, apart from St Mary's Church and associated churchyard which form a landmark and open space. The character of the area is reflective of the medieval street pattern of this part of Reading, which is recognised as being the original core and market place of the town, before the influence of Reading Abbey moved the nucleus of the town and its market place to the western end of Friar Street.

4.23 The conservation area contains a range of buildings from different periods, the oldest are from the 16th century and are built traditionally in timber-frame and plaster. The greatest number of buildings are from the 18th and 19th centuries when Reading became prosperous as a coaching stop. The buildings along the principal streets range in architectural styles, forms, shape, function and materiality creating an eclectic mix of frontages.

4.24 The key views in the conservation area are in both directions along the main streets where the historic buildings and medieval street pattern can be appreciated. Views of the listed buildings and the Church of St Mary are particularly significant.



Figure 4.6 - Castle Street looking east, circa 1890



Figure 4.7 - St Mary's Butts, circa 1890

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Contribution of Site to significance

4.25 The Horn Inn is located on the corner of St Mary's Butts and Castle Street, forming one of the corner buildings on the main crossroads in the conservation area. The Horn Inn is among the group of the oldest buildings in the conservation area (and the whole of Reading) and its age, position and function marks it out as a landmark in the streetscape and it therefore positively contributes to the significance of the conservation area. However it must be noted that the present vacant status and deteriorated condition of the building does negatively detract from the wider character and appearance of the conservation area, especially since many of the buildings have already been renovated benefitting from the Historic England Heritage Action Zone.

Summary of significance

4.26 The St Mary's Butts/Castle Street Conservation Area is of historic interest as the earliest settled part of Reading, based on the original Saxon settlement from which the town developed. Its character and appearance is formed by the ecletic mix of historic buildings forming attractive principle frontages along the surviving medieval street pattern which is appreciated in views up and down the main streets. The Horn Inn makes a positive contribution to the conservation areas as a landmark building forming a corner plot of the principal streets. Its contribution its currently being impeded by its vacant state and its overall poor condition.



Figure 4.8 - The Horn forms a key landmark on the corner of St Mary's Butts and Castle Street.

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5. Room Significance Analysis and Schedule of Works

5.1 This section provides a significance analysis of each internal room within the pub, considering any features of note, general condition and other relevant considerations. It then provides an outline schedule of works for each room as part of the proposed renovation. Floorplans of the building are provided in Appendix B whereby each room/space is given a number which should be read in conjunction with the references below.

5.2 There is also a basement level to the building but as no proposed works are taking place here is has been omitted.

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Ground Floor - Main Bar (G.1 & G.3)

5.3 The ground floor of the building comprises the main commercial space of the public house, containing the main bar, service areas and bathrooms. There are presently two entrances on off of Castle Street and the other to St Mary's Butts. The former courtyard to the rear was most recently used as a garden for the pub.

5.4 The Main Bar comprises two main spaces at the ground floor front of the building, G.1 and G.3. It is currently laid out as the main serving area of the pub and is accessed from the main front door to St Mary's Butts. The main bar has undergone significant internal changes, largely associated with modernisation aligned with changes in pub interiors from the later 20th century. Despite this, both rooms still retain some features of note and some which have the potential to be restored or are likely to be hidden under later interventions.

5.5 G.1 was historically the ground floor of one of the units in the long range along Castle Street, it was incorporated into the pub in the mid-19th century. Initially a covered alley ran between G.1 and G.3 which provided access from St Mary's Butts to the rear courtyard, this was later enclosed and can be seen on Figure 4.1. As part of this conversion the original entrance door off of Castle Street was converted to a window and a new corner door was created. New large commercial windows were also installed. An additional entrance from St Mary's Butts was originally an internal alleyway but is now an entrance door. This area has very little historic fabric and many modern interventions including wall build outs, fittings and fixtures which negatively detract from the space.

5.6 Whilst overall the space is in a very tried and poor condition and the main issue in G.1 is the ceiling which has collapsed and is presently propped up with scaffolding poles due to previous water damange which has now been fixed.

5.7 G.3 forms part of the original public house building and has likely been used as a main serving/seating area since it was established as a pub. This room has been heavily altered following a fit out which took place in the 1960s/70s. This included the main bar which has been awkwardly fit into the space around 19th century columns and is made from very poor materials and now in a poor condition. This fit out also included panelling which enclosed a historic fireplace and created a new porch which detract from the historic appreciation of the building.

5.8 Overall this area is very tired and in poor condition and the main issue the fit out is out of date and has been damaged.



Figure 5.1 -View over G.1 from G.2



Figure 5.2 - Main bar area of G.1 adjacent to the bar.



Figure 5.3 - The main bar located in G.3. The bar is extremely damaged and poor quality.

Schedule of Works

- Strip out of modern fittings and finishes including:
  - Wall fit outs and panelling including servicing (wiring and air conditioning).
  - Removal of bar and back counter, including all surrounding panelling enclosing servicing.
  - Modern wooden wall panelling including opening up of historic fireplace (to make into feature).
  - Other minor fixtures and fittings.
- Removal of window and reinstatement of historic doorway.
- Repair and refurbishment of remaining windows.
- Repair of damaged timber roof.
- General repair and redecoration throughout.

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Bar (G.2)

5.9 G.2 is located on the ground floor on the Castle Street side of the building, it is presently used as an extended area of the commercial space of the bar which was used for seating when in operation. This space used to comprise a separate shop unit until it was incorporated into the pub in the second half of the 20th century. It retains its 19th century shopfront windows and original access off of Castle Street. There is very little historic fabric within the space apart from the historic timbers with the majority of fabric comprising the 1960s/70s fit out including the later fireplace surround (the fireplace itself is original). The space is accessed from the main bar via a small set of stairs and also has access onto the garden (historically the courtyard) and toilet block.

5.10 The area is generally very tired and requires extensive updating.



Figure 5.4 - G.2, part of the extended bar.



Figure 5.5 - Connection between the main bar and extended bar (G.2) up a small flight of step



Figure 5.6 - The 'modern' 1960s/70s fireplace in G.2.

Schedule of Works

- Strip out of modern fittings and finishes including:
  - Wall fit outs and panelling including servicing (wiring and air conditioning).
  - Removal of modern balustrade.
  - Other minor fixtures and fittings.
- Repair and refurbishment of windows and doors.
- General repair and redecoration throughout.

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Bar (G.4 & G.5)

5.11 G.4 and G.5 comprise two joined areas of the ground floor of the building which were used as an extended area of the commercial space of the bar which was used for seating when in operation. Originally these two rooms would have had a more traditional layout. The two rooms were separate with G.4 accessed off the main bar and G.5 accessed through a central hallway which has now been blocked up (the ghost of the door can be seen through the wallpaper as shown in Figure X). The rooms have now been knocked through to form one open space, however they still retain a sense of a more domestic layout.

5.12 G.4 is a square shaped room at the front of the pub with an angled fireplace in the corner, the fireplace opening is original but the surround is modern. The walls have been completely fitted out during the 1960s/70s, this has included a complete build out of the walls with plasterboard to accommodate for servicing.

5.13 G.5 is located at the back of the pub, it is accessed from the rear corridor and via a small set of steps from G.4. Compared to other rooms in the building, this room has retained historic panelling and the original fireplace surround and opening.



Figure 5.7 - View towards the main bar towards G.4, the shadow of the former corridor door can be seen on the left.



Figure 5.8 - G.4 looking towards G.5 where the step between the two rooms is appreciable.



Figure 5.9 - G.5, the 'rear' bar room with original panelling and fireplace surround.

Schedule of Works

- Strip out of modern fittings and finishes including:
  - Wall fit outs and panelling including servicing (wiring and air conditioning).
  - Removal of modern balustrade.
  - Other minor fixtures and fittings.
- Repair and refurbishment of windows and doors.
- General repair and redecoration throughout.

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Service Area and Rear Corridor (G.6)

5.14 G.6 comprises a room which is accessed behind the main bar and also from the rear corridor. It was most recently used as an additional service area for the bar for serving/storage. A staircase in the corner provides access to the second floor and a large cupboard off this room was used for storage. This is also where the access to the basement is located. Two corridor enclose this space and run around the rear of the building. The corridor between G.5 and G.6 is historic and provided access from the front to the rear of the building. The corridor along the back of the building was added in the later 20th century and enclosed the rear wall of the building, as evidenced by the retained windows and external chimney.

5.15 The service area behind the bar retains some historic features but has been altered for modern purposes. The staircase dates to at least the 19th century and it likely in the original position although has been heavily damaged. Other features of note include the preserved 19th century sash window in the corridor and the chimney breast.

5.16 This area of the building is significantly degraded and requires updating. As discussed the staircase has been heavily damaged by vandalism and the room generally needs fully upgrading. Another area of note is the rear enclosed corridor which has had a drop ceiling fitted partially obscuring the window.



Figure 5.10 - G.6 was previously used as a service area behind the bar.



Figure 5.11 - The rear corridor features the historic rear wall of the pub and was enclosed in the later-20th century.

Schedule of Works

- Strip out of modern fittings and finishes including:
  - Demolition of wooden stair and making good of opening.
  - Removal and replacement of servicing (wiring etc).
  - Other minor fixtures and fittings.
- Repair and refurbishment of windows and doors.
- General repair and redecoration throughout.

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Kitchen (G.7 & G.8)

5.17 G.7 and G.8 are located to the rear of the building and are accessed from the main corridor and rear garden/courtyard. The two rooms were most recently used as the commercial kitchen. Internally the rooms have been fitted out for modern commercial kitchen uses and therefore retain little to no historic features. The only features of note are a set of inbuilt shelves in the corner of G.7 and the window which are both historic. G.8 contains no features of note.

5.18 In general, both rooms require complete upgrading but are not actively degrading.

5.19 The rear courtyard was inaccessible at the time of the survey but was visible through the windows. In general, the space provides a good view of the rear facades of the building including extensive timber framing but does need general upgrading.



Figure 5.12 - G.7 comprises one part of the commercial kitchen.



Figure 5.13 - G.8 is the other half of the kitchen.



Figure 5.14 - The view from the kitchen out towards the rear courtyard showing original timber framing and degraded fit out.

Schedule of Works

- Strip out of modern fittings and finishes including:
  - All kitchen equipment, counters and appliances.
  - Other minor fixtures and fittings.
- Repair and refurbishment of windows and doors.
- General repair and redecoration throughout.

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Bathrooms (G.9)

5.20 G.9 comprise the bathrooms, they are located on the ground floor on the Castle Street side of the building. Historically this part of the pub comprised one of the individual units, G.9 was originally a shop and was integrated into the pub and converted to bathrooms in the second half of the 20th century. The interior fit out of the bathrooms is modern and there are no historic features of note.

5.21 One of the bathroom suites is in an acceptable condition but the other has been severely damaged by vandalism, including damage to the ceiling.



Figure 5.15 - The mens toilets within G.9.



Figure 5.16 - The women's toilets within G.9.

Schedule of Works

- Repair, refurbishment or replacement of fittings where required.
- General repair and redecoration throughout.

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First Floor - Unit 1 (1.1, 1.2 & Bathroom)

5.22 The first floor of the Horn extends over the whole building and is generally comprised of two main areas, the upstairs of the long range along Castle Street and the upstairs of the original part of the pub which faces onto St Mary's Butts.

5.23 The long range (rooms 1.1-1.6) historically comprised three distinct units which were eventually incorporated into the Horn Inn. The upstairs of the building was likely used as living accommodation in association with the shops below. It is unclear whether they were accessed individually or via a single staircase, the units were originally divided into three separate, open rooms. A long hallway provides access to the various rooms in this part of the building.

5.24 The original upstairs of the Horn is access via an internal staircase from behind the bar and also from the long range hallway. It comprises a suite of rooms which were likely used as bedrooms for the former use of the building as an inn, they may have also been used as private drinking spaces or accommodation for the publicans.

5.25 Unit 1 comprises a series of rooms and a stair/hall which was originally the upstairs accommodation of the end unit which was incorporated into the Horn in the later 20th century. Most recently the rooms were used as a living space (1.1) and kitchen (1.2) and bathroom/hallway. The area is accessed via a staircase off of Castle Street which enters into a small hallway. It is possible the stair is in its original position but the structure itself is modern. This space was originally either one or two rooms over its lifetime but has now been subdivided with modern partitions. It contains no historic features of note apart from the structural elements of the building such as exposed beams and windows.

5.26 The rooms in general require extensive updating with uncharacterised fixtures and fittings removed.



Figure 5.17 - 1.1 comprises the end room.



Figure 5.18 - Bathroom



Figure 5.19 - 1.2, this room was formerlly a fitted kitchen.

Schedule of Works

- As part of the proposed plans this suite of rooms will be converted into one half Flat 1, comprising a bedroom and en suite and a main bathroom. This will comprise the reconfiguration of some internal walls, all of which comprise modern partitions.
- Room 1.1 will become the main bedroom, works will comprise:
  - Repair and refurbishment of windows.
  - General redecoration.
- Room 1.2 will become the main bathroom, works will comprise:
  - Repair and refurbishment of windows.
  - Installation of new partition to create storage cupboard.
  - New bathroom fit out.
- The existing bathroom will become the new en suite, works will comprise:
  - Repair and refurbishment of window.
  - Strip and new fit out as new bathroom suite.

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Unit 1 (1.3 & 1.4)

5.27 Unit 2 comprises two rooms and a hallway which was originally the upstairs accommodation of the middle units and was incorporated into the Horn in the later 20th century. The two rooms and hallway were originally one or possibly two rooms, the subdivisions were added in the later 20th century and comprise modern partitions. Most recently the rooms were used for general living spaces. There is a historic fireplace/chimney between 1.2 and 1.3 which has now been blocked up. The rooms contain no historic features of note apart from the general structure such as the beams and windows.

5.28 Both rooms have been damaged by vandalism with the floorboards ripped up exposing the floor beams. The rooms in general require extensive updating with uncharacterised fixtures and fittings removed.



Figure 5.20 - Room 1.3.



Figure 5.21 - Room 1.4

Schedule of Works

- As part of the proposed plans these two rooms will be knocked through to create the main kitchen/living space for Flat 1. The intervening wall will be opened up with the preservation of the timber beams within the design. The existing ceiling height will be raised in both rooms to make them match, appreciate the beams and make more attractive living spaces.
- Room 1.3 will become the living space side of the room and 1.4 the kitchen and dining side. Main works will comprise:
  - Repair and refurbishment of windows.
  - Repair and replacement of timber flooring, reusing existing material where possible.
  - New wiring and servicing throughout. Installation of kitchen will aim to make minimal new openings where possible.
  - General redecoration.

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Unit 3 (1.5 & 1.6)

5.29 Unit 3 comprises two rooms accessed off the central hallway, they were originally upstairs accommodation for the end unit which was incorporated into the Horn in the 19th century. The two rooms and hallway were originally one or possibly two rooms, the hallway and subdivisions were added in the later 20th century and comprise modern partitions. Room 1.5 is a smaller square room and room 1.6 comprises the larger end room, in this room there is a historic window which has been blocked up.

5.30 Room 1.5 has undergone severe damage, both from a previous roof leak (which has now been fixed) and damage from vandalism. This has resulted in the ceiling being pulled down and also a hole in the floor. This does however allow for appreciation of the roof beams and space above the dropped ceiling. Room 1.6 is in better condition although requires updating.

Schedule of Works

- As part of the proposed plans these two rooms will be knocked through to create the main kitchen/living space for Flat 2. The intervening wall will be opened up with the preservation of the timber beams within the design. The existing ceiling height will be matched across both spaces to appreciate the beams and make more attractive living spaces.
- Room 1.5 will become the kitchen side of the room with room 1.6 the main living space. Main works will comprise:
  - Reinstatement of historic blocked up window in 1.6 and repair and refurbishment of other windows.
  - Repair of damaged floor in Room 1.5 including repair or replacement of timbers where needed.
  - Blocking up of one door (in modern partition)
  - New wiring and servicing throughout. Installation of kitchen will aim to make minimal new openings where possible.
  - General redecoration.



Figure 5.21 - Room 1.5 with collapsed ceiling.



Figure 5.22 - Room 1.6 on the corner of the building, the right hand wall has a blocked up window



Figure 5.23 - The central corridor on the first floor shows the long range of the building.

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1.7 & 1.8

5.31 Rooms 1.7 & 1.8 comprise the former living spaces as part of the original part of the pub, these rooms were likely used as a bedroom as part of the inn. They are both roughly square shaped rooms with corner fireplaces, 1.7 also has a cupboard which is of note.

5.32 Both rooms are in need of upgrading throughout. In 1.7 the plasterboard for the ceiling has been pulled down exposing the timbers, some of which are in poor condition and appear to be rotting/decaying. A temporary support has been placed in the room as the structural stability of the roof is uncertain. This may also be the case for 1.8.



Figure 5.24 - Room 1.7 with corner fireplace.



Figure 5.25 - Room 1.8 with corner fireplace.



Figure 5.26 - Window detail in 1.7.

Schedule of Works

- As part of the proposed plans Room 1.7 will become the main bedroom and bathroom of Flat 2. The creation of this space will involve the reconfiguration of the space, largely involving the erection of new partitions as shown in the associated plans.
- Room 1.8 will become the main bedroom of Flat 3, no major changes are proposed.
- Main works will comprise:
  - Repair and refurbishment of windows and doors (where historic).
  - Refurbishment of historic fireplaces.
  - Repair of ceilings in Room 1.7.
  - New wiring and servicing throughout.
  - General redecoration.

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1.9 & 1.10

5.33 Rooms 1.9 and 1.10 comprise part of the former living spaces of the original part of the Horn Inn and may have also been used as private rooms or accommodation for the publicans. The rooms are subdivided with a modern partition indicating they may have originally been one large room, also evidenced by the lack of fireplace in 1.9 and the location of the window. Room 1.10 contains a large historic fireplace of note as well as a corner cupboard.

5.34 Both rooms are in a poor condition and require extensive upgrading. The ceiling has been removed in both rooms exposing the ceiling and roof structure and there is evidence that birds have been living in the spaces.



Figure 5.27 - Room 1.9



Figure 5.28 - Room 1.10

Schedule of Works

- As part of the proposed plans Rooms 1.9 and 1.10 will become the new kitchen and living space and main bathroom of Flat 3. To create these spaces the existing internal partition will be removed (modern) and new partitions installed to create a bathroom and cupboard as per the plans.
- Main works will comprise:
  - Repair and refurbishment of windows and doors (where historic).
  - Repair of ceilings.
  - Refurbishment of historic fireplace.
  - New wiring and servicing throughout.
  - General redecoration.

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Circulation spaces (1.11)

5.35 1.11 comprises the circulation spaces for this area of the building including the corridor, a toilet and staircase. The main room includes both the stair and landing for the secondary access to the top floor, this is accessed from the service room on the ground floor behind the bar. The stair appears to date from the 19th century. Adjacent to this is a small room which has been subdivided and contains a toilet. The spaces are connected by a central corridor which is originally to the plan form of the building.

5.36 The rooms are in a poor condition and require upgrading throughout. The central corridor has had the ceiling removed exposing the beams and many of the doors have also been removed although remain in situ adjacent to the associated rooms. The staircase and landing is in a deteriorated and damaged condition (from vandalism) and requires repair and upgrading. The single toilet also requires upgrading.

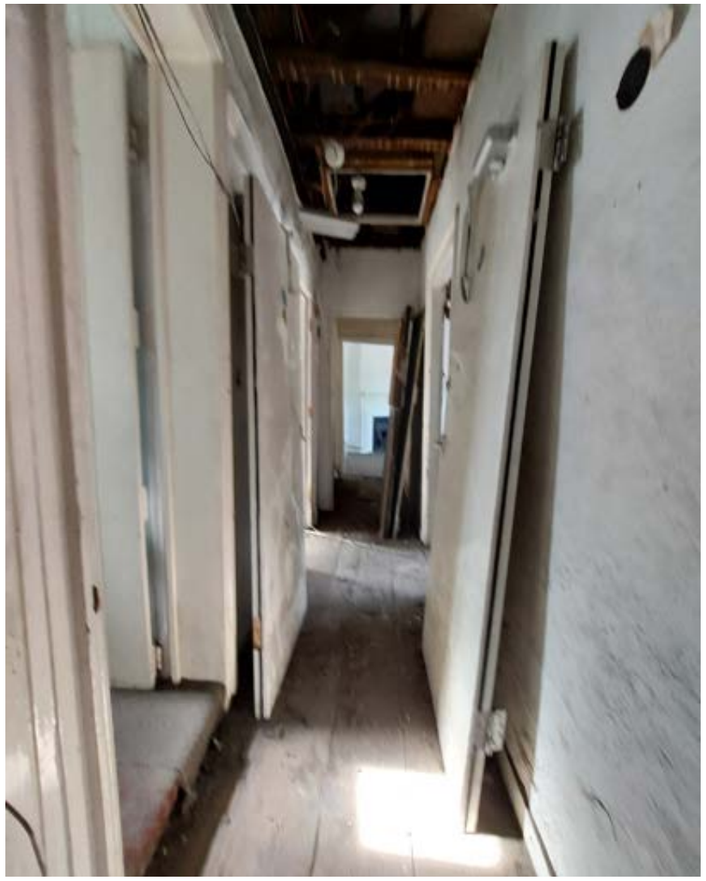


Figure 5.29 - Central corridor

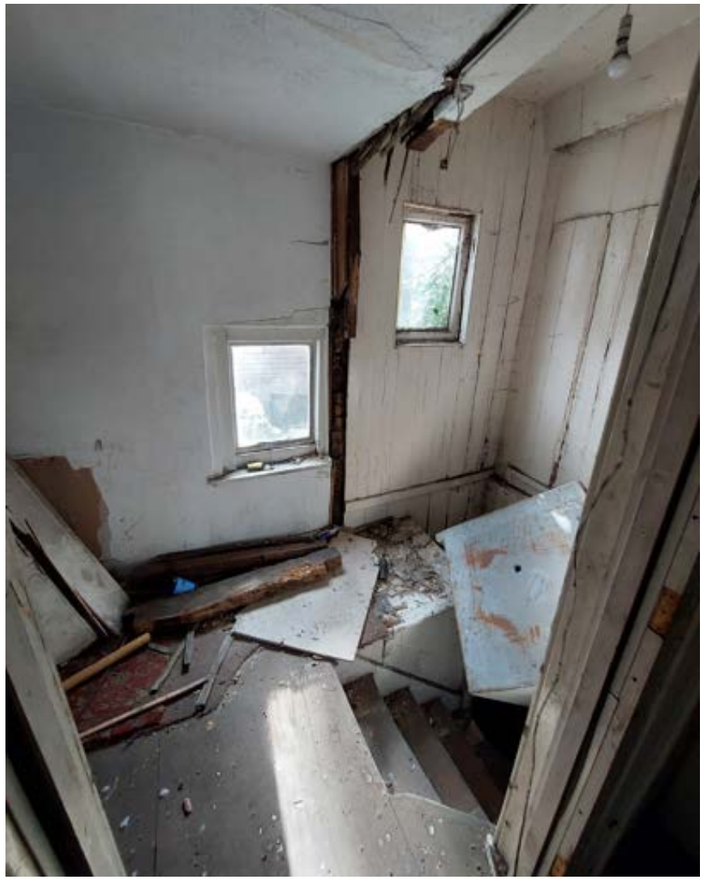


Figure 5.30 - The secondary staircase which is severely damaged.

Schedule of Works

- 1.11 comprises the main circulation spaces between Flats 2 and 3, this will be reconfigured as part of the proposals realigning the central corridors to provide access to both proposed flats. This will involve the removal of some existing fabric and the erection of new partitions, as per the proposed plans.
- Main works will comprise:
  - Repair and refurbishment of windows and doors (where historic).
  - Repair of ceilings.
  - New wiring and servicing throughout.
  - General redecoration.

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6. Assessment of Proposals

5.1 The heritage legal and planning policy relevant to the consideration of the application proposals set out in Appendix A of this report. This legal and policy context includes the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF as well as regional and local policy for the historic environment.

5.2 In accordance with paragraph 200 of the NPPF, the significance of the designated and non-designated heritage assets that may be affected by the application proposals have been set out in Section 4 of this report.

5.3 The NPPF requires local planning authorities to identify and assess significance of a heritage asset that may be affected by the proposals (paragraph 201). They should take the assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposals.

5.4 Account should be taken of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability, and the desirability of the new development making a positive contribution to local character and distinctiveness (paragraph 203).

5.5 When considering the impact of proposals on the significance of designated heritage assets, the NPPF requires (paragraph 205) that great weight should be given to their conservation and the more important the asset, the greater the weight should be. This is consistent with recent high court judgements (Barnwell Manor, Forge Fields) where great weight should be attached to the statutory duty.

5.6 Where a development proposal causes harm to the significance of designated heritage assets, this should either be treated as less than substantial (paragraph 208), or substantial (paragraph 207). In determining the level of harm, the relative significance of the element affected should be taken into account. Furthermore, local planning authorities are also encouraged to look for opportunities for new development within conservation areas and the setting of heritage assets to enhance or better reveal their significance. According to paragraph 212, proposals that preserve those elements of setting the make a positive contribution to or better reveal the significance of a heritage asset should be treated favourably.

5.7 Paragraph 209 of the NPPF concerns the effect of an application on the significance of a non-designated heritage asset and should be taken into account when considering development proposals with a balanced judgement being required to have regard to the scale of any harm or loss against the significance of the asset.

The Proposals

5.8 The development proposals comprise a full repair and refurbishment of the public house in order to bring it back into use. It is intended that the ground floor will be retained as a pub/bar, whilst the first floor will be converted into three flats.

5.9 The overall intention of the refurbishment is to completely repair the ground floor and take it back to a 'blank canvas' ready for a new occupant to come in a complete their own fit out. This will make it more appealing for potential occupiers who can then use the space as they intend. The large upstairs will be converted into three flats ready for occupation. These works are intended to provide a high quality building attractive to potential occupiers, ensuring its continued use. As part of the works the exterior will also undergo a complete repair and renovation including the repair and refurbishment of all historic windows and doors.

5.10 The scope of works for each space within the building is outlined above in Section 5 and the proposed floorplans are included in Appendix C.

Impact of Application Proposals

The Horn Inn

5.11 The Grade II listed Horn Inn is of architectural and historic significance as a 16th century origin public house and inn which has become an amalgamation of several historic buildings. Its setting makes a contribution to its significance from its prominent corner position on the historic streetscape of Castle Street and St Mary's Butts where it can be viewed along the principal streets.

5.12 After being in operation for a number of years, the Horn Inn closed in 2021 due to the unviability of the public house and the need for extensive repair works throughout. The building had deterioated to the point that in 2022 a full repair of the roof was undertaken under an urgent works permission. Following this an application for the repair, reinstatement and redecoration of the public house was granted in 2023 but never implemented. Despite the roof repairs, the building remains in a poor condition. As well as being generally degraded, the building has undergone numerous interventions from the later-20th century onwards. These fit outs are not only now dated and no longer fit for purpose, they largely obscure the historic character of the building.

5.13 The proposed works, which are outlined more in detail in Section 5, comprise the full refurbishment of the building in order to bring it back into use. The intended conversion will keep the whole ground floor as commercial bar/ restaurant use and convert the first floor into three residential flats. The proposals have been carefully considered against the historic fabric of the building and the identified condition and structural issues. It is concluded that the proposed works would result in less than substantial harm to the Grade II listed Horn Inn through loss of some historic fabric and features and alteration of the floorplan.

5.14 As discussed above, the building is in a significantly degraded condition and requires extensive repairs throughout. The works will include the complete strip out of all modern fit out which negatively detract from the historic character and composition of the building. Due to the degraded nature and potentially structural unsoundness of some parts of the building it is also likely the repairs would require the replacement (like for like) or partial replacement of some of the timber beams. Replacement of rotted or decayed timber beams will be necessary in order to make the building structurally sound. Despite resulting in fabric loss, these interventions and repairs are essential to ensure the long-term survival of the building and to prevent further degradation.

5.15 The ground floor of the public house will be remaining in the same configuration, only having modern fixtures and fittings removed. The first floor will be converted into three flats. In order to create three flats with appropriately sized rooms and amenities, the proposals do involve the removal and reconfiguration of some internal walls. Where walls are being removed or doorways blocked up it has been ensured that these are in modern partition walls and not historic fabric. The reconfiguration of walls has been kept to the circulation area of 1.11 which is an existing degraded/ damaged area of the building.

5.16 The works will also comprise a complete repair and refurbishment of the exterior of the building which is currently in a degraded state. The repair and general improvement of the exterior will improve the aesthetic qualities of the building and better reveal its historic character by repairing windows and doors, removing modern clutter, repairing decayed or damaged features and repainting.

5.17 The harm from the proposals is derived by the essential need to restore and bring the building back into use which will result in the loss of some original fabric and the need to reconfigure and generally update the building to ensure it has a sustainably future purpose. Therefore the harm is outweighed by the significant heritage benefits of the scheme comprising conservation of the building, essential fabric and structural repairs and delivering a high quality refurbished building which will ensure the long-term survival of the heritage asset. Overall, the heritage balance is therefore positive.

St Mary's Butts/Castle Street Conservation Area

5.18 The Site makes a positive contribution to the St Mary's Butts/Castle Street Conservation Area as a landmark historic building on the corner of the two

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principal streets. However, it is considered that the vacant nature and poor condition of the building detracts from the character and appearance of the area.

5.19 The proposed works will include a complete repair and renovation of the exterior of the building, removing damaged or decayed features, modern clutter and restoring the historic character of the frontages onto the street. The works would improve the character and appearance of the area and be beneficial to the overall significance by restoring a key historic building which presently negatively detracts from the streetscape.

Considerations against Legislation and Policy

Statutory Duties

5.20 The Planning (Listed Buildings and Conservation Areas) Act 1990 places duty upon the decision maker in determining applications for planning permission to have special regard to the desirability of preserving the character and appearance of conservation areas.

5.21 This statement has outlined the significance of the Grade II listed Horn Inn, including a room by room significance analysis. It has then concluded that the application proposals would result in less than substantial harm to the Grade II listed Horn Inn through loss of some historic fabric and features and alteration of the floorplan, however this would be outweighed by the significant heritage benefits of the scheme comprising conservation of the building, essential fabric and structural repairs and delivering a high quality refurbished building which will ensure the long-term survival of the heritage asset.

5.22 This statement has also concluded that the proposals would improve the character and appearance of the St Marys Butts/ Castle Street Conservation Area through the renovation of the exterior of the building which is currently negatively detracting from the streetscape.

5.23 Overall, the heritage balance is therefore positive.

NPPF (2023)

5.24 The significance of the designated heritage assets, as required by paragraph 200 of the NPPF, has been set out in Section 3 of this report. As per paragraph 205 of the NPPF, great weight has been given to the conservation of the heritage asset during the development of the proposals.

5.25 It has been concluded that the application proposals would result in less than substantial harm to the Grade II listed Horn Inn through loss of some historic fabric and features and alteration of the floorplan, however this would be outweighed by the significant heritage benefits of the scheme comprising conservation of the building, essential fabric and structural repairs and delivering a high quality refurbished building which will ensure the long-term survival of the heritage asset.

5.26 This statement has also concluded that the proposals would improve the character and appearance of the St Marys Butts/ Castle Street Conservation Area through the renovation of the exterior of the building which is currently negatively detracting from the streetscape.

5.27 Overall, the heritage balance is therefore positive and accordingly, it is therefore considered that the application proposals are in accordance with the NPPF.

Local Policy

5.28 This report has concluded that the proposals to renovate the Grade II listed Horn Inn would result in less than substantial harm, but that this would be outweighed by the heritage benefits of the scheme and would be beneficial to the St Mary's Butts/Castle Street Conservation Area. The proposals are therefore in accordance with Policy EN1 of the Reading Local Plan (2019) as it will protect and enhance the assets significance.

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7. Conclusion

6.1 This Heritage Statement has been prepared to outline and assess the impact of proposed works to the Horn Inn which comprises a full repair and refurbishment of the building to bring it back into use.

6.2 In accordance with paragraph 200 of the NPPF, the significance of the designated heritage asset has been described in this statement. A clear understanding and appreciation of the significance of the heritage asset has informed the evolution of the proposals.

6.3 This report has concluded that that the application proposals would result in less than substantial harm to the Grade II listed Horn Inn through loss of some historic fabric and features and alteration of the floorplan, however this would be outweighed by the significant heritage benefits of the scheme comprising conservation of the building, essential fabric and structural repairs and delivering a high quality refurbished building which will ensure the long-term survival of the heritage asset. The refurbishment of the building would also positively benefit the conservation area.

5.1 This statement has also concluded that the proposals would improve the character and appearance of the St Marys Butts/ Castle Street Conservation Area through the renovation of the exterior of the building which is currently negatively detracting from the streetscape. Overall, the heritage balance is therefore positive.

6.1 The application proposals are in accordance with the statutory duties as set out in the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF (2023) and relevant regional and local policy and guidance, including the Reading Local Plan (2019).

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Appendix A: Heritage Planning Policy Context

Legislation

Planning (Listed Building and Conservation Areas) Act 1990

Legislation regarding buildings and areas of special architectural and historic interest is contained within the Planning (Listed Buildings and Conservation Areas) Act 1990.

The relevant legislation in this case extends from Section 16 of the 1990 Act which states that in considering applications for listed building consent, the local planning authority shall have special regard to the desirability of preserving the Listed Building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 further states that special regard must be given by the authority in the exercise of planning functions to the desirability of preserving or enhancing Listed Buildings and their setting.

According to Section 69 of the Act a Conservation Area is an "area of special architectural or historic interest the character and the appearance of which is desirable to preserve or enhance". It is the duty of Local Authorities to designate such areas and to use their legal powers to safeguard and enhance the special qualities of these areas within the framework of controlled and positive management of change.

Section 69 further states that it shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly. Adding, The Secretary of State may from time to time determine that any part of a local planning authority's area which is not for the time being designated as a conservation area is an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance; and, if he so determines, he may designate that part as a conservation area.

Further to this Section 72 of the 1990 Act states that in exercising all planning functions, local planning authorities must have special regard to the desirability of preserving or enhancing the character and appearance of Conservation Areas. Further provisions are detailed in Section 74 of the Act.

Recent case law[1] has confirmed that Parliament's intention in enacting Section 66 (1) was that decision-makers should give "considerable importance and weight" to the desirability of preserving the setting of listed buildings, where "preserve" means "to do no harm". This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. This can also logically be applied to the statutory tests in respect of conservation areas. Similarly, it has also been proven that weight must also be given to heritage benefits.

National Planning Policy

National Planning Policy Framework (NPPF) December 2023

The National Planning Policy Framework (NPPF) was published on the 20th of December 2023 and sets out the Government's planning policies for England and how these are expected to be applied. It has purposefully been created to provide a framework within which local people and Local Planning Authorities (LPAs) can produce their own distinctive Local and Neighbourhood Plans which reflect the needs and priorities of their communities.

When determining Planning Applications, the NPPF directs LPAs to apply the approach of presumption in favour of sustainable development; the 'golden thread' which is expected to run through the plan-making and decision-taking activities. It should be noted however, that this is expected to apply except where this conflicts with other policies combined within the NPPF, inclusive of those covering the protection of designated heritage assets , as set out in paragraph 11 of the NPPF. Within section 12 of the NPPF, 'Achieving well-designed and beautiful places', Paragraphs 131 to 141, reinforce the importance of good design in achieving sustainable development by ensuring the creation of inclusive and high-quality places. This section of the NPPF affirms the need for new design to function well and add to the quality of the area in which it is built; establish a strong sense of place; and respond to local character and history, reflecting the built identity of the surrounding area.

Section 16, 'Conserving and Enhancing the Historic Environment', Paragraphs 195-214, relate to developments that have an effect upon the historic environment. These paragraphs provide the guidance to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans. This should be a positive strategy for the conservation and enjoyment of the historic environment and should include heritage assets which are most at risk through neglect, decay or other threats. It is also noted that heritage assets should be conserved in a manner appropriate to their significance .

The NPPF advises local authorities to take into account the following points when drawing up strategies for the conservation and enjoyment of the historic environment. These considerations should be taken into account when determining planning applications:

- The desirability of sustaining and enhancing the significance of heritage assets and preserving them in a viable use consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that the conservation of the historic environment can bring;
- The desirability of new development in making a positive contribution to local character and distinctiveness;
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

Paragraph 197 of the NPPF states that when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

In order to determine applications for development, Paragraph 200 of the NPPF states that LPAs should require applicants to describe the significance of the heritage assets affected and the contribution made by their setting . Adding that the level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance.

According to Paragraph 201, LPAs should also identify and assess the significance of a heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.

Paragraph 202 adds that where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

Paragraphs 205 to 214 consider the impact of a proposed development upon the significance of a heritage asset. Paragraph 205 emphasises that when a new development is proposed, great weight should be given to the asset's conservation and that the more important the asset, the greater this weight should be. It is noted within this paragraph that significance can be harmed or lost through the alteration or destruction of the heritage asset or by development within its setting.

Paragraph 208 advises that where a development will cause less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 209 notes that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. Adding, that in weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 210 stipulates that local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

In addition, Paragraph 212 notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage

[1] Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) Historic England (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18th February 2014

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Sites and within the setting of heritage assets to enhance or better reveal their significance. Adding, proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Paragraph 213 importantly clarifies that not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Adding, loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

The NPPF therefore continues the philosophy of that upheld in PPS5 in moving away from narrow or prescriptive attitudes towards development within the historic environment, towards intelligent, imaginative and sustainable approaches to managing change. English Heritage (now Historic England) defined this new approach, now reflected in the NPPF, as 'constructive conservation'. This is defined as 'a positive and collaborative approach to conservation that focuses on actively managing change...the aim is to recognise and reinforce the historic significance of places, while accommodating the changes necessary to ensure their continued use and enjoyment.' (Constructive Conservation in Practice, English Heritage, 2009).

National Guidance

Planning Practice Guidance (NPPG) 2019

Planning Practice Guidance (PPG) was introduced by the Government as a web-based resource on 6th March 2014 and is updated regularly, with the most recent update on 23rd July 2019. The PPG is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF.

It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle. It also states, conservation is an active process of maintenance and managing change, requiring a flexible and thoughtful approach. Furthermore, it highlights that neglect and decay of heritage assets is best addressed through ensuring they remain in active use that is consistent with their conservation.

Importantly, the guidance states that if complete, or partial loss of a heritage asset is justified, the aim should then be to capture and record the evidence of the asset's significance and make the interpretation publicly available.

Key elements of the guidance relate to assessing harm. It states, an important consideration should be whether the proposed works adversely affect a key element of the heritage asset's special architectural or historic interest. Adding, it is the degree of harm, rather than the scale of development that is to be assessed.

The level of 'substantial harm' is stated to be a high bar that may not arise in many cases. Essentially, whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the NPPF.

Importantly, it is stated harm may arise from works to the asset or from development within its setting. Setting is defined as the surroundings in which an asset is experienced and may be more extensive than the curtilage. A thorough assessment of the impact of proposals upon setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

The PPG makes clear that the delivery of development within the setting of heritage assets has the potential to make a positive contribution to, or better reveal, the significance of that asset.

Finally, the PPG provides in depth guidance on the importance of World Heritage Sites, why they are importance and the contribution setting makes to their Outstanding Universal Value. The PPG also provides guidance on the approaches that should be taken to assess the impact of development on the Outstanding Universal Value of World Heritage Sites.

Historic England Guidance - Overview

On the 25th March 2015 Historic England (formerly English Heritage) withdrew the PPS5 Practice Guide. This document has been replaced with three Good Practice Advice in Planning Notes (GPAs), 'GPA1: Local Plan Making' (Published 25th March 2015), 'GPA2: Managing significance in Decision-Taking in the historic Environment' (Published 27th March 2015) and 'GPA3: The Setting of Heritage Assets (December 2017).

The GPAs provide supporting guidance relating to good conservation practice. The documents particularly focus on the how good practice can be achieved through the principles included within national policy and guidance. As such, the GPAs provide information on good practice to assist LPAs, planning and other consultants, owners, applicants and other interested parties when implementing policy found within the NPPF and PPG relating to the historic environment.

In addition to these documents, Historic England has published several core Advice Notes (HEAs) which provide detailed and practical advice on how national policy and guidance is implemented. These documents include; 'HEAN1: Conservation Area Appraisal, Designation and Management (Second Edition, February 2019)', 'HEAN2: Making Changes to Heritage Assets' (25th February 2016) and 'HEAN3: The Historic Environment and Site Allocations in Local Plans' (30th October 2015). In addition to these 'HEAN4: Tall Buildings' (December 2015), 'HEA:#N7: Local Heritage Listing: Identifying and Conserving Local Heritage (Second Edition, January 2021), 'HEAN10: Listed Buildings and Curtilage' (21st February 2018) and, 'HEAN12: Statements of Heritage Significance' (October 2019). Collectively, these Advice Notes provide further information and guidance in respect of managing the historic environment and development within it.

Historic England Good Practice Advice Note 1 (GPA1): The Historic Environment in Local Plans (March 2015)

This document stresses the importance of formulating Local Plans that are based on up-to-date and relevant evidence in relation to the economic, social and environmental characteristics and prospects of an area, including the historic environment, as set out by the NPPF. The document provides advice on how information in respect of the local historic environment can be gathered, emphasising the importance of not only setting out known sites, but in understanding their value (i.e. significance). This evidence should be used to define a positive strategy for the historic environment and the formulation of a plan for the maintenance and use of heritage assets and for the delivery of development, including within their setting, that will afford appropriate protection for the asset(s) and make a positive contribution to local character and distinctiveness.

Furthermore, the Local Plan can assist in ensuring that site allocations avoid harming the significance of heritage assets and their settings, whilst providing the opportunity to 'inform the nature of allocations so development responds and reflects local character'.

Further information is given relating to cumulative impact, 106 agreements, stating 'to support the delivery of the Plan's heritage strategy it may be considered appropriate to include reference to the role of Section 106 agreements in relation to heritage assets, particularly those at risk.' It also advises on how the heritage policies within Local Plans should identify areas that are appropriate for development as well as defining specific Development Management Policies for the historic environment. It also suggests that a heritage Supplementary Planning Document (SPD) can be a useful tool to amplify and elaborate on the delivery of the positive heritage strategy in the Local Plan.

Historic England Good Practice Advice Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment (March 2015)

This document provides advice on the numerous ways in which decision-taking in the historic environment can be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. In line with the NPPF and PPG, this document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged, stating that 'development proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect.'

The advice suggests a structured staged approach to the assembly and analysis of relevant information, this is as follows:

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1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change; and
6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

The advice reiterates that heritage assets may be affected by direct physical change or by change in their setting. Assessment of the nature, extent and importance of the significance of a heritage asset and the contribution of its setting at an early stage can assist the planning process resulting in informed decision-taking.

This document sets out the recommended steps for assessing significance and the impact of development proposals upon a heritage asset, including examining the asset and its setting and analysing local policies and information sources. In assessing the impact of a development proposal on the significance of a heritage asset the document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change.

Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be necessary. This document also provides guidance in respect of neglect and unauthorised works.

Historic England Good Practice Advice Note (GPA3): The Setting of Heritage Assets (December 2017)

This is used to understand the surroundings of a heritage asset which may contribute to its significance. It aids practitioners with the implementation of national policies and guidance relating to the historic environment found within the NPPF and PPG, once again advocating a stepped approach to assessment.

It amalgamates 'Seeing the History in the View' (2011) and 'Setting of Heritage Assets' (2015) forming one succinct document which focuses on the management of change within the setting of heritage assets.

The guidance is largely a continuation of the philosophy and approach of the previous documents, albeit now with a greater emphasis on the contribution that views to and from heritage assets make to their significance. It reaffirms that setting should be understood as the way in which an asset is experienced.

The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, setting, and thus the way in which an asset is experienced, can also be affected by other environmental factors including noise, vibration and odour, while setting may also incorporate perceptual and associational attributes pertaining to the asset's surroundings.

This document provides guidance on practical and proportionate decision making with regards to the management of proposed development and the setting of heritage assets. It identifies that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, as well as further weighing up the potential public benefits associated with the proposals. It clarifies that changes within the setting of a heritage asset may have positive or neutral effects.

It highlights that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting and that different heritage assets may have different abilities to accommodate change within their settings without harming the significance of the asset and therefore setting should be assessed on a case-by-case basis. Although not prescriptive in setting out how this assessment should be carried out, noting that any approach should be demonstrably compliant with legislation, national policies and objectives, Historic England recommend using a '5-step process' in order to assess the potential impact of a proposed development on the setting and significance of a heritage asset, with this 5-step process similar to that utilised in earlier guidance:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Historic England Advice Note 2 (HEAN2): Making Changes to Heritage Assets (February 2016)

The purpose of this document is to provide information in respect of the repair, restoration and alterations to heritage assets. It promotes guidance for both LPAs, consultants, owners, applicants and other interested parties in order to promote well-informed and collaborative conservation.

The best way to conserve a building is to keep it in use, or to find an appropriate new use. This document states that 'an unreasonable, inflexible approach will prevent action that could give a building new life…A reasonable proportionate approach to owners' needs is therefore essential'. Whilst this is the case, the limits imposed by the significance of individual elements are an important consideration, especially when considering an asset's compatibility with Building Regulations and the Equality Act. As such, it is good practice for LPAs to consider imaginative ways of avoiding such conflict.

This document provides information relating to proposed change to a heritage asset, which are characterised as:

- Repair;
- Restoration;
- Addition and alteration, either singly or in combination; and
- Works for research alone.

Historic England Advice Note 7 (HEAN7): Local Heritage Listing: Identifying and Conserving Local Heritage (Second Edition, January 2021)

First published by English Heritage in 2012 under the title 'Good Practice Guide for Local Heritage Listing', HEA7: Local Heritage Listing: Identifying and Conserving Local Heritage supersedes the first edition of the published guidance; Historic England Advice Note 7: Local Heritage Listing (2016), reflecting the changes made to the Planning Practice Guidance in 2019.

The updated advice seeks to support communities and local authorities in the introduction of a local heritage list in their area or for those wishing to make changes to an existing list which may have already been adopted. It observes the value of a local heritage list and seeks to adopt a consistent and accountable approach to the identification and management of heritage assets at a local level.

Historic England notes that inclusion on a local heritage list based on sound evidence and criteria delivers a consistent and accountable way of recognising non-designated heritage assets, no matter how they are identified, to the benefits of good planning for the area and of owners, developers and others wishing to understand local context fully. By providing clear and up-to-date information, backed by policy set out in the NPPF (2019), a local heritage list which has been available on the website of a local planning authority and via the Historic Environment Record (HER) provides clarity on the location and identification of non-designated heritage assets.

Regarding the identification of non-designated heritage assets, Historic England builds on the guidance set out in Planning Practice Guidance (2019) in defining a non-designated heritage asset, highlighting that they can be identified in several

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ways, including:

- Local Heritage Lists;
- Local and Neighbourhood Plans;
- Conservation Area Appraisals and Reviews;
- Decision-making on planning applications.

Whilst the advice notes that planning protections for non-designated heritage assets are not as strong as those for designated heritage assets, it highlights that they are still important, referring to the importance of paragraph 197 of the NPPF (2019), which requires local planning authorities to take into account the desirability of sustaining and enhancing the significance of such heritage assets.

This document draws on good practice across the country in developing a new local heritage list or making improvements to an existing one. Importantly, this advice should be seen as a starting point. In order to remain flexible enough to respond to local needs, decisions on the ways in which assets are identified, and the system adopted for managing the local heritage list, are matters for local planning authorities and their communities. This advice does, however, set out methods for setting up and managing a local list to provide ideas on how this might be done, including providing a clear criterion setting commonly applied selection criteria for assessing the suitability of assets for inclusion in a local heritage list.

Historic England Advice Note 12 (HEA12): Statements of Heritage Significance (October 2019)

HEA12: Statements of Heritage Significance covers the National Planning Policy Framework requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.

The document states that understanding the significance of heritage assets, in advance of developing proposals for their buildings and sites, enables owners and applicants to receive effective, consistent and timely decisions. It explores the assessment of significance of heritage assets as part of a staged approach to decision-making in which assessing significance precedes designing the proposal(s).

Historic England Advice Note 16 (HEAN 16): Listed Building Consent

HE16: Listed Building Consent provides advice on how to judge whether proposals require listed building consent and how to make informed applications for this. It also advises on what works are likely to need listed building consent or not, and provides guidance on submitting successful applications.

The note emphasises the importance of understanding the significance of a listed building and where it gains its special interest, and recommends the assistance of heritage professionals to increase the likelihood of a successful listed building consent application, as well as utilising contractors who have experience with historic buildings to carry out works.

It provides a reminder of the relevant policies that are laid out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (in particular sections 7,8 and 9), the NPPF and the PPG. The note's 'Annex 1' provides examples of common scenarios involving proposals of works to a listed building, and advises as to whether or not these would require listed building consent. Additionally, a table of potential proposed works is laid out with guidance as to what would not require an application for listed building consent and what exceptions there are likely to be.

Conservation Principles, Policies and Guidance (English Heritage, 2008)

Conservation Principles outlines English Heritage's approach to the sustainable management of the historic environment. While primarily intended to ensure consistency in English Heritage's own advice and guidance through the planning process, the document is commended to local authorities to ensure that all decisions about change affecting the historic environment are informed and sustainable.

This document was published in line with the philosophy of PPS5 and is currently in the process of being updated. Nevertheless, it remains relevant to the current policy regime in that emphasis is placed upon the importance of understanding significance as a means to properly assess the effects of change to heritage assets. The guidance describes a range of heritage values which enable the significance of assets to be established systematically, with the four main 'heritage values' being: evidential, historical, aesthetic and communal. The Principles emphasise that 'considered change offers the potential to enhance and add value to places…it is the means by which each generation aspires to enrich the historic environment' (paragraph 25).

Local Policy

Reading Local Plan (2019)

Policy EN1: Protection and Enhancement of the Historic Environment

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

- Listed buildings;
- Conservation areas;
- Scheduled Monuments;
- Historic parks and gardens, and
- Other features with local or national significance, such as sites and features of archaeological importance, and assets on the local list.

All proposals will be expected to protect and where possible enhance the significance of heritage assets and their settings, the historic character and local distinctiveness of the area in which they are located. Proposals should seek to avoid harm in the first instance. Any harm to or loss of a heritage asset should require clear and convincing justification, usually in the form of public benefits.

Applications which affect Listed Buildings will not have an adverse impact on those elements which contribute to their special architectural or historic interest including, where appropriate, their settings.

Applications which affect Historic Parks and Gardens will safeguard features which form an integral part of the special character or appearance of the park or garden. Development will not detract from the enjoyment, layout, design, character, appearance, features or setting of the park or garden, key views out from the park, or prejudice its future restoration.

Applications which affect, or have the potential to affect, the significant features of heritage assets should be justified by a Heritage Statement.

The Council will monitor buildings and other heritage assets at risk through neglect, decay or other threats, proactively seeking solutions for assets at risk including consideration of appropriate development schemes that will ensure the repair and maintenance of the asset, and, as a last resort, using its statutory powers.

Where there is evidence of deliberate neglect or of damage to a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

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Appendix B: Floor Plans

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CASTLE STREET

ST MARY'S BUTTS

G.1

G.2

G.3

G.4

G.5

G.6

G.7

G.8

step up

stairs down

stairs up

steps up

AH

6 CASTLE STREET

35 ST MARY'S BUTTS

0m 5m 10m

CASTLE STREET



6 CASTLE STREET

ST MARY'S BUTTS

35 ST MARY'S BUTTS

0m 5m 10m

Appendix C: Proposed Plans and Drawings

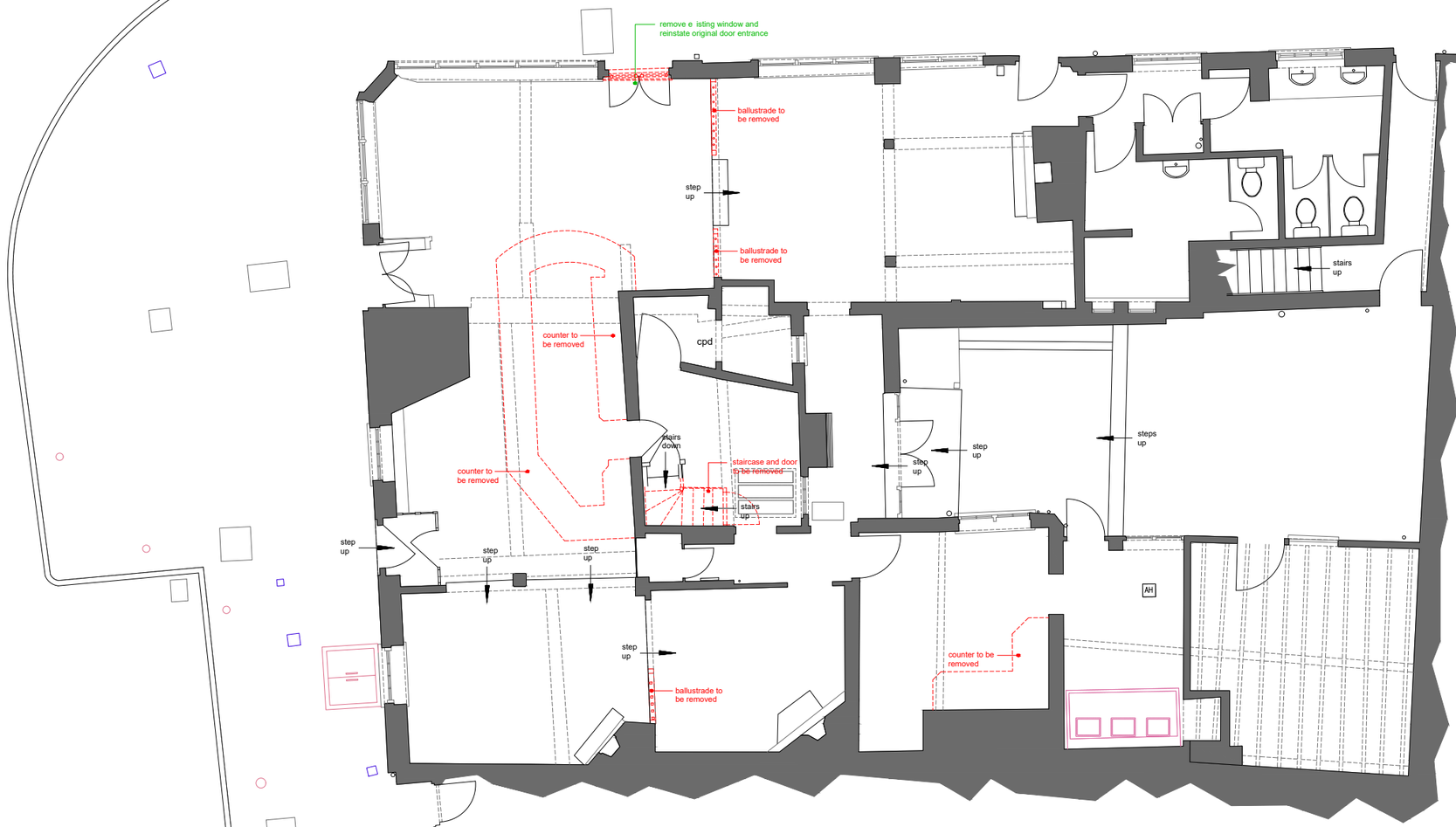
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CASTLE STREET

ST MARY'S BUTTS

6 CASTLE STREET

35 ST MARY'S BUTTS



0m 5m 10m

General Notes:

1. PLEASE DO NOT SCALE FROM DRAWINGS.
2. Areas are approximate and indicative only.
3. Drawings to be used for planning purpose only.
4. All dimensions should be checked and confirmed on site.

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Title: **o n loo o ose o s**

Drg No: **24/253/02** Scale: 1:100 @ A3

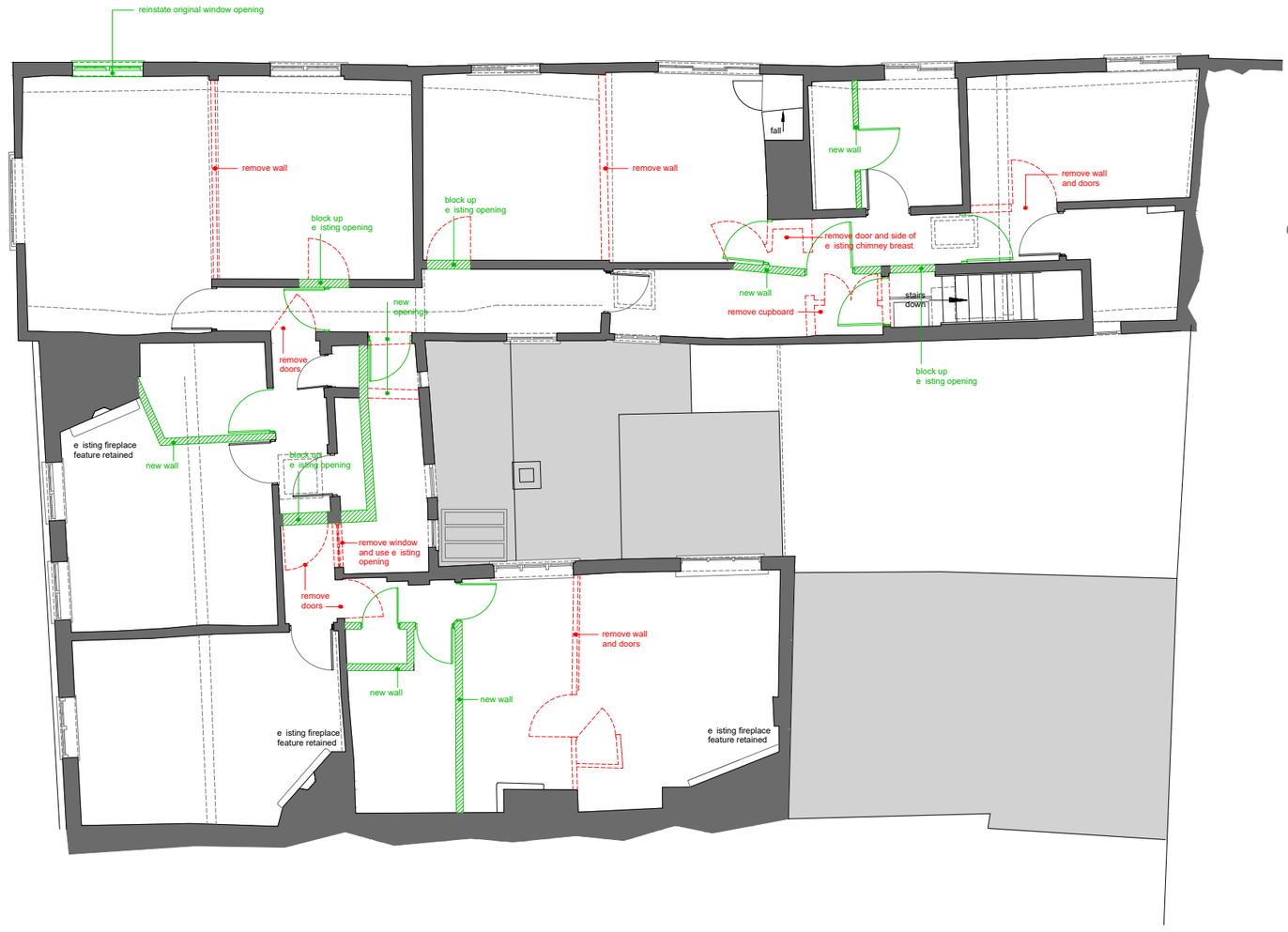
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CASTLE STREET

ST MARY'S BUTTS



6 CASTLE STREET

35 ST MARY'S BUTTS

0m 5m 10m

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Drg No: **24/253/04** Scale: 1:100 @ A3

Date: May 2024

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CASTLE STREET

ST MARY'S BUTTS

35 ST MARY'S BUTTS

6 CASTLE STREET

access to
first floor flats

bar / restaurant area

bar / restaurant area

bar / restaurant area

bar / restaurant area

bar / restaurant area

lobby

cpd

female toilets

male toilets

stairs
up

fire escape??
deliveries??

cpd

lobby

staff area /
prep / kitchen

stairs
down

covered area??

step
up

step
up

steps
up

garden area??

step
up

cpd

lobby

step
up

step
up

step
up

store / kitchen
prep area??

store / kitchen
prep area??

AH

store??

0m 5m 10m

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Drg No: **24/253/03** Scale: 1:100 @ A3

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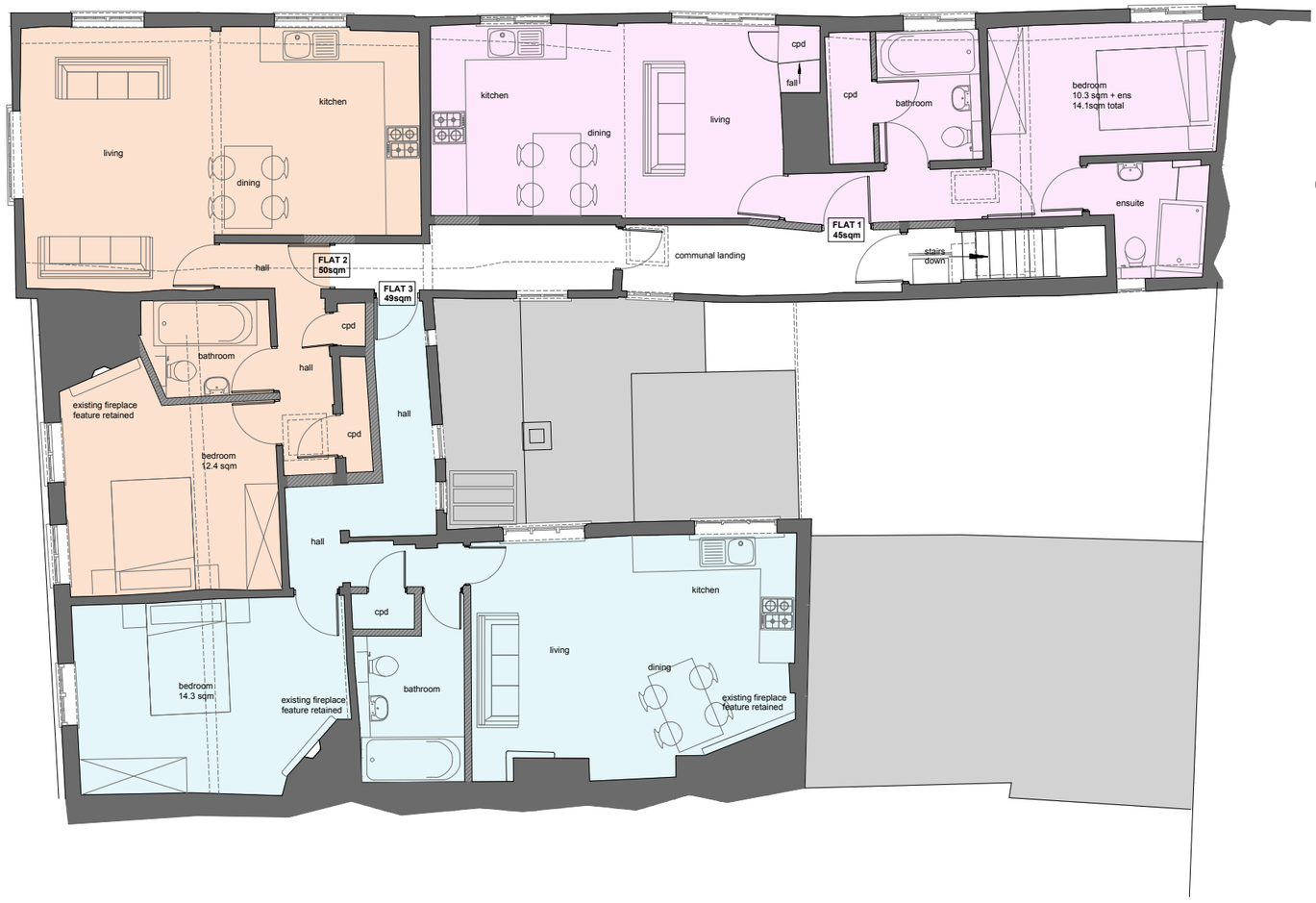
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CASTLE STREET

FLAT 1 - 1 bed = 45m²

FLAT 2 - 1 bed = 50m²

FLAT 3 - 1 bed = 49m²



6 CASTLE STREET

ST MARY'S BUTTS

35 ST MARY'S BUTTS

0m 5m 10m

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Site: The Horn, Reading RG1 2LS

Title: **Proposed First Floor**

Drg No: **24/253/05** Scale: 1:100 @ A3

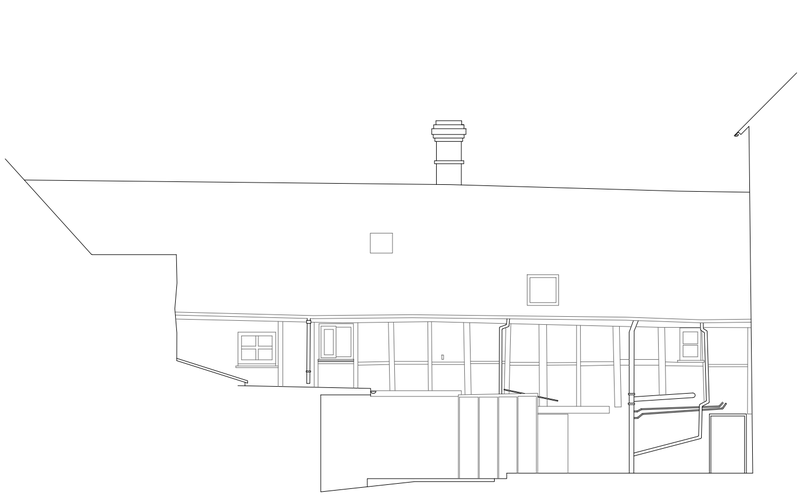
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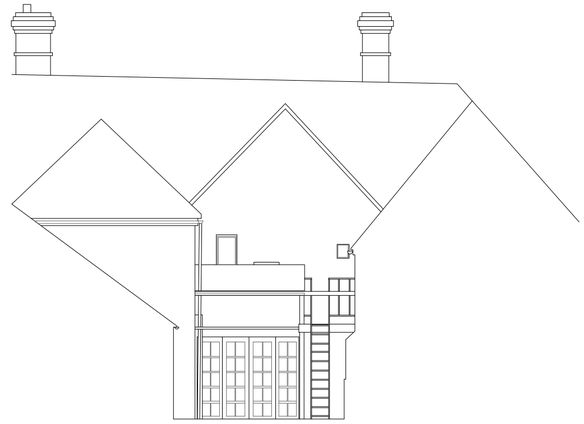
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Site: The Horn, Reading RG1 2LS

Title: **Existing Elevations**

Drg No: **24/253/06** Scale: 1:100 @ A2

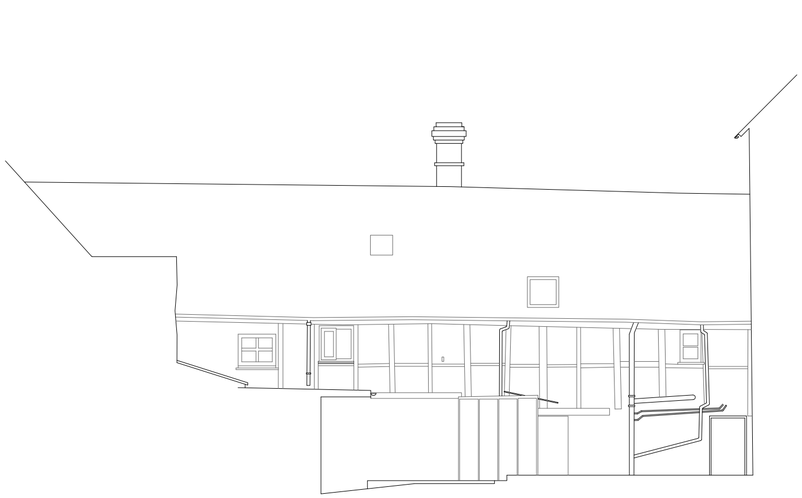
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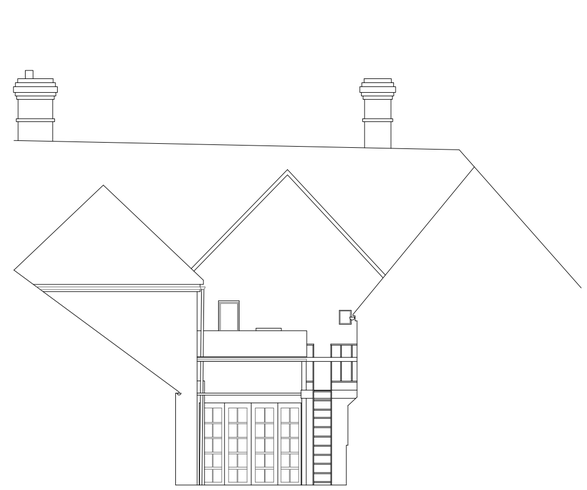
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Title: **Proposed Elevations**

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