



Historic England

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Our ref: L01551827

22 November 2022

Dear Mr Argles

Arrangements for Handling Heritage Applications Direction 2021

MOSAIC MURAL AT TANGMERE HOUSE, WILLAN ROAD, LONDON N17 6NA Application No. HGY/2022/2816

Thank you for your letter of 27 October 2022 regarding the above application for listed building consent made by your authority. On the basis of the information available to date, we offer the following advice to assist your Authority in determining the application.

Summary

Historic England supports these proposals, which seek to ensure that the listed mural is re-erected within the context of the Broadwater Farm estate in a meaningful way that retains its special architectural and historic significance.

In order to ensure that any harm arising from the proposals is minimised and that the proposed heritage benefits are secured, we would recommend that conditions are applied to any grant of listed building consent by your authority. We would also recommend that the works are secured under the associated planning application by condition and S106 agreement.

Historic England Advice

Significance

The current listed building consent application relates to the mosaic mural at Tangmere House. The mural takes the form of a large colourful mosaic that wraps around three sides of the concrete refuse chute at Tangmere House and extends upwards from first floor level to the equivalent of 6 storeys high.

The mural was commissioned in the wake of the Broadwater Farm riot, an event of national significance in the history of race relations in the UK. The mural stands as a



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tangible marker of community resilience in the face of violence and disadvantage. It was designed by a local artist who lived on the estate at the time, Gulsun Erbil, and was put together in collaboration with other residents of the estate between 1986 and 1987.

The listing description notes that the mural is a striking and technically accomplished work of public art; richly coloured and detailed, it combines figurative, abstract and symbolic motifs in a lively composition. It is exemplary in its degree of survival, scale and artistic quality. The mural itself celebrates the universal values of peace, equality and harmony and contains depictions of the diverse cultural life of the Broadwater Farm estate and shows aspects of youth culture more broadly in 1980s Britain.

In recognition of the national heritage significance of the mural it was recently listed at Grade II.

The listing description notes that the attached structures beyond the mural itself and the concrete refuse chute are not listed. Whilst Tangmere House itself is not considered to be of special architectural or historic interest, it is evident that a large part of the significance of the mural arises from its association with the wider Broadwater Farm estate, particularly in terms of its history and the artistic representations that it contains.

We note that the mural is in need repair, as there has been some loss and damage to fabric due to vandalism, water ingress and adjacent building alterations. The visibility of the mural is also limited, due to the narrow width of Willan Road and the presence of the later entrance structure to Tangmere House.

Impact

The application proposes the careful dismantling of the mural and associated concrete refuse chute in order to enable its removal from Tangmere House. We understand that this work is necessary because the wider building fabric is subject to works of demolition due to structural failure.

The proposals include the storage of the mural and associated concrete refuse chute structure within the wider Broadwater Farm estate, works of repair to the mural and cleaning by a specialist contractor. The mural and associated concrete structure would then be erected on a bespoke frame that would be attached to the eastern elevation of the adjacent Hawkinge Building.

In our view, these proposals are likely to have a significant impact on the fabric and presentation of the mural. Whilst they are likely to involve some loss of fabric through the cutting of the mural and attached concrete refuse chute, they have the potential to





bring about a number of positive impacts on the significance of the mural. These include the full repair, restoration, and cleaning of the mural and the opportunity to re-present it a location that affords it protection from vandalism and where it will have greater public visibility - fronting onto a proposed new open space.

Please note that if the mural were not to be re-erected in accordance with the proposals, or if its re-presentation were not to be secured in a meaningful way that retains its historic and architectural significance, this could result in a high degree of harm, or substantial harm, to its significance.

Policy

Policy Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) set out the obligation on local planning authorities to pay special regard to safeguarding the special interest of listed buildings and their settings, and preserving or enhancing the character or appearance of conservation areas.

The National Planning Policy Framework (NPPF) sets out the Government's policies for decision making on development proposals. At the heart of the framework is a presumption in favour of 'sustainable development'. Conserving heritage assets in a manner appropriate to their significance forms one of the 12 core principles that define sustainable development.

Paragraph 195 states that local authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposals... They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197 advises local authorities to take account of the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraphs 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 201 states that where a development will lead to substantial harm to (or loss of significance of) a designated heritage asset, local planning authorities should





refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss or a number of criteria are met.

Paragraph 202 states that where a development proposal will lead to 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, where appropriate, securing its optimum viable use.

Paragraph 206 states that local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Position

Historic England supports these proposals, which seek to ensure that the mural is re-erected within the context of the Broadwater Farm estate in a meaningful way that retains its special architectural and historic significance. We consider the proposed dismantling to cause a low degree of less than substantial harm to the significance of the mural. In our view, the proposed works of repair and re-erection are likely to have a positive impact on the significance of the mural and therefore comprise heritage benefits that can be weighed by the Council in the balance when coming to a decision on the proposals, in accordance with policy 202 of the NPPF.

In order to ensure that any harm is minimised and that the proposed heritage benefits are secured, we would recommend that the following conditions are applied to any grant of listed building consent by your authority. Please note that Historic England would be happy to be notified of any details submitted pursuant to these conditions and will provide advice, as necessary:

- Requirement that the works of repair and re-erection of the mural are implemented within 2 years of the commencement of works.
- Prior notification of commencement of works to dismantle the mural.
- Detailed records of the mural in its existing location and of the dismantling process to be submitted to the Council within 6 months of the commencement of works.
- Details of proposed compound for storage and execution of works to mural.
- Detailed method statement of the proposed repair and finish to the mural, including implementation of a control panel on site measuring a minimum of 50cm by 50cm, to be approved prior to undertaking full works of repair and refinishing.



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- Full details of proposed re-erection of mural on Hawkinge Building, including means of support of the mural and associated concrete bin chute structure, any new edge finishes and weather protection measures.
- Details of long-term maintenance of mural and associated support structure.

In addition to the above, we would recommend that the works are secured under the associated planning application by condition and S106 agreement.

We would also recommend that the opportunity is taken to enhance and better reveal the significance of the mural and ensure that it continues to make a positive contribution to local character and distinctiveness. As such, any associated arts strategy for the estate could include the opportunity for interpretation and greater understanding of the mural.

Recommendation

Historic England supports the application on heritage grounds.

We consider that the application meets the requirements of the NPPF, subject to the advice set out above.

In determining this application you should bear in mind the statutory duty of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

This response relates to designated heritage assets only. If the proposals meet the Greater London Archaeological Advisory Service's published consultation criteria we recommend that you seek their view as specialist archaeological adviser to the Local Planning Authority.

The full GLAAS consultation criteria are on our webpage at the following link:

<https://www.historicengland.org.uk/services-skills/our-planning-services/greater-london-archaeology-advisory-service/our-advice/>

Yours sincerely

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