

LAUNCESTON AIR TRAFFIC CONTROL TOWER

HERITAGE
MANAGEMENT PLAN

Evandale Road,
Launceston Airport,
Tasmania

April 2021

prepared for



prepared by

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1 Nov 2018	Complete draft for review	Adam Mornement, <i>Associate Principal</i> , Lovell Chen
21 Nov 2018	Revised draft	Michael Cook, <i>Heritage Consultant</i> , Lovell Chen
23 July 2019	Final	Adam Mornement, <i>Associate Principal</i> , Lovell Chen
April 2021	Department Review	Adam Mornement, <i>Principal</i> , Lovell Chen

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Cover image: Launceston ATC tower, late-1950s, north-east (part) and south-east elevations (Civil Aviation Historical Society)

**LAUNCESTON AIR TRAFFIC
CONTROL TOWER NO. 2**

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Prepared for
Airservices Australia

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Acknowledgements

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EXECUTIVE SUMMARY

This Heritage Management Plan (HMP) for Launceston ATC tower no. 2 at Launceston Airport, Tasmania was commissioned by Airservices Australia, which owns the building and leases the land on which it is located. Launceston ATC tower no. 2 is included in the Commonwealth Heritage List (ID: 106121), which is established under the *Environment Protection Biodiversity Conservation Act 1999* (EPBC Act). This HMP has been prepared in accordance with Schedule 7A of the *Commonwealth Environment Protection Biodiversity Conservation Regulations, 2000*: ‘Management Plans for Commonwealth Heritage Places’. The overarching objective of Schedule 7A of the EPBC Act is to provide frameworks to inform the future conservation and management of the cultural heritage values of places included in the Commonwealth and National heritage lists. This document also follows the principles and processes set out in best practice guidelines, including the *Burra Charter* (2013).

Overview of the asset

Launceston ATC tower no. 2 was designed in 1955, built in 1957-58 and commissioned in 1958. It replaced an earlier tower that was constructed as part of RAAF No. 7 Elementary Flying Training School, which occupied Launceston Airport during World War II. The tower remains in use for its original purpose.

Launceston ATC tower no. 2 comprises an octagonal cabin on top of an asymmetrical steel-framed two-storey base building sheathed in corrugated Colorbond – the cabin roof is 12 metres above ground level. This is the building’s third cladding system, following the original corrugated asbestos cement sheeting and later ribbed sheet steel. The cabin is raised on a partly chamfered and partly square duct and service drum. On three sides, an observation deck cantilevers from the flat roof of the base building. Aside from the replacement of the cladding, the most notable change to the building exterior was an extension to the equipment room (to the south-west) in the early-1960s.

Launceston ATC tower no. 2 is located approximately 500m south of the existing terminal, close to Evandale Road at the west of the airport. Vehicular access to the tower reserve is from Evandale Road. This was the main entry to the airport prior to the major redevelopment of the 1960s.

The tower is the only building within the 890-square-metre landside reserve that is leased from Australia Pacific Airports (Launceston) Pty Ltd (APAL) by Airservices. The land slopes down from the west towards the runways and apron.

Findings

The assessment of significance undertaken for this HMP has found that Launceston ATC tower no. 2 satisfies the Commonwealth Heritage List threshold for historical significance. It also meets the CHL criteria for rarity and representative values.

The tower is of historical significance for its association with an initiative to introduce standardised control towers at major airfields in Australia. The initiative was undertaken by the Department of Civil Aviation for the Australian Government and was a response to the regulation of international civil aviation and air navigation safety by the International Civil Aviation Organisation. The tower is one of eight comparable towers introduced at airports across Australia during the 1950s. Of this group, it is one of only three towers that remain in operation, the others being Essendon and Hobart.

The 1950s was a formative period in the evolution of air traffic control facilities in Australia. Towers of this era are generally characterised by a degree of experimentation and invention. This generation of control towers formed the stylistic prototype for towers built throughout Australia and Papua New Guinea until the late-1960s.

Architecturally and aesthetically, Launceston ATC tower no. 2 represents the principal characteristics of control tower typology following the Second World War. Notwithstanding a level of physical change, Launceston remains a representative and broadly intact example of a standard ATC tower type surviving from the 1950s. The tower is unusual in retaining its original console, albeit significantly modified over time.

The ATC tower is prominent in views along Evandale Road and from airside. Further, the proximity of other pre-1960s remnants of the airport – specifically, Hangar 17 (the former Holymans Airways hangar), Building 16 (former VOC, and now part of Hangar 17), Hangar 10 (Bellman hangar), Hangar 14 (Bellman hangar, relocated) and Building 105 (the officer's residence) – to the ATC tower provides insights into the operation of Launceston Airport from the late-1920s until the major redevelopment of the 1960s.

Recommendations

The core recommendations of this HMP are summarised below:

Conservation

Conservation objectives for Launceston ATC tower no. 2 include maintaining the:

- external building envelope to maintain the form and presentation of the control tower as extended in the early 1960s (shortly after it was commissioned), including the enclosed single-storey corridor to the north-west – a legacy of the tower's original relationship with the Air Traffic Control Centre;
- octagonal cabin, with full-height canted glazing to all sides;
- almost full-width timber-framed window to the first floor of the north-east elevation, as an original detail that is expressive of the building's design and construction during the post-World War II period;
- steel structural framing throughout;
- original internal finishes throughout, which are generally of utilitarian character; and
- unimpeded views from the cabin to the apron and runways.

Management

- Airservices Australia should comply with all applicable legislation in the management of the ATC tower's Commonwealth heritage values, including the *EPBC Act* and the *Airports Act 1996*.
- In the event that Launceston Airport is sold by the Commonwealth, Launceston ATC tower no 2 should be nominated for inclusion in the Tasmanian Heritage Register (THR).
- Programs of priority maintenance, remedial works and cyclical maintenance should continue to form the basis for on-going care of the significant built fabric at Launceston ATC tower no. 2.

- Should there be a requirement for expanded space for equipment, the preferred approach would be for a remote structure, possibly located to the south-west of the ATC tower, to minimise its visibility in views from the east, and to avoid distorting an understanding of the ATC tower as a freestanding structure.
- Launceston ATC tower no 2 is a building that can be considered for adaptive re-use without significant adverse impact on its identified heritage values. The building is located airside and is readily accessible from Evandale Road. The precedence for physical integration with another building is also instructive (the Air Traffic Control Centre). The small scale of the internal spaces at the ATC tower is the principal constraint on its re-use and adaptation.
- The priority in contemplating new uses for the building is to avoid or minimise the potential for impacts on the tower's Commonwealth Heritage values, and, related to this, to minimise adverse impacts on its external presentation. Strategies for change to significant elements and attributes are provided in Chapter 6 of this report.
- There is potential for the introduction of low-scale development in proximity to the ATC tower to support a new use for the historic building. The preferred location for new works, from a heritage perspective, is the site of the former Air Traffic Control Centre to the north-east of the tower. Development may also be contemplated to the south-west of the tower. Any new works should be free-standing and of a scale that does not obscure views of the tower cabin from Evandale Road and the runway.
- A training program should be instigated to raise awareness of the heritage significance of Launceston ATC tower among the staff of Airservices Australia and APAL.

Table of abbreviation and acronyms

Abbreviation/acronym	Full name/title
ABCB	Australian Building Codes Board
ALC	Airport Lessee Company
ANS	Air Navigation Services
APAL	Australia Pacific Airports (Launceston) Pty Ltd
ARFFS	Aviation Rescue and Fire Fighting Services
ATC	Air Traffic Control
ATCT	Air Traffic Control Tower
Airports Act	Airports Act, 1996
Burra Charter	Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013
CHL	Commonwealth Heritage List
DCA	Department of Civil Aviation
DITRD	Department of Infrastructure, Transport and Regional Development
EPBC Act	Environment Protection and Biodiversity Conservation Act 1999 (Australia)
FAC	Federal Airports Corporation
HMP	Heritage Management Plan
HMS	Heritage Management Strategy
ICAO	International Civil Aviation Organisation
MER	Mechanical Equipment Room
MFS	Master Facility Schedule
NCC	National Construction Code
Ops & Admin Buildings	Integrated Operations and Administration Building
RAAF	Royal Australian Air Force
RNE	Register of the National Estate
TAC	Tasmanian Aboriginal Corporation
THR	Tasmanian Heritage Register

1.0 INTRODUCTION

This Heritage Management Plan (HMP) has been prepared for Airservices Australia (Airservices), the Commonwealth agency responsible for the management of civilian air space in Australia. It addresses the Air Traffic Control (ATC) tower at Launceston Airport, Tasmania.

The present tower is the second at Launceston Airport (known as Western Junction Aerodrome from 1929-53), and is generally referred to in this report as Launceston ATC tower no. 2. The first ATC tower was constructed in the early-1940s by the RAAF to support the operations of the No. 7 Elementary Flying Training School (see Chapter 2). It was demolished following the commissioning of the present tower in 1959.

Launceston ATC tower no. 2 is owned and operated by Airservices. It is located on land leased from Australia Pacific Airports (Launceston) Pty Ltd (APAL), the airport lessee company for Launceston Airport. APAL took out a 99-year lease on the 179.8-hectare Commonwealth-owned site in May 1998. The control tower is included in the Commonwealth Heritage List (CHL) as Place ID: 106121. It was gazetted by the Commonwealth Environment Minister for inclusion in the CHL on 24 November 2015.

This HMP has been prepared in accordance with 'Airservices Heritage Strategy 2021-2023', to enable Airservices Australia to meet its obligations under *the Environment Protection and Biodiversity Conservation Act, 1999* (EPBC Act). The EPBC Act imposes obligations on Commonwealth agencies to protect and maintain the environment, including the cultural heritage values of assets that they own or lease. The EPBC Act also establishes the CHL, a list of places managed or owned by the Australian Government each of which satisfy at least one of the nine Commonwealth Heritage list criteria. All places with Commonwealth Heritage values, including those which are included in the CHL, are afforded statutory protection under the EPBC Act.

1.1 Background and brief

This report follows a heritage assessment of ATC towers throughout Australia undertaken by Lovell Chen for Airservices in 2007 (Stage 1) and 2009 (Stage 2). Stage 1 comprised a desktop review of the 28 control towers either owned or leased by Airservices to determine whether any of the towers had potential heritage values, and the nature, extent and level of those values (local, state/territory, Commonwealth and/or national).

Of the towers assessed, 13 were identified as having a level of significance indicative of Commonwealth Heritage value. Further assessment of the 13 ATC towers was undertaken as Stage 2 of the project. The Detailed Heritage Assessment (DHA) for the Launceston ATC tower concluded that it met the CHL criteria at a level that is indicative of Commonwealth heritage value in relation to historic values (Criterion A), rarity (Criterion B) and demonstrating the principal characteristics of a class of cultural place (Criterion D).

The primary objectives of this HMP are to:

- confirm the cultural heritage significance of Launceston ATC tower no. 2;
- provide policies for the conservation of the building, taking into account the care of significant fabric and the ongoing use and management of the tower; and
- provide a heritage framework to inform future management of the place, including guidance on new works and development.

1.2 Identification of the place

Launceston Airport is located 15km south of Launceston (Figure 1). Access is from Evandale Road (B41), at the north-west of the airport. Buildings at the airport are arranged in a linear strip between Evandale Road and the runways. Launceston is a regional airport with c. 20,000 annual air movements.¹

Launceston ATC tower no. 2 is located approximately 500 metres south of the airport terminal, between the secure operations and facilities compound to the north and the general aviation/commercial precinct to the south (Figure 2). The tower is to the west of the 890-square-metre area leased by Airservices at Launceston Airport (Figure 3 and Figure 4).

Figure 1 Location of Launceston Airport: 15km south of Launceston

Source www.iplan.tas.gov.au, accessed 6 September 2018



Figure 2 Plan of Launceston Airport: the location of Launceston ATC tower no. 2 is indicated

Source www.iplan.tas.gov.au, accessed 6 September 2018



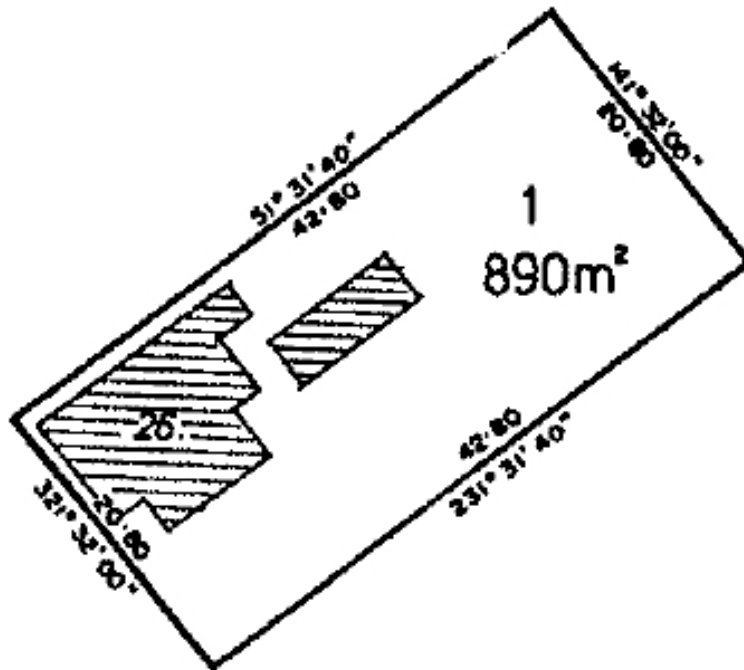


Figure 3 Plan of the area leased by Airservices for the ATC tower at Launceston Airport

Source Memorandum of Lease (Section 64), No. B 954893



Figure 4 Aerial view of Launceston Air Traffic Control tower

Source www.nearmap.com.au

1.3 Methodology and document structure

This HMP broadly follows the principles and processes set out in the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013* (The Burra Charter) and its Practice Notes. The Burra Charter establishes a standard of practice for those involved in assessing, managing and undertaking works to places of cultural significance.

Specifically, the report has been prepared in accordance with Schedule 7A of the Commonwealth Environment Protection Biodiversity Conservation Regulations, 2000: 'Management Plans for Commonwealth Heritage Places'. As a Commonwealth Heritage place, a Heritage Management Plan must be prepared for Essendon ATC tower no. 3 that addresses a range of issues identified in the Regulations to the EPBC Act, at Schedules 7A and 7B. The purpose of these issues is to ensure that the place meets the Commonwealth Heritage Management Principles set out in the Regulations.

Table 1 below sets out the EPBC Act Regulations requirements for management plans and provides a comment about how the requirements are satisfied in the present HMP.

Table 1 EPBC Act
Regulation requirements for
management plans

EPBC Act Regulations, 2000, Schedule 7a	Relevant section(s) of this HMP
(a) establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place	Objectives to identify and conserve the cultural heritage significance of Launceston ATC tower no. 2 were informed by best practice guides, including the <i>Burra Charter</i> . These objectives are discussed at chapters 5 and 6 of this HMP.
(b) provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place	Statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of Launceston ATC tower no. 2 are identified in chapter 5, with particular reference to the <i>EPBC Act</i> and the <i>Airports Act, 1996</i> (Airports Act).
(c) provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses	A description of Launceston ATC tower no. 2 as it exists is at Chapter 3. A contextual history at Chapter 2 refers to notable changes to the building over time.
(d) provide a description of the Commonwealth Heritage values and any other heritage values of the place	An assessment of significance, including a description of Launceston ATC tower's Commonwealth Heritage values, is at Chapter 4.
(e) describe the condition of the Commonwealth Heritage values of the place	Condition (built fabric) is addressed at in chapters 3 and 5 of this report. The historical values of the ATC tower, as well as its rarity and representative values, are embodied in the physical fabric of the place.

EPBC Act Regulations, 2000, Schedule 7a	Relevant section(s) of this HMP
(f) describe the method used to assess the Commonwealth Heritage values of the place	The assessment of the Commonwealth Heritage values of Launceston ATC tower no. 2 was based on an understanding of the place (site history, Chapter 2 and physical description, Chapter 3).
(g) describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place	The operation of the place as a control tower, and issues arising in relation to anticipated change at the place are addressed in Chapter 6, see particularly Section 6.4, 'Use, adaptation and change'.
(h) have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:	A suite of conservation policies and management guidelines have been prepared to manage the identified Commonwealth Heritage values of Launceston ATC tower (see Chapter 6).
(i) the management and conservation processes to be used	See 'General policies, Section 6.2.
(ii) the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions	See Policy 20, Chapter 6.
(iii) the stakeholder and community consultation and liaison arrangements	See Policy 6, Chapter 6. (A draft of this HMP was placed on public exhibition from 7 January 2019 to 7 February 2019, through an advertisement in a newspaper with national circulation, and the websites of Airservices and Lovell Chen. No submissions were received in response to the advertising.)
(iv) the policies and protocols to ensure that indigenous people participate in the management process	See Section 5.5 'Stakeholders', Chapter 5.
(v) the protocols for the management of sensitive information	See Policy 7, Chapter 6.

EPBC Act Regulations, 2000, Schedule 7a	Relevant section(s) of this HMP
(vi) the planning and management of works, development, adaptive reuse and property divestment proposals	See Policies 12, 13, 15, 15 and 16, Chapter 6.
(vii) how unforeseen discoveries or disturbance of heritage are to be managed	See Policy 23, Chapter 6.
(viii) how, and under what circumstances, heritage advice is to be obtained	See Policy 4, Chapter 6.
(ix) how the condition of Commonwealth Heritage values is to be monitored and reported	See policies 18, 19 and the implementation plan, Chapter 6.
(x) how records of intervention and maintenance of a heritage places register are kept	See Policy 18, Chapter 6.
(xi) the research, training and resources needed to improve management	See Policy 21, Chapter 6.
(xii) how heritage values are to be interpreted and promoted	See Policy 22, Chapter 6.
(i) include an implementation plan	See Section 6.6, Implementation plan'
(j) show how the implementation of policies will be monitored	See Section 6.6.1 'Monitoring of implementation'
(k) show how the management plan will be reviewed	See Policy 8, Chapter 6.

1.4 Statutory heritage controls

1.4.1 Environment Protection and Biodiversity Conservation Act 1999

'Launceston Airport Air Traffic Control Tower' is included in the Australian Heritage Council's CHL as a Listed Place (Place ID: 106121). The citation is included at Appendix A.

The ATC tower is the only building/element at Launceston Airport that is included in the CHL. It is, however, noted that a 2013 HMP addressing the airport identifies a further six buildings, elements and areas within the airport boundaries that are indicative of Commonwealth Heritage value (see Table 2) – the ATC tower is identified in the airport HMP as an element of 'high significance'.² With the exception of the landscaping adjacent to the terminal car park, all of these buildings/elements are in proximity to the ATC tower (Figure 5).

Building/element/area	Phase	Comment
Hangar 17 (former Holyman's Airways hangar), including Building	Western Junction Aerodrome (pre-World War II)	Hangar 17 is assessed as being of 'exceptional' significance; Building 16 is of 'moderate' significance
Hangar 10 (Bellman hangar)	World War II	High significance
Hangar 14 (Bellman hangar, relocated)	World War II	High significance
Building 105 (Officer's quarters)	World War II	Moderate significance
Landscaping adjacent to terminal car park	Launceston Airport (1960s)	Moderate significance

Table 2 Summary of heritage significant elements/buildings at Launceston Airport

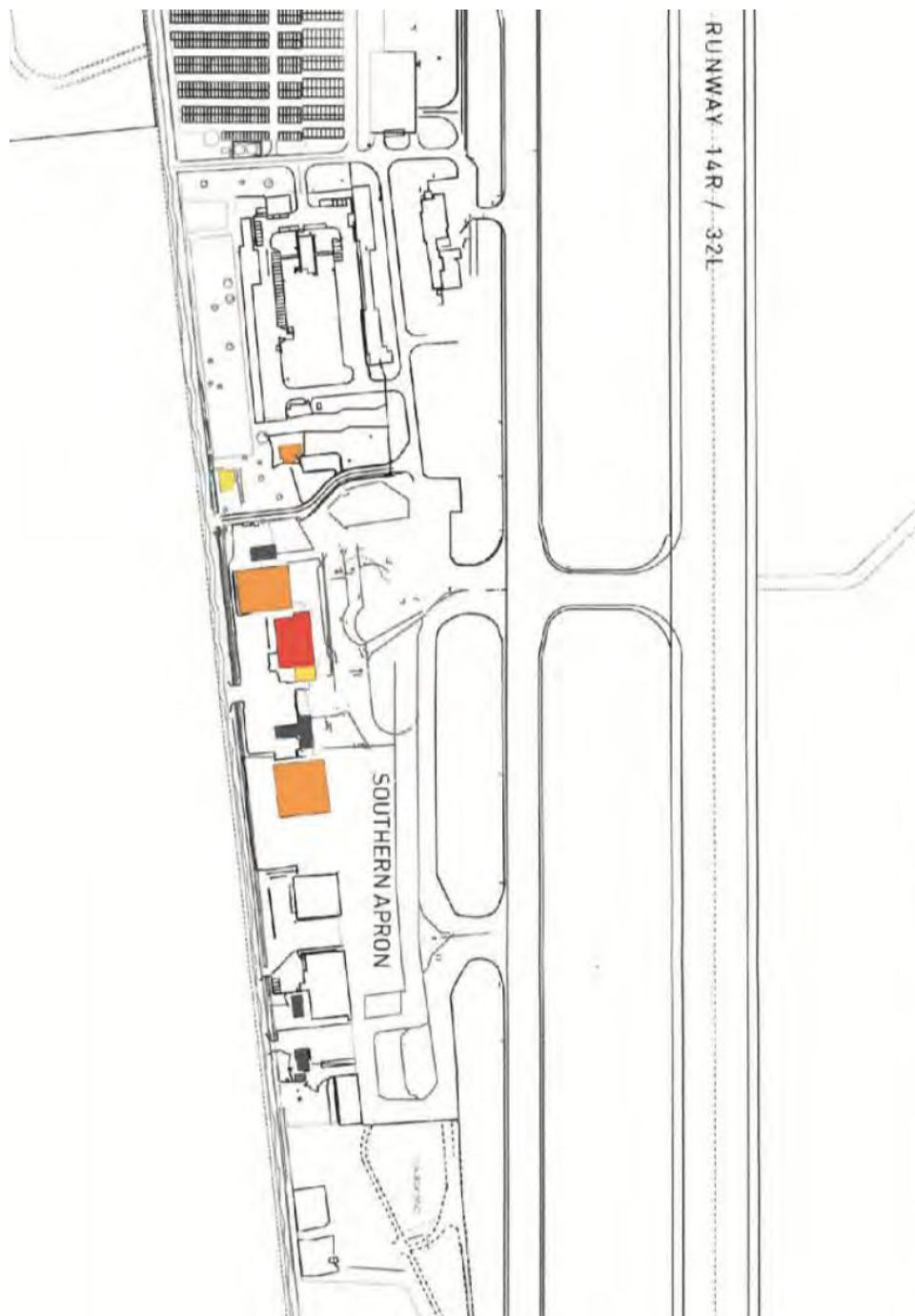
The provisions of the *EPBC Act* provide protection for the Commonwealth Heritage values of all places which are either entirely within a Commonwealth area or are owned or leased by the Commonwealth or a Commonwealth Authority, including but not limited to places which are included in the CHL.³ Under the *EPBC Act*, actions that have, or are likely to have, a significant impact on a matter of national environmental significance, including Commonwealth Heritage values, require approval from the Australian Government Minister for the Environment (the Minister). The Minister will decide whether assessment and approval is required under the *EPBC Act*.⁴

Heritage places at federally-leased airports are required to comply with both the *EPBC Act* and its regulations, and the *Airports Act 1996* (see discussion at Section 5.2).

Prior to the preparation of this HMP, Airservices fulfilled its obligation to manage and conserve Launceston ATC tower by providing a 'User Guide' for the tower to all relevant contractors and staff (see Appendix C). The User Guide was drafted by Airservices, and was informed by the outcomes of the DHA prepared by Lovell Chen in 2009 as part of the national assessment of ATC towers. The User Guide includes guidance for contractors and staff about obligations relating to the management of the tower's heritage values and attributes. It was updated following the completion of this HMP.

Figure 5 Significance plan for Launceston Airport (part): the ATC tower is indicated. In this plan, 'heritage value' is indicated by a temperature scale, with grey identifying 'little' value, yellow 'moderate', orange 'high' and red 'exceptional'.

Source *Launceston Airport Heritage Management Plan*, Godden Mackay Logan Pty Ltd, 2013



1.4.2 Historic Cultural Heritage Act, 1995 (*Tasmania*)

Launceston ATC tower no. 2 is not included in the Tasmanian Heritage Register (THR). Launceston Airport is likewise not included in the THR.

1.4.3 Land Use Planning and Approvals Act 1993 (*Tasmania*)

Launceston Airport, as Commonwealth land, is not subject to Tasmanian planning or heritage controls. Implications of the Northern Midlands Planning Scheme on Launceston Airport are summarised in the *Launceston Airport Master Plan, 2015* as follows:

The Northern Midlands Planning Scheme (the Planning Scheme) provides only brief coverage of Launceston Airport, partly because the land is owned by the Commonwealth. In section 2.2.2.7, a stated objective is to:

protect Launceston Airport from encroachment by incompatible uses or developments that compromise its operations in recognition of its importance and contribution to the Launceston Region and State economy.

Further in Scheme there is content in E Codes: E12 Airports Impact Management Code.

The purpose of this code is to:

- a) ensure that use or development within identified areas surrounding airports does not unduly restrict the ongoing security, development and use of airport infrastructure; and
- b) provide for management of the land use implications of those areas relevant to use and development under the scheme.

The code further stipulates the land use standards, in terms of noise impacts and development standards, in terms of obstacles to aircraft.

The Planning Scheme does detail in Section F 1.4, height requirements of buildings, lighting requirements, and environmental quality protection to ensure the safety of Launceston Airport.

Under the Scheme, the Airport is designated as a Part Eight, Utilities Zone (U). The area immediately surrounding the Airport is zoned either Rural, or to the west beyond Evandale Road, either 'Western Junction Industrial and Commercial' or 'Industrial' which includes the TRANSlink Industrial Zone.

The strategies set out for each zone under the Northern Midlands Planning Scheme address a range of matters including land use, impact on adjacent zones, landscaping, access and parking and design and these are considered by Launceston Airport, even though they don't apply to the airport site.⁵

1.4.4 Aboriginal Heritage Act, 1975 (*Tasmania*)

The Tasmanian Aboriginal Site Index database (TASI), maintained by Aboriginal Heritage Tasmania (AHT), is a repository of information about all previously identified Aboriginal heritage sites in Tasmania. These sites are afforded statutory protection under the *Aboriginal Heritage Act, 1975* (Tasmania).

A search of the TASI database conducted in 2011 by Godden Mackay Logan (GML) revealed that there are no previously identified Aboriginal heritage artefacts or artefact scatter locations at Launceston Airport. Correspondence from AHT dated 13 July 2011 stated that:

Due to the area being highly disturbed, it is believed that the area has a low probability of Aboriginal heritage being present.

Accordingly, there is no requirement for an Aboriginal heritage investigation.⁶

See also Section 1.6.1 below.

1.5 Non-statutory heritage

1.5.1 National Trust of Australia (Tasmania)

Neither Launceston ATC tower no. 2 nor Launceston Airport is classified by the National Trust of Australia (Tasmania).

1.5.2 Register of the National Estate

Neither Launceston ATC tower no. 2 nor Launceston Airport is included in the Register of the National Estate.

1.6 Limitations

1.6.1 Consultation with Aboriginal and Torres Strait Islander people

As related to Indigenous heritage, the outcomes of the HMP prepared for Launceston Airport by GML in 2013 have been relied upon in this HMP (see Section 1.4.4).

GML, while recognising that AHT does not consider that an archaeological survey of the airport is required, nonetheless recommended that, 'a dedicated site assessment survey should be undertaken by an archaeologist accompanied by a representative of the appropriate Aboriginal community to determine if Indigenous heritage values exist for Launceston Airport'.⁷ This recommendation was written at a time when there was a 'community ban' on Aboriginal fieldwork in Tasmania;⁸ the ban was lifted shortly after the completion of the 2013 HMP.

1.6.2 Social values assessment

No formal appraisal of social (or community) value, as might be informed by a community consultation process, was undertaken in the course of preparing this HMP.

Accepting this, ATC towers are by their nature generally not public places; it is considered unlikely the Launceston tower would be the focus of widespread community attachment such that it has the potential to satisfy the CHL threshold for social value.

As for any workplace, it is possible the place could be the subject of sentiment for current and former Airservices employees.

2.0 HISTORY

This chapter addresses Launceston Airport's origins and its subsequent uses and development. The objective of the history is to establish an historical and operational context to inform an understanding of the present ATC tower.

2.1 The need for a Tasmanian airport

Launceston has a long association with aviation. The first aerial crossing of Bass Strait, made by Lieutenant Arthur Long in a single engine biplane, departed from a Launceston field on 17 December 1919, *en route* for Fisherman's Bend, Melbourne.⁹ The city was also visited by Captain Lancaster and Miss Jessie Keith Millar in April 1928, the famous couple who had flown to Australia from England. Millar was the first woman to fly across the Bass Strait, landing in the Launceston suburb of Mowbray where she was greeted by a crowd of thousands.¹⁰

The requirement for an airport to service flights from the mainland gathered momentum from the mid-1920s. A turning point was the establishment, in 1927, of a Tasmanian branch of the Australian Aero Club by a group of Launceston residents led by former World War I pilots.¹¹ The Club's objectives were 'to promote civil aviation, to train pupils and to create an air sense in the minds of the people'.¹² It also began lobbying the Commonwealth Government to establish an aerodrome in the Launceston area.¹³ Captain Edgar Johnstone, the Federal Inspector of Aerodromes visited Launceston to investigate possible sites for Aero Club facilities in 1928.¹⁴

In May 1929, the Controller of Civil Aviation wrote to the Tasmanian Aero Club with news that a site had been selected.¹⁵ As reported in the press it was, 'situated about a quarter of a mile from Western Junction, between the railway line and the Evandale road. The class of country surrounding the site is particularly suited for flying, being un-timbered and mostly level'.¹⁶ The acquisition was completed by the end of 1929, and the development of the site was referred to the Public Works Committee.¹⁷ Parliament gave approval for works to begin in April 1930.¹⁸

2.2 Pre-airport history of Western Junction

Prior to European settlement, the setting of the airport would have been favourable for Aboriginal habitation, with rich hunting grounds and a number of sources of fresh water. It has been suggested that the site chosen in 1929 at Western Junction was previously occupied by Aboriginal people of the North Midlands tribe.¹⁹

By the 1830s, the site now occupied by the airport had been granted to three European settlers, Thomas Gee, John Sinclair and Joseph Kirkby.²⁰ The 1929 map of the Parish of Cornwall shows the properties around the Western Junction aerodrome granted to the three settlers (Figure 6). (A discussion of the potential for archaeological evidence at Launceston Airport relating to the tenure of these European settlers is at Chapter 5.)

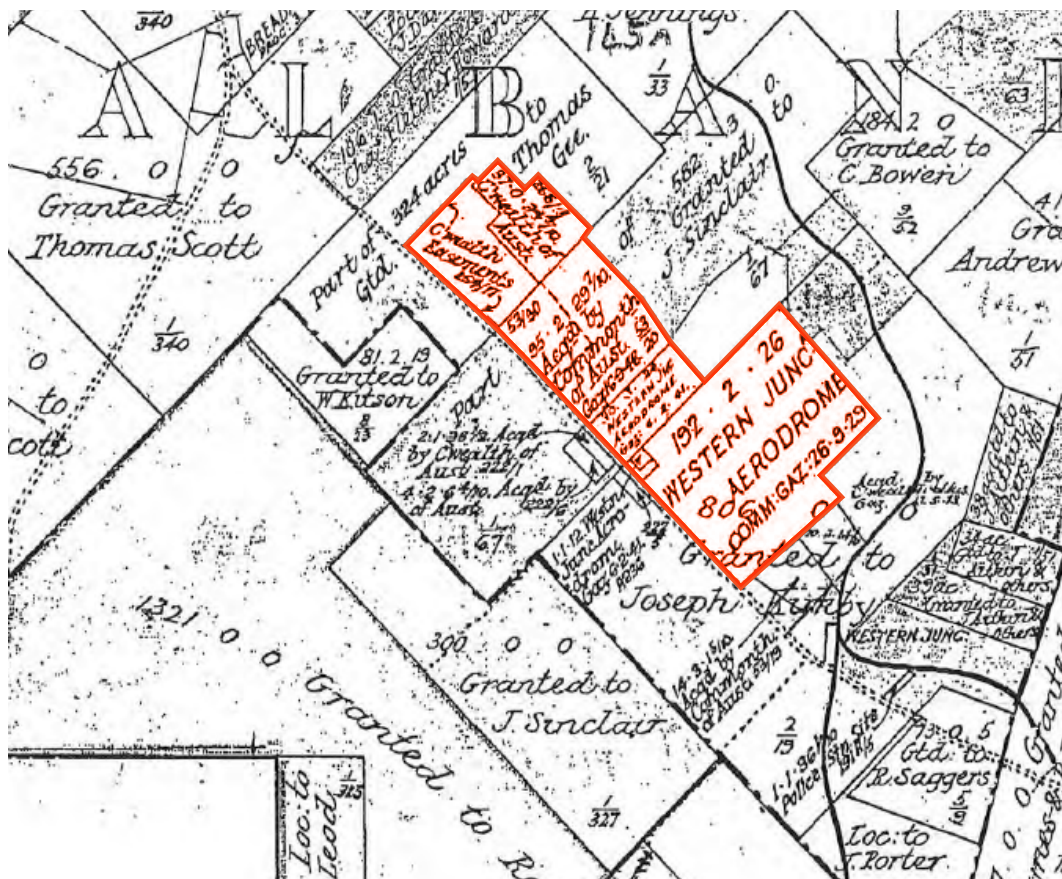
By the 1830s, the Aboriginal population had been considerably depleted, a consequence, in part, of conflict with European settlers arising because of different perceptions of concepts of property ownership.²¹

2.3 Western Junction Aerodrome, 1929

The all-over grass airfield at Western Junction was the first official aerodrome operated by the Civil Aviation Authority in Tasmania. The main entry was from Evandale Road, a short distance west of Launceston ATC tower no. 2.

Figure 6 Extract of Cornwall No. 3A plan, 1929: the area acquired by the Commonwealth for development of Western Junction Aerodrome is indicated.

Source Evandale Historical Society, in Launceston Airport Heritage Management Plan, GML, 2013, p.16



The Aero Club leased land for its use and built the clubhouse (demolished), which was located about 100 metres south of the present ATC tower.²² The club contributed to the early growth of the aviation industry in Tasmania, training 100 pilots by the end of the 1930s.²³

The first commercial aircraft arrived from Melbourne on 21 January 1931.²⁴ At the official opening of Western Junction Aerodrome on 28 February 1931, the Controller of Civil Aviation Lieutenant Colonel H C Brinsmead said, 'I can envisage the time when aeroplanes will leave twice or three times a day from mainland capitals for Launceston'.²⁵ The aspirations for the new airport were expressed in Parliament, with the acting Treasurer Mr. J. L. Madden imagining the city providing a 'pivot airport' for the state.²⁶

In March 1932, Holyman's Airways launched the first commercial air service in Tasmania, between Launceston and Flinders Island. The first aircraft flown on that service, a Desoutter single-engine biplane, was later installed in the passenger terminal built during the mid-1960s upgrade of the airport.²⁷

The next building to be constructed at the new airport was a hangar for a new company, Tasmanian Aerial Services. Now known as Hangar 17, it is the oldest surviving building at the airport (built in 1933).²⁸ The company changed names and eventually merged with other airlines to become Australian National Airways (ANA), which was Australia's largest airline before World War II.²⁹ ANA later merged with Ansett Transport and was renamed Ansett in 1968, until it closed in 2001.³⁰ Hangar 17 was used as the airport terminal until 1968, when it was superseded by new purpose-built facilities. It is presently in use as a distillery.³¹

2.4 Regional flight control, 1930s-90s

Launceston has a long history as a centre of air traffic and operations control, consistent with its strategic location on the south side of Bass Strait. The first aviation communications at Launceston were conducted using Aeradio transmission. A temporary Aeradio station was established in 1938 in response to a number of aircraft going missing over the Bass Strait crossing (Figure 7).³² This was replaced with a permanent station in 1939, which was part of a larger plan to build Aeradio stations along Australia's main air routes (Figure 7).³³

In the early-1950s, Launceston was established as the headquarters of the Flight Information Region (FIR) for Tasmania and southern half of the Bass Strait. From the early-1960s until the introduction of The Australian Advanced Air Traffic System (TAAATS) system for air traffic management at Melbourne Airport in the early-1990s, an Area Control Centre was based at Launceston Airport.³⁴ An Operational Control Centre, as well as Tasmania's primary Search and Rescue facility were also based at Launceston.³⁵

2.5 RAAF No. 7 Elementary Flying Training School, 1940-44

During World War II, the Western Junction Aerodrome was used by the RAAF as the No. 7 Elementary Flying Training School (7EFTS). The School was established on 29 August 1940. It was Tasmania's only RAAF flying base during the war and one of 12 training bases around Australia. By the end of 1944, more than 1,800 pilots had trained there.³⁶

Club flying was suspended during World War II and facilities at the aerodrome were expanded to accommodate the RAAF base (Figure 8).³⁷ The aerodrome itself was also extended. New buildings included: a regular arrangement of barrack huts to the north-west of the Aero Club and Hangar 17 (four modified huts remain at the airport); three Bellman hangars addressing the runway; a fourth Bellman hangar close to Hangar 17; an ATC tower (Figure 9); and a brick residence for officers constructed to the north of the entrance to the airport (now Building 105, see Figure 10).

The freestanding ATC tower was located airside to the north of the central hangar in the row of three addressing the runway (Figure 8). It was a standard RAAF model with an enclosed base surmounted by an open lattice-work frame and a small square cabin. The base and cabin were painted in yellow and black squares. The ATC tower was removed following the commissioning of Launceston ATC tower no. 2 in 1958.



Figure 7 Launceston Aeradio station viewed from airside: the tall mast at right is a Lorenz 33 MHz Radio Range

Source Civil Aviation Historical Society

Figure 8 Oblique aerial view of RAAF No.7 Elementary Flying Training School (part), early-1940s, looking south-west: Launceston ATC tower no. 1 is indicated

Source Tasmanian Aero Club

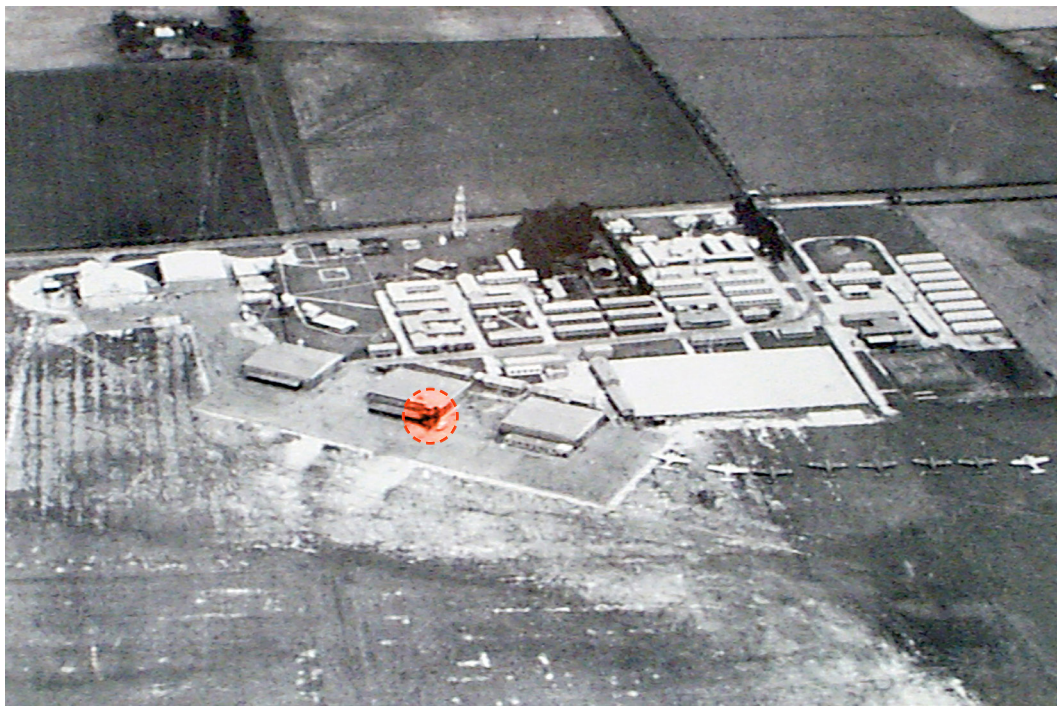


Figure 9 Launceston ATC tower no. 1, 1956

Source Tasmanian Aero Club (Lindsay Millar)





Figure 10 Officer's residence, built c. 1940: north-west and north-east elevations (pictured 2017)

2.6 Post-World War II developments, mid-1940s-1950s

Civil aviation at Western Junction resumed in 1946. At that time, facilities at the aerodrome amounted to an all-over grass strip for light aircraft and a sealed 1,158m-long runway. A second 1,585m-long runway was completed in 1949.³⁸

By 1951, most of the military buildings had been removed and the Aero Club, which was reactivated in late-1945, purchased a number of ex-RAAF Tiger moths to resume flying activities.³⁹ The club started providing emergency medical transport to remote parts of the state and a local branch of the Aviation Fire Rescue and Fire Fighting service was established in 1946.⁴⁰ The Holyman's Airways hangar (Hangar 17) was adapted for use as terminal for transiting passengers.⁴¹ The portable buildings and barrack huts that remained on site were also repurposed for on-going airport use, including the Air Traffic Control Centre (see Section 2.6.1).⁴²

Photographs of the airport in 1954, taken during a visit by HM Queen Elizabeth II and Prince Phillip, show the Aeradio station and a cluster of wartime buildings (Figure 11). There were no formal upgrades to the airport for the royal visit.

One notable change during this period was the re-naming of Western Junction Aerodrome as Launceston Airport in 1953.⁴³

Figure 11 HM Queen Elizabeth II and Prince Philip airside at Launceston Airport with Aeradio facilities visible behind, 1954

Source Archives Office of Tasmania, AB713/1/2856



2.6.1 Air Traffic Control tower, 1958

The only major new buildings completed at Launceston Airport between the mid-1940s and the end of the 1950s was the new ATC tower, a steel-framed structure originally clad in asbestos cement sheeting.⁴⁴

The ATC tower was designed in 1955 and constructed between 1956 and 1958. A photograph dated 9 May 1957 shows the building under construction, with World War II era timber structures to the east (Figure 12, Figure 13 and Figure 14). These huts, which had been demolished by the late-1970s, were re-purposed to house the Air Traffic Control Centre, Aeradio, pilot briefings and the like. The new tower was connected to these buildings by way of an enclosed walkway, part of which survives (Figure 15, see also Chapter 3).

Notable changes to the ATC tower over time include the replacement of the original cladding and an extension of the equipment room to the south in the 1960s, to accommodate a systems upgrade including new amplifiers.⁴⁵ The frame of the present console is an original element, although significantly modified (Figure 16).



Figure 12 Launceston ATC tower under construction, 9 May 1957: the Air Traffic Control Centre to the right of picture was a former 7EFTS building

Source Civil Aviation Historical Society

Figure 13 Block plan of the Control Tower and the Air Traffic Control Centre

Source Commonwealth Department of Works drawing, February 1955, AVA 7881 2

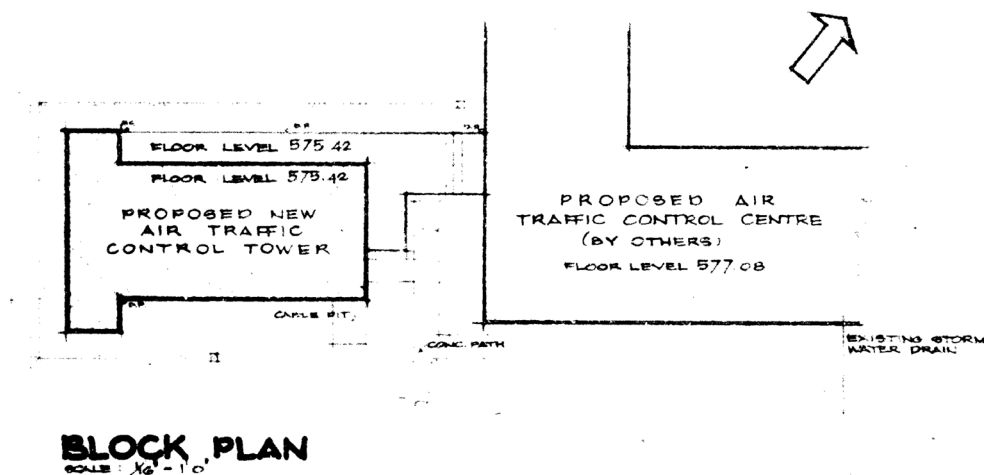


Figure 14 Launceston ATC tower, late-1950s, north-east (part) and south-east elevations

Source Civil Aviation Historical Society





Figure 15 Launceston ATC tower, late-1970s, north-east and north-west elevations: the skillion-roofed enclosed corridor in the foreground is a remnant of the link to the Control Centre

Source Civil Aviation Historical Society



Figure 16 Ex-RAAF pilot David Cobain, air traffic controller at Launceston Airport, 1968

Source National Archives of Australia, A12111, 1/1968/16/47

2.7 Airport upgrades, 1960s

Discussions about upgrading Launceston Airport to meet the demands of the ‘jet age’ began in the early 1960s.⁴⁶ The driver was an increase in passenger numbers and air movements.⁴⁷ By the early 1960s, Launceston was the sixth-busiest airport in Australia with more than 127,000 passengers per year, and the third busiest for freight movements.⁴⁸

In 1962, the Commonwealth Government announced the redevelopment of facilities at Launceston Airport at a cost of more than £1 million.⁴⁹ Works completed during the 1960s resulted in a wholesale reconfiguration of the airport, with the main entry and terminal located approximately 500 metres north-west of the former entry, adjacent to the officer’s quarters. The upgrade also delivered new aprons, taxi-ways, roads and car parks.

Construction of a new passenger terminal began in 1965; the new facility was opened by Senator Denham Henty (1909-1978), the Minister for Civil Aviation, on 29 October 1966.⁵⁰ The new terminal was designed by the Commonwealth Department of Public Works and landscaping was undertaken by Meryn Twynham Davis (Figure 17). The importance of landscaping was noted in the Public Works Committee Report in 1963, stating that the tradition of tree planting by the RAAF should continue on site.⁵¹

Reflecting Launceston’s status as a regional centre for flight control, as well as the centre of the Department of Civil Aviation’s (DCA) air traffic control network for Tasmania and the area of Bass Strait south of the fortieth parallel, a major complex of Department of Civil Aviation facilities was constructed at the airport during the mid-1960s. The secure DCA compound, located to the north-west of the ATC tower, comprised a number of generally single-storey red brick buildings around a central grassed area (Figure 18). The facilities included navigation equipment, a flight services unit, workshops, power house, stores and a new fire station (Figure 19).



Figure 17 The new terminal at Launceston Airport, 1971

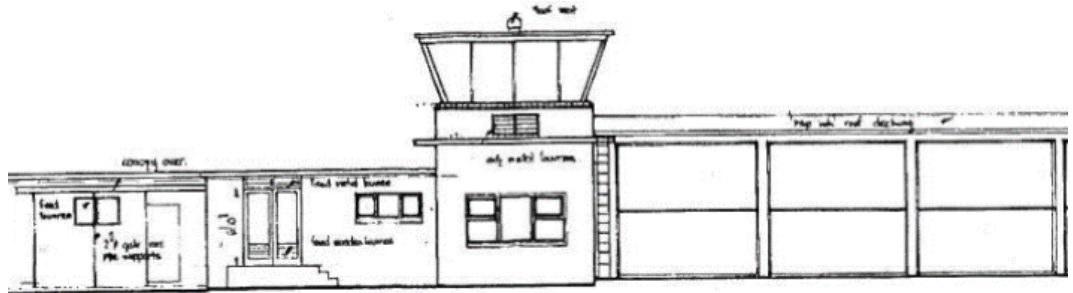
Source State Library of Victoria, H42449/270



Figure 18 Complex of Department of Civil Aviation facilities as seen from the walkway at Launceston ATC tower no. 2 (pictured 2017)

Figure 19 Launceston
ARFFS Fire Station, north-west
elevation (part): built 1962

Source Commonwealth
Department of Transport
drawing, August 1971 MS
1360



2.8 Changes to the airport after 1970

In the 1970s, the Commonwealth Government Department of Transport proposed that ownership of the airport could be taken over by the Launceston Municipal Council.⁵² The proposal was rejected and in 1981, Launceston Airport celebrated its 50 year anniversary as a government operated airport. Subsequent developments at the airport include upgrading the runway to accommodate Boeing 727s in 1982, at a cost of \$1 million.⁵³

In the late 1980s, a national strategy to manage 17 of Australia's major airports was introduced by the Commonwealth Government, with the ownership of Launceston Airport transferred from the Commonwealth Department of Aviation to the Federal Airports Corporation (FAC) on 1 January 1988.⁵⁴ Ten years later, the privatisation of Australian airports saw the lease for Launceston purchased by Australia Pacific Airports (Launceston) Pty Ltd in May 1998.⁵⁵

2.8.1 ATC tower at risk

A review of the cost-benefit ratio of 11 Australian airports in 1990 considered the viability of the ATC towers at Launceston and Hobart airports.⁵⁶ It determined that airports not managing a high volume of traffic were at risk of losing their tower. As Launceston's traffic was found to be higher than Hobart's, it was determined to be safe from closure.⁵⁷

Another review in 1991 recommended reducing the manning hours at the ATC towers at both Hobart and Launceston as a cost-saving measure.⁵⁸ The proposal included limiting the tower's operations to midnight every day, rather than operating 24 hours a day.

Since it was privatised, patronage of Launceston Airport has grown from half a million passengers to 1.2 million per year.⁵⁹ Forecasts estimate that this will increase to 2.5 million by 2035.⁶⁰

3.0 PHYSICAL ANALYSIS

The following provides a description of Launceston ATC tower no. 2 as it exists today (2018). A key objective of the physical analysis is to identify alterations to the building as commissioned in 1958.

A site visit was conducted on 14 November 2017. With the exception of the cabin roof, all areas of the building were accessed. Content relating to the cabin roof in the following is based on a site visit undertaken by Lovell Chen staff on 9 May 2008.

Documentation referenced in the preparation of this analysis included historic photography (as reproduced below and in Chapter 2) and the following architectural drawings:

- Commonwealth of Australia Department of Works, Victoria and Tasmania Branch:
 - › Elevations and plans, 1955 (precise date unclear)
 - › Sections and block plan (precise date unclear)
 - › Details, including a typical section through a trap door, a cable pit plan and a detail of 'G' as at drawing VA 7823, February 1955
- Airservices Australia
 - › Floor plans, 17 October 1996

Copies of these drawings are included at Appendix B. Also referenced was a Hazardous Building Materials Survey report, prepared by JTS Health, Safety & Noise Specialists, May 2013.

3.1 Summary site description

Launceston ATC tower no. 2 is located approximately 500m south of the existing terminal, close to Evandale Road at the west of the airport. Vehicular access to the tower reserve is from Evandale Road. This was the main entry to the airport prior to the major redevelopment of the 1960s.

At the time of its construction (1956-58), the ATC tower formed part of the airport's main building complex, including the original Aero Club facilities (demolished), Hangar 17 (extant) and the quarters for officers of 7ELTS (extant). This area is now used for general aviation and commercial purposes.

As noted in Chapter 2, the tower was located directly west of a World War II-era timber building, which was adapted for use as the Air Traffic Control Centre. This building had been removed by the late-1970s. The red brick officer's quarters located nearby to the west survives as a remnant of the airport's World War II operation (Figure 20).

A discussion of archaeological potential within the Airservices reserve related to the pastoral uses of the site from the 1830s to the 1920s is at Chapter 5.

3.2 Airservices reserve

Launceston ATC tower no. 2 is located on an 890-square-metre landside reserve that is leased from APAL by Airservices. The land slopes down from the west towards the runways and apron.

The control tower is the only building within the Airservices reserve. It is enclosed by a chain link fence surmounted by barbed wire (Figure 20). The secure entry is adjacent to an at-grade asphalt parking area (Figure 21).

Figure 20 Launceston
ATC tower no. 2, north-
east elevation: the officer's
quarters is visible to the
left and the operations and
services complex is to the right



Figure 21 Entry to the ATC
tower compound



3.3 Exterior

Launceston ATC tower no. 2 comprises an octagonal cabin on top of an asymmetrical steel-framed two-storey base building sheathed in corrugated Colorbond – the cabin roof is 12 metres above ground level. This is the building's third cladding system, following the original corrugated asbestos cement sheeting and later ribbed sheet steel. The cabin is raised on a partly chamfered and partly square duct and service drum. On three sides, an observation deck cantilevers from the flat roof of the base building.

Planning: As built, Launceston ATC tower no. 2 was 'T' shaped in plan, with the equipment room forming the stem, and the staircase and amenities accommodated in a broader bay at the south-west. This arrangement remains legible, although a 1960s extension to the south side of the equipment room has compromised the clarity of the plan. The entry is at the north-east of the tower. An enclosed walkway along the north-west side of the building provides access to the stairwell. This unusual arrangement is likely to have a response to the presence of the Air Traffic Control Centre in World War II-era buildings to the north-east of the tower.

North-east elevation: At ground level, the north-east elevation comprises three distinct volumes: a modern pitched-roof entrance canopy in the foreground; the original skillion-roofed switch room behind; and a 1960s-era extension to the equipment room to the south-east (see Figure 26 and Figure 27). This extension resulted in the truncation of the original north-east-facing strip window at the south end of the stairwell bay. At the first-floor level, a large timber-framed window runs almost the full width of the building, with internal bracing visible through the glass.

South-west elevation: The south-west elevation is a windowless expanse of corrugated Colorbond. A modern escape stair with steel safety hoops is attached to the east. This elevation is otherwise essentially intact as built, albeit with the cladding having been replaced (Figure 24 and Figure 25).

South-east elevation: As built, the south-east elevation comprised a projecting bay at the south end, with a longer recess featuring a strip window at head height to the north (Figure 24). A doorway provided access to the equipment room, next to a fixed vertical escape ladder. As existing, a single-storey extension has been built into the recess, with a strip window punctuated by two chimney flues and air conditioning units (Figure 25). There are two window openings to the projecting bay: the upper section of the north-east-facing casement window which originally extended over two levels; and a modern opening to the south.

North-west elevation: The north-west elevation comprises the single-storey, skillion-roofed walkway enclosure in the foreground, flush with the stairwell bay at the west end. The upper section of the electrical room is aligned with the base of the tower. The enclosed walkway is an original element, which was built as a means of connecting the building to the Control Centre located in the World War II-era timber building to the north-east (Figure 26). The walkway originally featured four window openings. As existing, there are two window openings to the north. A strip of three windows to the toilets in the upper section of the staircase bay at the west end of the building have been replaced with vent flues (Figure 27).

Figure 22 Left: North-east elevation as built; Right: North-east elevation, 2017

Source Left, Airservices Australia, drawing dated February 1955

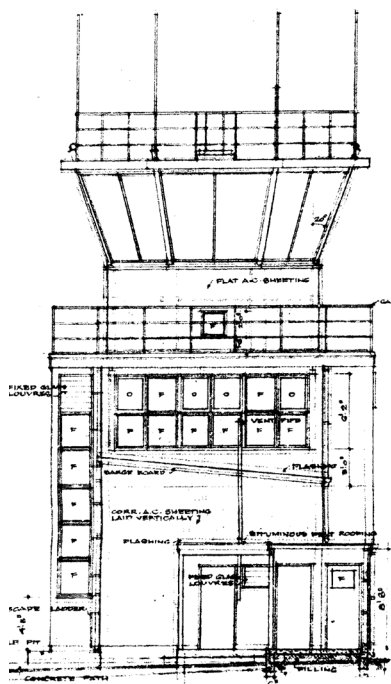
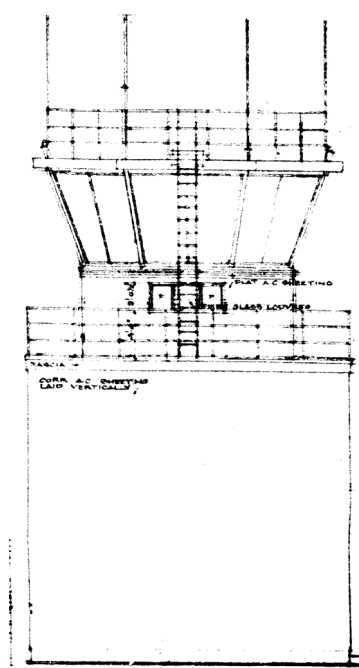


Figure 23 Left: South-west elevation as built; Right: South-west elevation, 2017

Source Left, Airservices Australia, drawing dated February 1955



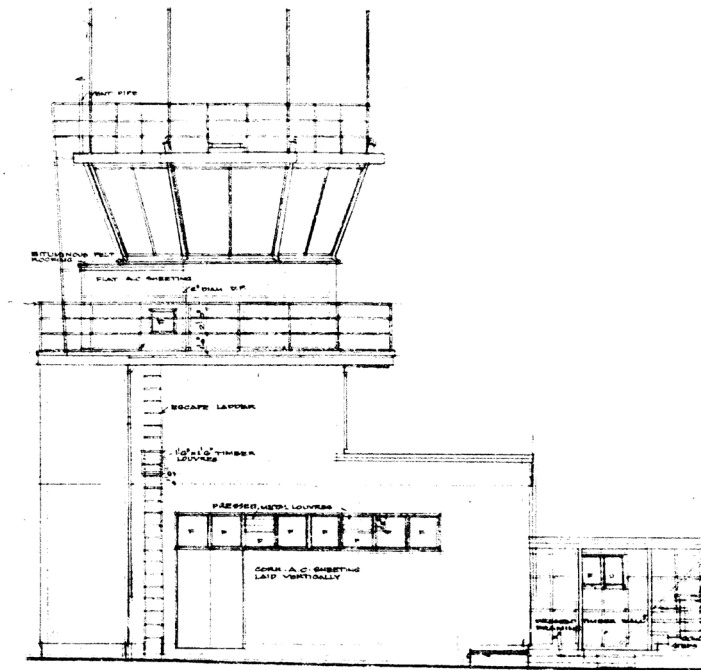


Figure 24 South-east elevation as built

Source Left, Commonwealth Department of Works drawing, February 1955



Figure 25 South-east elevation, 2017

Figure 26 North-west elevation, as built

Source Left,
Commonwealth Department
of Works drawing, February
1955

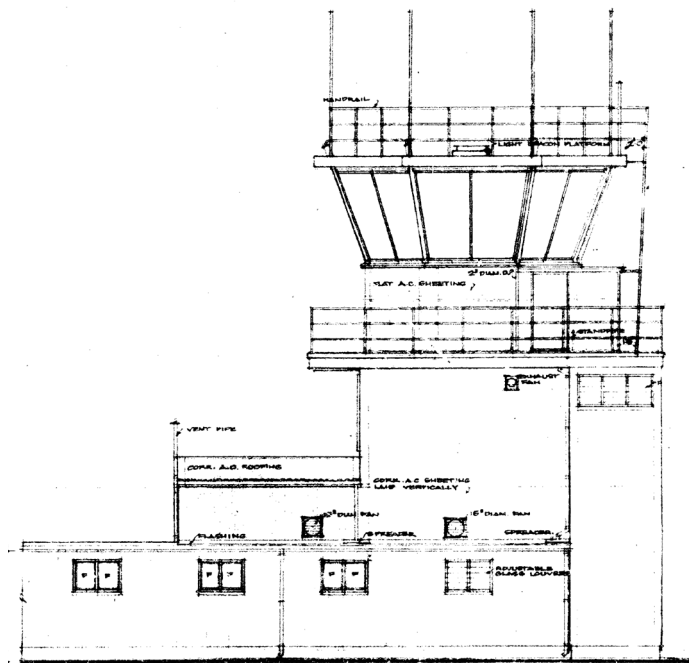


Figure 27 North-west elevation, 2017





Figure 28 The roof of the ATC cabin (pictured in 2009)

Cabin and walkway: The walkway around the duct and service drum is an aluminium grille, in place of the original duck board. The steel pipe balustrades and ladder to the cabin roof are original. The doorway to the walkway features an improvised sheet metal weather shield. To the north-east of the walkway, freestanding air conditioning units stand either side of the original window opening to the duct and service drum. An original three-bay window opening is extant to the south-west.

The cabin roof is modern box profile sheet metal. The rotating light beacon stands on a pedestal clad in bituminous felt (Figure 28).

3.4 Interior

The following provides a description of the ATC tower interior, with an emphasis on the key operational spaces, notably the equipment room (as extended) and the control tower cabin. The interior has been subject to some alterations over time. However, evidence remains of the original planning and details. Finishes throughout are hardwearing and utilitarian. The colour scheme is cream, including walls, doors, skirting boards, cornices and door frames. A number of the light switches are original.

3.4.1 Ground floor

As noted, the main entry to the ATC tower is at the north end of the north-west elevation (Figure 29). The existing gable roofed entry enclosure is a replacement of the skillion-roofed original and provides access to the ground level passageway (Figure 30), a WC and an entry to the switch room.

The equipment is today a single large volume. The partition wall to the original Switch Room at the north-east of the space, has been removed and the equipment room itself was extended in the 1960s to accommodate a systems upgrade. Original features of this new enlarged space include equipment racks, cooling and extractor fans and sections of the marble-effect lino (Figure 31). The under-stair store to the south is intact.

The staircase has a modern treatment of timber risers and black vinyl treads. The timber balustrades are modern replacements of the originals. The store for carbon dioxide cylinders, accessed from the staircase, is now used as a cleaner's cupboard and has been fitted with a modern metal roller door.

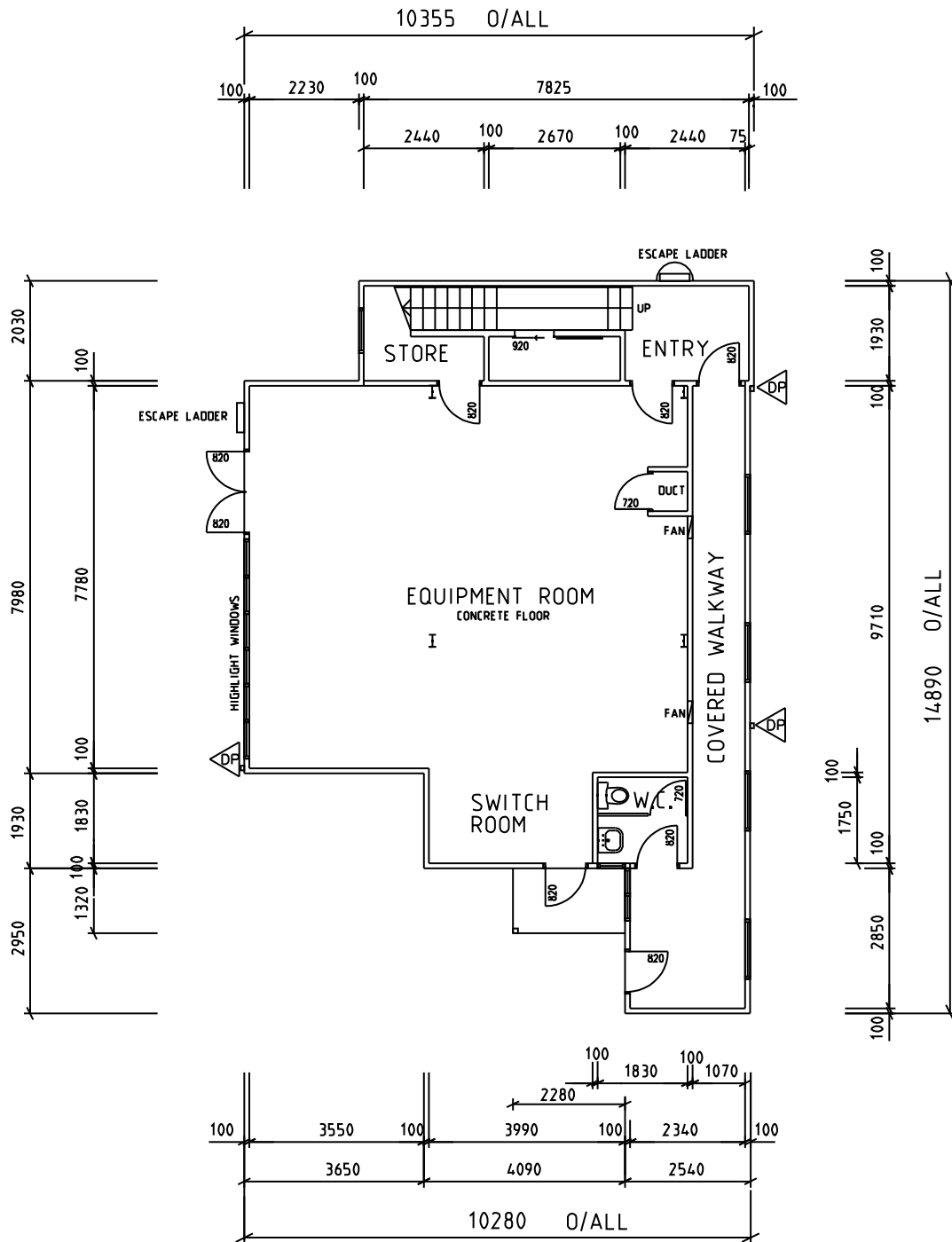


Figure 29 Ground floor plan

Source Aircservices
Australia, MR 40100010 Sheet
001, 17 October 1996

Figure 30 Walkway at the north-west of the building: view looking north-east towards the entry



Figure 31 The equipment room: the extension is to the right



3.4.2 First floor

On the first floor, the original amenities room has been subdivided into two spaces with a lightweight partition wall and the plant room has been re-purposed as an office. Relating to this new use, a window has been introduced to the south-west wall. A partition wall between the plant and amenities rooms, with highlights above, is extant and the large timber-framed window to the north-east elevation is original, including latches. Another change on this level is the adaption of the WC to accommodate a shower and WC. The timber floors of all spaces are carpeted.

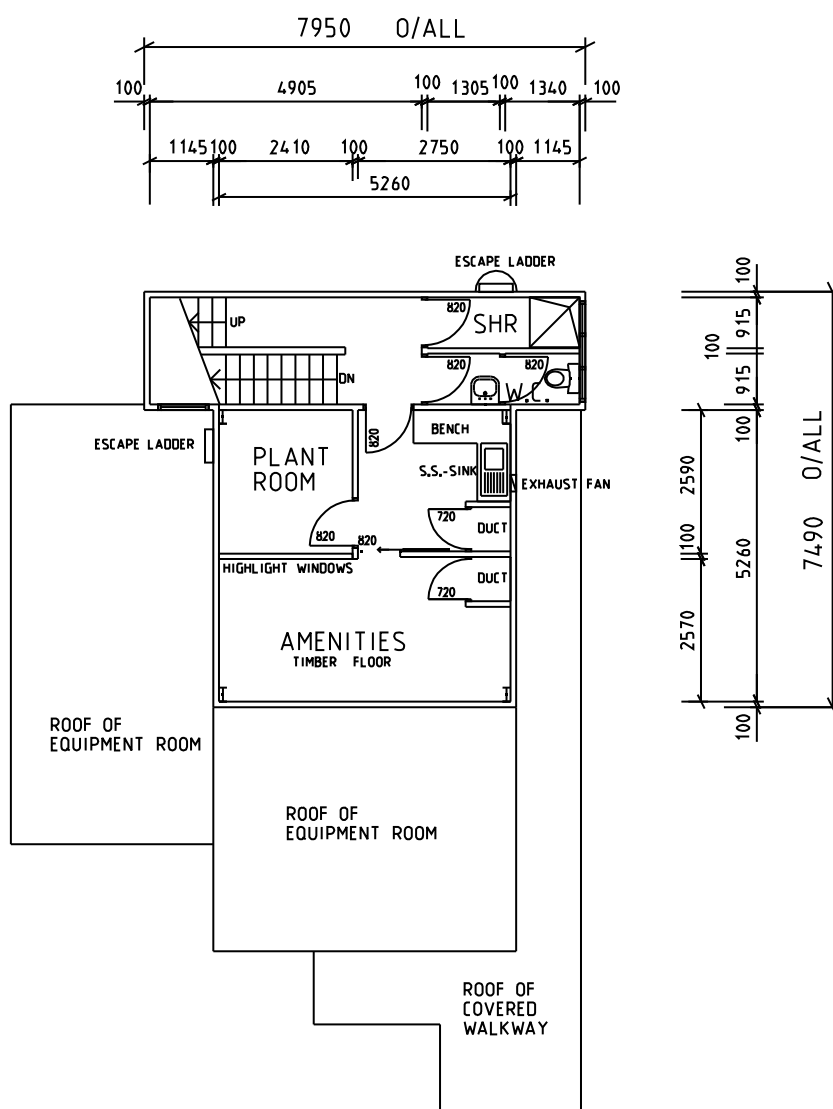


Figure 32 First floor plan

Source Airservices
Australia, MR 40100010 Sheet
001, 17 October 1996

Figure 33 The plant room has been re-purposed as an office



Figure 34 Timber-framed window to the north-east elevation



3.4.3 ‘Dwarf’ room (duct and service level)

The half-height duct and service space is accessed through an opening at the base of the stairs to the cabin – the height explains the use of the term ‘dwarf’ to describe the space (Figure 35). The floor of the space is timber. Windows to the north-east and east provide generous natural light (Figure 36).

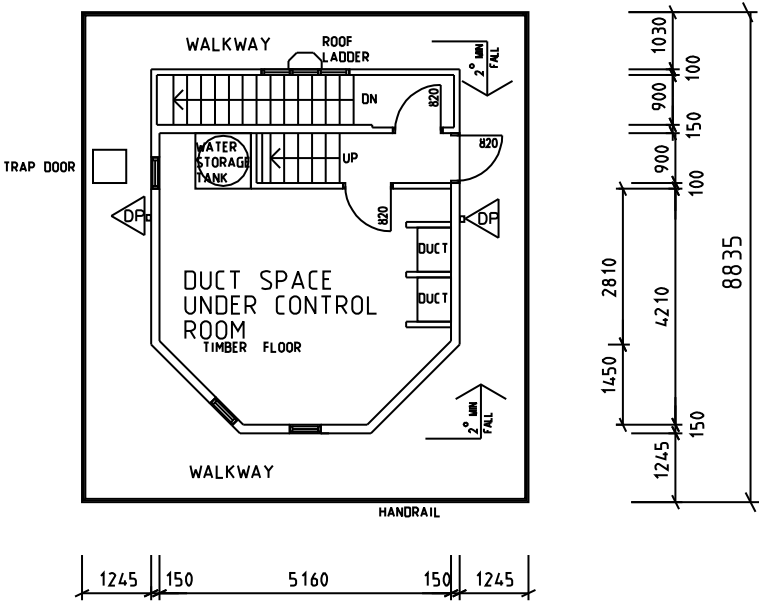


Figure 35 Walkway plan
Source Airservices
Australia, MR 40100010 Sheet
001, 17 October 1996



Figure 36 Dwarf room,
looking north-east

3.4.4 Cabin

The control cabin is remarkably intact (Figure 37). Large sections of the original perforated metal wall lining are extant, as is the ceiling treatment of perforated black acoustic tiles (Figure 38). Roller blinds to the single-glazed windows have replaced the original Perspex sunscreen, although the circular track of the latter has not been removed. The strip light over the console is original.

The console faces east, with the sealed runway and two grass runways in the foreground, and Mt Arthur, Mt Barrow and Ben Lomond in the distance – a remote Very High Frequency (VHF) site at Mt Barrow is linked to the ATC tower's equipment room. The frame of the console is original, although it has been raised, extended and otherwise adapted during 60 years of service (Figure 39).

Three air vents to the north-east, north-west and south-east of the cabin are extant, and still in use. There are also two ceiling-mounted air conditioning units. The canted steel window frames are also original, fitted with thick single sheets of glass.

Alterations include the introduction of modern cabinetry to the south-west of the cabin (Figure 40).

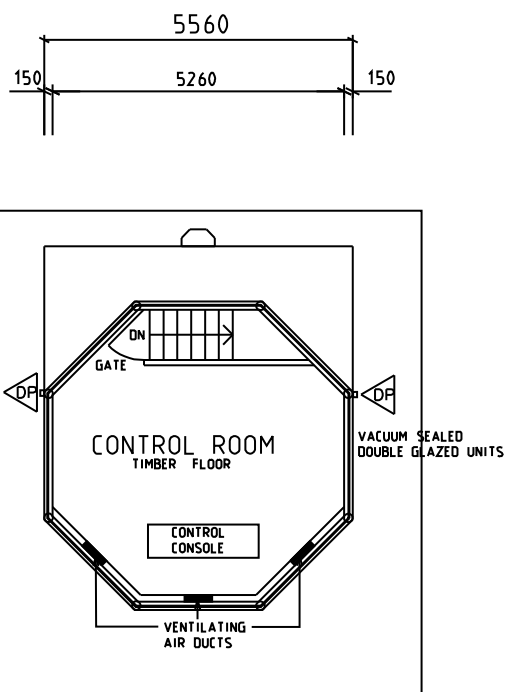


Figure 37 Cabin plan

Source Airservices
Australia, MR 40100010 Sheet
001, 17 October 1996

Figure 38 Cabin roof



Figure 39 Console, part



Figure 40 Cabinetry to the south-west of the cabin



3.5 Views

The ATC tower is isolated from the main building complex at Launceston Airport – as mentioned, it is approximately 500m south of terminal. It forms part of a grouping of pre-1960s buildings at the southern end of the present airport. These buildings, including Hangar 17 and officer's residence, are architecturally and aesthetically diverse, reflecting their distinct historic and operational origins.

Within its setting, the ATC tower is visually distinctive, in large part because of its octagonal cabin. The building is also visible from Evandale Road (approximately 60m to the west) but its height (approximately 12.2 metres to the cabin roof) is not such that it exerts a dominant visual presence within the airport or in views to it (Figure 41 and Figure 42).



Figure 41 View looking south-east along Evandale Road: the ATC tower is visible in the centre

Source www.nearmap.com, accessed 15 August 2018



Figure 42 View looking north-west along Evandale Road: the ATC tower is visible in the centre

Source www.nearmap.com, accessed 15 August 2018

4.0 ASSESSMENT OF SIGNIFICANCE

This chapter provides an assessment of Launceston ATC tower no. 2 against the Commonwealth Heritage criteria. The assessment (Section 4.2) draws on evidence presented in chapters 2 and 3, and the comparative analysis (Section 4.1). A Statement of Significance is at Section 4.3.

4.1 Comparative analysis

The following considers Launceston ATC tower no. 2 in the context of control towers since the 1920s. It draws on the typological study of ATC towers in Australia and overseas prepared by Lovell Chen as part of the Stage 2 *National Control Towers Heritage Assessment* (2007-09).

4.1.1 ATC tower development in Australia (1920s-1990s)

The first ATC towers were square timber structures raised slightly off the ground. Contact with aircraft was purely visual, through devices including flags, flares and cane spheres mounted on a rooftop flagstaff. Towers of this type were introduced in Australia from the mid-1920s and remained prevalent well into the 1940s. RAAF towers of the World War II era, including the first ATC tower at Western Junction Aerodrome (see Chapter 2), were variations of this model (Figure 43).

Following a review of air safety regulations and procedures in 1938, Australia's first standardised control tower model, the Integrated Operations and Administration building (Ops & Admin Buildings), was developed. This was based on overseas precedents (notably the United States, see Figure 44) and comprised a three-storey Streamlined Moderne building with the air traffic control cabin on the roof. The small flat-roofed cabins featured steel-framed windows with curved windows facing the apron, and although they were fitted with radio facilities, communication with aircraft was still almost exclusively visual. Three of these Ops & Admin facilities were built in Australia, at Parafield Aerodrome (Adelaide, Figure 45), Archerfield Aerodrome (Brisbane), and Mascot (Sydney). Others were planned for Cambridge Aerodrome (Hobart), Essendon (Melbourne) and Maylands (Perth), but were not constructed because of the outbreak of World War II.



Figure 43 ATC tower and ARFF Fire Station at Mangalore RAAF base, Victoria, 1940s: the first tower at Launceston Airport was of comparable form and construction

Source Civil Aviation Historical Society

Figure 44 Airside elevation of the administration building and control tower at Newark Airport, New Jersey, USA, during demolition: the building was completed in 1934

Source Historic American Building Survey





Figure 45 Airside elevation
of Parafield (Adelaide)
Operations and Administration
Building, 1940, during
construction

Source Civil Aviation
Historical Society

Efforts to establish international air traffic control regulations were initiated in the post-World War II period. In Australia, a number of approaches were trialled in the design of control towers, including the use of different construction materials and tower forms. By the early-1950s, a standard control tower format had emerged. It consisted of a square base, typically of between two and four storeys, below a perimeter walkway, also in reinforced concrete, around an octagonal cabin with sloping glass panels fixed in steel mullions. Depending on the nature of the airport, the cabins were fitted with two, three or four-person consoles, and featured a range of noise abatement and cooling devices. Towers of this type were constructed in Sydney (commissioned 1953), Melbourne (Essendon, 1956), Adelaide (1957), Hobart (1958), Launceston (1958 – the subject property), Darwin (1959), Brisbane (1959, see Figure 46) and Tamworth (1959) – see Section 4.1.2.

The 1960s was a period of continuing advances in the size and speed of aircraft and affordability of air travel. During this period the number of airports with control towers increased dramatically, and there were also considerable improvements in terms of the equipment used to manage aircraft. However, the control towers themselves barely changed from the format of the 1950s. Towers based on this model, but refined and improved over time, continued to be built throughout Australia until into the 1970s.

From the late 1960s a standardised low-cost tower, comprising an exposed steel frame base in a triangular plan and small single-glazed cabins, was introduced generally (but not exclusively) at general aviation or secondary airports (Figure 47). Until the late-1980s, this model of low-cost, perimeter-frame tower, with minor refinements and modifications, was constructed at airports across the country and may be the most widely built control tower type in Australia.

Figure 46 Brisbane ATC tower, commissioned in 1959, viewed from landside

Source Civil Aviation Historical Society





Figure 47 ATC tower at
Avalon Airport, Victoria, 1980s

Source Civil Aviation
Historical Society

The other tower type introduced in Australia in the late 1960s was the column tower. The first built example was at Melbourne (Tullamarine) in 1969 (Figure 48). Column towers comprise an integrated cabin and services pod on top of a slender concrete column, typically in the order of 50m in height. The unprecedented height of the columns towers required a new approach to the physical relationship between the ATC cabin and the equipment required for its operation. Proximity of radio, audio and other systems was required to ensure reliable feeds and signals, which had not presented a problem in lower, earlier towers. The new column towers resolved this issue by dividing the equipment that services the cabin into two sections: the main equipment room at ground level, and a subsidiary equipment space immediately below the cabin.

Later column towers in Australia, in Perth (commissioned in 1986) and Brisbane (1988) were taller and more sculptural than the Melbourne tower, however, later towers including Cairns (1990), Coolangatta (1990) and they were generally composed of broad cylinders housing services/amenities and cabins positioned on top of slender columns, more like the Melbourne tower.

In more recent times, in terms of their external form, control towers have generally followed the Melbourne model established in the late-1960s. But since the mid-1990s, perhaps led by Sydney ATC tower no. 5 (1995) – a cable-stayed structure designed as a landmark by architect Ken Woolley – there has been a marked international trend in the design of control towers as conspicuous civic markers/landmarks by prominent architects.

Figure 48 The Melbourne (Tullamarine) ATC tower, late-1960s

Source Civil Aviation Historical Society



4.1.1 Australian control towers of the 1950s

Developments in radio and navigation systems and in the speed of aircraft were accelerated enormously by World War II. The volume of air traffic also increased exponentially following the war.

As noted, the requirement for international standards to regulate civil aviation had been recognised before the end of the conflict. The Convention on International Civil Aviation was held in Chicago at the end of 1944 and resulted in the establishment of the (Provisional) International Civil Aviation Organisation (ICAO) directed at the regulation of civil aviation and air navigation in particular with the ultimate ambition of improving safety standards. Article 28 of the convention required contracting States to undertake, 'as far as it may find practicable':

- d) [The provision] in its territory, airports, radio services, meteorological services and other air navigation facilities to facilitate international air navigation, in accordance with the standards and practices recommended or established from time to time, pursuant to this Convention;
- e) [The adoption] of the appropriate standard systems of communications procedure, codes, markings, signals, lighting and other operational practices and rules which may be recommended or established from time to time pursuant to this Convention;
- f) [Collaboration] in international measures to secure the publication of aeronautical maps and charts in accordance with standard which may be recommended or established from time to time, pursuant to this Convention.⁶¹

The implications for control towers of the post-war civil aviation environment were multiple. Two of the most significant factors were the introduction of standardised communications, navigation and signalling systems which demanded sizeable storage spaces for equipment and power houses; and the increasing speed of aircraft, which demanded larger airstrips and taller control towers. Post-World War II control towers had also become free-standing elements within airport complexes, and often the tallest (2-4-storey towers typically being c. 15-20m-high to their cabin roofs). The plan form and appearance of control cabins also fell into a pattern during this period: they were typically octagonal with canted windows and raised on a half-height drum which housed crawl spaces for circuitry access, cooling and radio equipment.

The use of forward slanted windows in control towers evolved from airplanes, such as the Stinson Trimotor and the Boeing 247, in which the problem of window reflections interfering with airfield views had been tackled by the introduction of slanted windows in the 1930s. Outward-leaning window frames also allowed a pin-jointing linkage to the roof, which could be a lightweight canopy or a hollow-ceiling cantilever in which columns could be omitted. This arrangement later became almost universal in control towers. Because of the window slant the cabin volume in this type lent itself either to a mitred tapering square, a chamfered square with triangular corner windows mounted on their apexes, or a tapered octagon. This system had the added advantage of allowing a large window area but presenting virtually no window surface to high angle sunlight, countering the hothouse effect of glass-topped control towers.

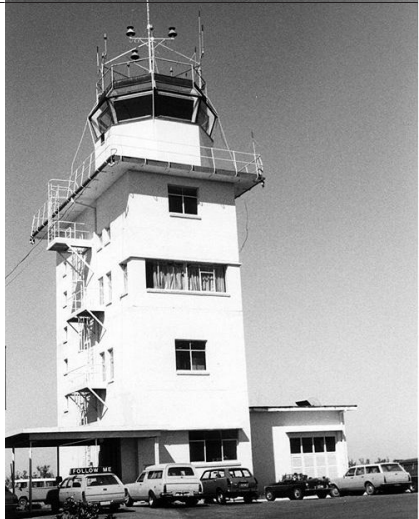
In Australia, the Department of Civil Aviation (DCA) was working on a standard approach to the design of control towers from at least 1948.⁶² Between 1952 and 1959 at least eight new towers were constructed in Australia, at Sydney (commissioned 1953), Essendon (1956), Adelaide (1957), Launceston (1958), Hobart (1958), Darwin (1959), Brisbane (1959) and Tamworth (1959).⁶³ With the exception of Adelaide, which was a late version of the integrated tower and terminal type, these towers were of between two and four storeys. Some were surmounted by service/duct drums with walkways around, with the cabins on top, such as Essendon and Sydney. Others featured cantilevered walkways around the service/duct drums, as at Launceston, Hobart, Tamworth and Brisbane. Structural systems and materials used in these early towers also varied. The *Civil Aviation Journal* in 1951 noted that that the standard design of the towers for Essendon, Sydney and Brisbane was originally designed for brick construction but that these towers would instead be clad with fibro-cement sheeting. Essendon and Brisbane followed this model, although Sydney was clad in brick (the Sydney tower was integrated with a fire station). The remaining control towers, Hobart, Adelaide, Darwin and Tamworth were all either brick or fibro-cement sheet clad, while Launceston was originally clad corrugated asbestos cement sheeting (see Table 3).

The service block surmounted by control cabin type endured as the international standard in ATC tower design for over 20 years, from the immediate aftermath of World War II to the early 1970s. Over this period it was refined and revised, but the essential composition of a square base tower (2-4 storeys) in reinforced concrete typically with a face brick cladding below a rectangular cantilevered walkway around an octagonal cabin remained largely unchanged.

Table 3 Australian control towers of the 1950s (excluding Launceston): the source for all images in the table below is the Civil Aviation Historical Society

Tower	Description	Photograph
Sydney ATC tower no.3 (1953) <i>Demolished</i>	In 1951 it was announced that Sydney (Mascot) as well as Brisbane (Eagle Farm) and Melbourne (Essendon) were to receive a new standard form of control tower.⁶⁴ Sydney ATC tower no. 3, the first of the three identified towers to be completed, was commissioned on 2 November 1953. The Sydney no. 3 was constructed at the intersection of the runways and incorporated the airport fire station. The tower stood at approximately 16 metres in height and was clad in brick. The lower floors housed equipment rooms, an amenities area and offices, as well as a diesel generator on the ground floor which provided emergency power. Early innovations in the Sydney tower included the use of double-thick glass windows with an intervening layer of dry air to prevent the glass from misting and angling the windows at 21 degrees to eliminate reflections in the glass at night.⁶⁵	

Tower	Description	Photograph
Essendon ATC tower no.3 (1956)	Essendon was the second of the three towers announced in 1951 to be built. Construction commenced in 1954 and the tower was commissioned in October 1956. As erected, the new tower comprised a square three-storey base building, clad in asbestos cement sheeting, surmounted by cabin in the form of an elongated octagonal. The cabin was raised on a duct and service drum positioned on top of the roof of the base building, which formed a walkway around the drum. In 1959, the first radar designed for civil aviation use in Australia was installed in the cabin. The radar display had a range of 30-40 nautical miles, and was located within a small dark room behind the console. Its use virtually doubled the number of aircraft arrivals at Essendon Airport.⁶⁶ Following the construction of airports at Tullamarine and Moorabbin by 1971 Essendon's future was uncertain. In 2001 the continued use of the site for aviation was assured when the site was purchased on a 99-year lease. Sections of the site have been developed for office and commercial use as part of a mixed-use precinct and the airport infrastructure has been upgraded.	
Adelaide ATC tower no. 2 (1957) <i>Demolished</i>	A new main airport in Adelaide (at West Beach) opened to regular services in 1955, replacing the earlier Parafield aerodrome. There was a rush to finish a temporary control tower prior to the opening of the airport⁶⁷, and this temporary control tower remained in use until 1957 when it was replaced by Adelaide ATC tower no. 2 (right). This tower was unusual in the context of the 1950s group as it was integrated into the terminal building. The Adelaide control tower remained in use until it was replaced by a new tower in 1982. A new passenger terminal was constructed in 2006 and the 1957 terminal and tower were demolished in 2008.⁶⁸	

Tower	Description	Photograph
Hobart (1958)	Construction began on a new airport in Hobart in 1949, although the airport was not operational until June 1956. At that time, the terminal building and control tower were still under construction. Until the new control tower was completed in 1958, air traffic control was managed from the earlier Cambridge Aerodrome (developed from 1936 and located two kilometres west of the existing Hobart airport). The Hobart control tower comprises an octagonal cabin on top of an asymmetrical two-storey red brick base building. The cabin is raised on a partly chamfered and partly square duct and service drum. The control tower remains in use and is largely intact to its original construction.	
Darwin ATC tower (1959) <i>Demolished</i>	When civil operations moved into Darwin's military aerodrome in mid-1950, the DCA took over air traffic control responsibility and constructed a civil control tower within the frame and beneath the reservoir of a 1940 water tank. In late 1959, a new steel-framed four-storey control tower was constructed. The 1959 tower remained in civil use until 1965 when the RAAF resumed responsibility from DCA for air traffic control at Darwin. The control tower was demolished in c. 2000.⁶⁹	

Tower	Description	Photograph
Brisbane ATC tower (1959) <i>Demolished</i>	As noted above, in 1951 it was announced that Eagle Farm was to receive a new standard form of control tower. The new tower, with attached fire station, was commissioned in 1959. It comprised a square three-storey steel-framed base building, clad in asbestos cement sheeting joined under battens, and surmounted by an elongated octagonal cabin with outward canted windows. The cabin was raised on an elongated octagonal duct and service drum. The roof of the base building formed a walkway around the drum with a backward-canted balustrade.	
Tamworth ATC tower (1959)	In 1951 a decision was made to relocate the original 1940 Royal Australian Airforce (RAAF) aerodrome in Tamworth. Tamworth Regional Council commenced construction in 1952, with the official opening of the new airport in 1956.⁷⁰ The Tamworth control tower was commissioned on 1 October 1959.⁷¹ It is a three-storey brick base building surmounted by an octagonal tower and attached to a power house and a single-storey passenger terminal.	
In 2011, Council commenced work on the redevelopment of the terminal building which doubled the size of the terminal building.		

Comment

Launceston ATC tower no. 2 is one of a relatively small group of towers constructed in Australia in the 1950s as part of a co-ordinated effort on the part of the Australian Government to upgrade air traffic control services nationally. Collectively, this group represents a major initiative to upgrade air traffic control facilities in Australia following the Chicago meeting of the ICAO in 1944, and the ICAO convention which came into effect in April 1947.

Of the eight towers known to have been constructed in this basic form during the 1950s, four survive and four have been demolished. The towers at Launceston, Essendon and Hobart are managed by Airservices Australia and remain operational. Over their operational life, all three have been altered to some extent (both internally and externally) but all remain legible to the extent of their overall external form and design. Tamworth is likely to be substantially intact externally, but has been decommissioned. The Adelaide, Brisbane, Sydney and Darwin ATC towers have all been demolished.

Launceston is one of three surviving, post-World War II ATC towers designed by the Commonwealth of Australia Department of Works (Victoria & Tasmania Branch) for the Department of Civil Aviation still in operation.

4.2 Analysis of cultural heritage values

This section provides an analysis of the evidence presented above and in chapters 2 and 3 against the CHL criteria.

4.2.1 Analysis of historic value

The analysis of evidence of historic value is made against the following CHL criteria:

Criterion A: the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history

Criterion B: the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history

Criterion H: the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history

Launceston ATC tower no. 2 is of historical significance for its association with a major program undertaken in the 1950s by the Australian Government in developing standardised air traffic control facilities across Australia. It is one of three surviving operational and one decommissioned ATC towers in Australia built during the 1950s to accommodate equipment and services based on guidelines devised by ICAO.

The early-mid 1950s was a formative period in the evolution of air traffic control facilities in Australia. Towers of this era are generally characterised by a degree of experimentation and invention. This generation of control towers formed the stylistic prototype for towers built throughout Australia and Papua New Guinea during the 1960s and early-1970s – Criterion A.

Launceston ATC tower no. 2 is a rare surviving example of a standard ATC tower type surviving from the 1950s. As noted, of the eight towers constructed during this period only three remain in use, Essendon and Hobart being the other two – Criterion B.

With regards to Criterion H, no special associations with notable individuals or groups of individuals were revealed during research for this HMP.

4.2.2 Analysis of scientific value

The analysis of evidence of scientific value is made against the following Commonwealth Heritage criterion:

Criterion C: the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history

No evidence to indicate that Launceston ATC tower no. 2 has the potential to yield information that will contribute to an understanding of Australia's natural or cultural history came to light during research for this HMP.

4.2.3 Analysis of aesthetic/architectural value

The analysis of evidence of aesthetic value is made against the relevant Commonwealth Heritage criteria specifically:

Criterion D: the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:

- a class of Australia's natural or cultural places
- a class of Australia's natural or cultural environments

Criterion E: the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group

Criterion F: the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period

Launceston ATC tower no. 2 is a representative and broadly intact example of a standardised ATC tower dating from the first phase of post-World War II design in air traffic control facilities (1950s to late 1960s). The tower was designed by the Commonwealth of Australia Department of Works (Victorian branch) for the DCA. Other surviving examples are at Essendon, Hobart, and Tamworth. Later towers adopted a similar form as the typology evolved (see Rockhampton, Cairns, Mount Isa and the towers of the later 1960s) – Criterion D. Launceston ATC tower no. 2 is unusual in retaining its original console, albeit significantly modified.

Architecturally and aesthetically, the building is a standard and relatively undistinguished example of late 1950s design. No evidence of the aesthetic characteristics being valued by a community of cultural group has been identified in the course of research for this HMP- Criterion E.

With regards to Criterion F, although associated with a major upgrade in air traffic control practices in the post-WWII period, the design of the building itself is considered to be responsive to technical and other functional requirements but not in any sense exceptional in terms of creative design or technical achievements. It is noted that some of the original equipment has been replaced or modified.

4.2.4 Analysis of social value

The analysis of evidence of social value is made against the relevant Commonwealth Heritage criterion specifically:

Criterion G: the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons

Criterion I: the place has significant heritage value because of the place's importance as part of Indigenous tradition

In relation to Criterion G, no associations of this nature were revealed by the research undertaken for this HMP. While a social values assessment was not undertaken as part of this HMP, it is possible that Launceston ATC tower no. 2 is valued by current and former employees, and of interest to specialist aviation groups. However, even if these associations were demonstrated to exist, they would be very unlikely to satisfy the threshold for Commonwealth Heritage value.

Launceston Airport not in an identified area of Aboriginal cultural heritage sensitivity, and the extent of physical change within the airport is such that Aboriginal Heritage Tasmania considers that there is a low probability for the occurrence of Aboriginal sites or artefacts at the airport.

No evidence has come to light that the control tower is valued by Traditional Owner groups.

4.3 Statement of significance

What is significant?

Launceston ATC tower no. 2 was designed in 1955, built in 1957-58 and commissioned in 1958. It comprises an octagonal cabin on top of an asymmetrical steel-framed two-storey base building sheathed in corrugated Colorbond.

The tower is located south of the existing terminal and to the west of the runway. The control tower cabin is largely intact as built. The base building has been modified through an extension to the equipment room.

How is it significant?

Launceston ATC tower no. 2 is of historical significance to Australia (CHL criteria A and B). It is also significant for demonstrating the principal characteristics of control towers of the early post-World War II period (CHL criterion D).

Why is it significant?

Launceston ATC tower no. 2 is an example of a freestanding cabin-on-base building ATC tower type. This consist of a rectangular or square base, typically of between two and four storeys, below a perimeter walkway, around an octagonal cabin with sloping glass panels fixed in steel mullions. This typology emerged in the post-war period and the first example in Australia was Sydney No.3 control tower (commissioned 1953).

The historical significance of the Launceston ATC tower rests in its association with an initiative to introduce standardised control towers at major airfields in Australia. The initiative was undertaken during the 1950s by the Department of Civil Aviation for the Australian Government, and was a response to the regulation of international civil aviation and air navigation safety by the International Civil Aviation Organisation.

The 1950s was a formative period in the evolution of air traffic control facilities in Australia. Towers of this era are generally characterised by a degree of experimentation and invention. This generation of control towers formed the stylistic prototype for towers built throughout Australia and Papua New Guinea until the late-1960s.

Launceston ATC tower is a relatively rare example of a standard ATC tower type from the 1950s. It is one of eight towers constructed across Australia as part of the post war initiative. Only four towers survive, Launceston, Essendon (1956) and Hobart (1958) are still operational, while Tamworth (1959) has been decommissioned.

Launceston ATC tower no. 2 represents the principal characteristics of control tower typology following the Second World War and is important in the history of the building typology within Australia. Notwithstanding a level of physical change, Launceston remains a representative and broadly intact example of a standard ATC tower type surviving from the 1950s. The building comprises a rectangular (almost square), two-storey, steel-framed base structure surmounted by an octagonal cabin. The building is sheathed in corrugated Colorbond, this is the buildings third cladding system, following the original corrugated asbestos cement sheeting and later ribbed steel. The tower is unusual in retaining its original console, albeit significantly modified over time.

The ATC tower is of utilitarian presentation and character, and is generally devoid of embellishments or details. The ATC tower is among the tallest structures in the airport context and is a freestanding building that is a notable marker in the flat airfield setting.

4.3.1 Commonwealth heritage values and attributes

The table below (Table 4) identifies Commonwealth Heritage values and related attributes at Launceston ATC tower.

Table 4 Commonwealth
Heritage values and related
attributes

Criteria	Values	Attributes
(A) History	Launceston ATC tower no. 2 is one of the earliest operational control towers in Australia. It is contemporary with Hobart (also 1958) and was preceded by Essendon (1956). It relates directly to a formative period in the development of air safety controls following the significant technical advances and increase in air traffic precipitated by World War II.	The ATC tower, as extended (1960s) and upgraded (services).
(B) Rarity	Launceston ATC tower is one of three surviving operational towers of the 1950s in Australia, and one of four in total	The ATC tower, including the early (1960s) extension.
(D)	Launceston ATC tower is a representative and broadly intact example of a standard air traffic control tower of the early post-World War II period constructed throughout Australia to international standards.	The two-storey steel-framed structure clad with corrugated Colorbond. The building's functional design, including the almost full-width timber-framed window to the first floor of the north-east elevation. The octagonal cabin, with canted windows. The interior of the cabin, including the console, is largely intact in form and fabric.

5.0 OPPORTUNITIES AND CONSTRAINTS

The following establishes a framework for the conservation policy at Chapter 6.

5.1 Implications arising from significance

The statement of significance at Chapter 4 confirms that Launceston ATC tower no. 2 is of historical significance to Australia for its association with a formative period in the evolution of civilian air safety and management following the ICAO convention which came into effect in April 1947 (CHL criterion A). It is one of the three earliest operational ATC towers in Australia, and one of only four surviving towers dating to the 1950s in Australia (CHL criterion B). It is also significant for demonstrating the principal characteristics of ATC towers of the early post-World War II period (CHL criterion D).

The key implication arising from this assessment is that key aspects of the place should be conserved to retain this significance. Specific features and attributes requiring conservation include:

- The external presentation of Launceston ATC tower no. 2, as a tall, free-standing structure which is recognisable as a control tower primarily as a consequence of its octagonal cabin;
- The building's utilitarian character and utilitarian design qualities, including the base building clad with (non-original) corrugated sheeting;
- The functional, hardwearing internal finishes and presentation; and
- Unimpeded lines of sight from the cabin to the runway and taxiways.

5.2 Legislative requirements

5.2.1 *Airports Act 1996* (Australia)

The Department of Infrastructure and Regional Development and Cities (DIRDC) owns 21 federally-leased airports in Australia, including Launceston Airport. These airports are leased to airport lessee companies (ALCs) – Australia Pacific Airports (Launceston) Pty Ltd (APAL) in the case of Launceston. DIRDC takes on a regulatory role managing these airports through the *Airports Act 1996* and, with respect to the environment, the *Airports (Environment Protection) Regulations 1997*. The management of heritage places at federally-leased airports is subject to controls under both the *EPBC Act* and the *Airports Act*.

The *Airports Act* requires that a Master Plan be prepared for each airport that incorporates an Environment Strategy. The Master Plan is a 20-year strategic vision for the airport site which is renewed every five years, and addresses future land uses, types of permitted development and noise and environmental impacts. The Environment Strategy sets out the airport's strategy to manage environmental issues within a five-year period and beyond. It is the basis upon which the Commonwealth measures the environmental performance of airports and the document by which airport tenants will determine their environmental responsibilities.⁷²

The *Launceston Airport Master Plan 2015* was prepared by APAL in accordance with the requirements of the *Airports Act 1996*. The Master Plan establishes APAL's objectives for the management and development of Launceston Airport during the period 2015-2035. With the exception of service upgrades, the Master Plan includes no specific commentary on the ATC tower.⁷³

The key reference for the management of the airport's heritage values is the *Heritage Management Plan* prepared by GML for APAL, dated March 2013. A summary of the HMP's key recommendations with regard to significant buildings and elements is at Section 11.12.1 of the HMP (see also Section 1.4.1 of this report):

The assessment [in the HMP, 2013] found that the values of Launceston are embodied in six elements of moderate and above heritage value within the airport land – hangars 10,14 and 17, buildings 26 (air traffic control tower), 105 and the terminal gardens, as well as two areas of historical archaeological sensitivity.

The HMP concluded that since only a number of separate elements embody its heritage values, it is appropriate to define a smaller area or group within the airport which should be conserved. The creation of a 'heritage precinct' which would define an area of elements of heritage value would not be appropriate as the elements are scattered across the airport land and it would be more appropriate to describe the six elements and the two areas of historical archaeological significance as the 'Launceston Airport Group' with appropriate policies for protecting the setting of the different elements.

The HMP policies for managing and conserving the heritage values have been developed with the ongoing operational requirements of a busy regional airport in mind. The main pressure on the significant hangars on the site is their location and the restrictions this may place on possible future uses.

While the significant hangars must be conserved, if moving the hangars to a new location within the airport would ensure their survival and, provided there are appropriate settings, the policies acknowledge that this approach would be acceptable.

The HMP also provides an implementation plan to provide a framework for the application of the policies. Launceston Airport intends to act on the implementation plan over the next five years.⁷⁴

Management of heritage values

As noted, the management of development at airports is controlled by the *Airports Act*. Under Part 5 of the Act 'Land Use, Planning and Building Controls; a Major Development Plan is required for significant developments at airports, including where the development is likely to have a significant environmental or ecological impact. Where a development proposal may constitute a Controlled Action (an action that is likely to have a significant impact on a matter of national and/or Commonwealth environmental significance) the development should be referred to the Minister for the Environment under Section 68 of the EPBC Act (see below).⁷⁵

In addition, building and construction activities at leased federal airports must be approved by the Airport Building Controller (ABC). The ABC is appointed under Commonwealth law to administer the airport building control regime.⁷⁶

5.2.2 *Environment Protection and Biodiversity Conservation Act 1999* (Australia)

The *EPBC Act* provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places—defined in the *EPBC Act* as matters of national environmental significance.⁷⁷ The Act imposes obligations on Commonwealth agencies to protect and maintain the environment, including the cultural heritage values, of assets that they own or lease.

Section 341ZA of the *EPBC Act* requires that Commonwealth agencies prepare a Heritage Strategy to provide for the management of any place which has, or might have, one or more Commonwealth Heritage values. Airservices' Heritage Strategy 2021-2023 identifies how Airservices will meet its heritage responsibilities under the *EPBC Act*. The objectives of this strategy primarily relate to:

- Ensuring continued integration of heritage management into Airservices corporate planning framework;
- Educating and training Airservices staff to be aware of their heritage obligations;
- Continuing the program of identifying and assessing likely Commonwealth heritage values of places owned or controlled by Airservices;
- Ensuring effective inter-governmental, aviation industry and community consultation, and conflict resolution processes exist in relation to heritage matters; and
- Maintaining a register of heritage places under Airservices ownership and control.⁷⁸

The Regulations to the *EPBC Act*, at Schedules 7A and 7B, identify matters to be addressed in a HMP for places included in the CHL.

The provisions of the *EPBC Act* provide protection of the Commonwealth Heritage values of all places which are either entirely within a Commonwealth area or are owned or leased by the Commonwealth or a Commonwealth Authority, including but not limited to places which are included in the CHL.

Should Airservices end its lease and cease to operate or function from Launceston ATC tower no. 2, or if Launceston Airport is no longer Commonwealth owned or controlled, the above statutory framework would cease to apply, and the airport (including the ATC tower) would come under Tasmanian legislation, including the *Historic Cultural Heritage Act 1995* and the *Land Use Planning and Approvals Act 1993* (see Section 5.2.5).

Management of heritage values

Any place which is either entirely within a Commonwealth area or is owned or leased by the Commonwealth or a Commonwealth Authority is protected by the *EPBC Act*, regardless of whether it is included in the CHL. Generally, any action which will have a significant impact on the environment of a Commonwealth Heritage Place, including Commonwealth Heritage values, requires approval of the Minister for the Environment. If an agency is unsure that a proposed action will result in a significant impact it can refer the proposal to the Minister for a determination. The decision on whether to refer a proposal is a matter for the agency concerned, being a matter of judgement as to whether the action could have a significant impact on heritage values.

However, Section 9(1) of the *EPBC Act* states that this Act does not affect the operation of the *Airports Act 1996*. As such, if an action is likely to have a significant impact on the environment of a listed place, this action requires assessment and approval under the *Airports Act* and associated Regulations, rather than the *EPBC Act*. Where a development proposal may constitute a controlled action, this development may be referred to the Minister for the Environment under Section 68 of the *EPBC Act*.

5.2.3 *Air Services Act 1995* (Australia)

The *Air Services Act 1995* establishes Airservices, which provides air traffic control services, aeronautical information, radio navigation and telecommunications services and aviation rescue and fire-fighting services at federal airports. Section 8 subsection 1 (m) of the Act states that Airservices is responsible for carrying out activities to protect the environment from the effects of, and effects associated with, the operation of Commonwealth jurisdiction aircraft.

5.2.4 *Historic Cultural Heritage Act, 1997* (Tasmania)

The *Historic Cultural Heritage Act, 1997* is the Tasmanian Government's key piece of cultural heritage legislation, which provides a legislative framework for the protection and conservation of places and objects of heritage significance in the state. The Act also establishes the Tasmania Heritage Council (THC) and the THR.

Should the Commonwealth ownership of Launceston Airport (including the Airservices compound) cease, the statutory requirements of the *EPBC Act* would no longer apply and Launceston ATC tower no 2 may be nominated for inclusion in the THR. The processes for listing (of places, buildings, works, relics, moveable objects or precincts) in the State Heritage Register are set down at Part 4 of the *Historic Cultural Heritage Act*.

5.2.5 *Land Use Planning and Approvals Act, 1993* (Tasmania)

As noted in Chapter 1, Launceston Airport, as Commonwealth land, is not subject to Tasmanian planning or heritage controls. Implications of the Northern Midlands Planning Scheme on Launceston Airport are summarised in the *Launceston Airport Masterplan* (2015) as follows:

... In section 2.2.2.7, a stated objective is to: protect Launceston Airport from encroachment by incompatible uses or developments that compromise its operations in recognition of its importance and contribution to the Launceston Region and State economy. Further in Scheme there is content in E Codes: E12 Airports Impact Management Code. The purpose of this code is to:

- a) ensure that use or development within identified areas surrounding airports does not unduly restrict the ongoing security, development and use of airport infrastructure; and
- b) provide for management of the land use implications of those areas relevant to use and development under the scheme.

The code further stipulates the land use standards, in terms of noise impacts and development standards, in terms of obstacles to aircraft. The Planning Scheme does detail in Section F 1.4, height requirements of buildings, lighting requirements, and environmental quality protection to ensure the safety of Launceston Airport.

Under the Scheme, the Airport is designated as a Part Eight, Utilities Zone (U). The area immediately surrounding the Airport is zoned either Rural, or to the west beyond Evandale Road, either 'Western Junction Industrial and Commercial' or 'Industrial' which includes the TRANSlink Industrial Zone. The strategies set out for each zone under the Northern Midlands Planning Scheme address a range of matters including land use, impact on adjacent zones, landscaping, access and parking and design and these are considered by Launceston Airport, even though they don't apply to the airport site.⁷⁹

5.2.6 *Aboriginal Heritage Act, 1975* (Tasmania)

As noted at Chapter 1, the TASI database, maintained by Aboriginal Heritage Tasmania, is a repository of information about all previously identified Aboriginal heritage sites in Tasmania. These sites are afforded statutory protection under the *Aboriginal Heritage Act, 1975* (Tasmania). There are no identified sites of significance to Traditional Owner groups within Launceston Airport and the disturbed nature of the airport site means that the potential for future discoveries is low.

The HMP for Launceston Airport includes policies relating to the future management of 'Aboriginal Heritage' at the airport, including a recommendation that, 'An Indigenous heritage values assessment should be undertaken through a dedicated archaeological and cultural site assessment survey with a representative from the Aboriginal community and through consultation'.⁸⁰

5.2.7 National Construction Code

The National Construction Code (NCC) provides the minimum necessary requirements for safety, health, amenity and sustainability in the design and construction of new buildings, and new work in existing buildings, throughout Australia. The NCC was developed to incorporate all on-site construction requirements into a single code. It covers the Building Code of Australia and Plumbing Code of Australia and is managed by the Australian Building Codes Board (ABCB).

The NCC provides a nationally accepted and uniform approach to technical requirements for the building industry. It contains provisions for the design and construction of buildings and other structures, covering such matters as structure, fire resistance, access and egress, environmental sustainability, services and equipment and aspects of health and amenity.

In cases of existing buildings undergoing alterations and/or additions, some discretion may be available with regard to upgrading the existing part of the building to meet the NCC.

5.2.8 *Disability Discrimination Act 1992* (Australia)

The *Disability Discrimination Act* (DDA) makes it illegal to discriminate against a person on the basis of their disability. It is not specifically about buildings, but it has an effect on buildings in which the design and construction prevents access by people with a disability, as the owners of those buildings are deemed to be discriminating against people on the basis of a disability.

The DDA is philosophical in approach and:

- is complaints based;
- has no construction standards;
- applies to actions of discrimination wherever they occur; and
- can apply retrospectively to both new and existing buildings, wherever the discrimination occurs.

On 1 May 2011, the Disability (access to Premises – Buildings) Standards (Premises Standards) took effect under the Disability Discrimination Act. Commonwealth agencies are bound to meet the objectives of the Disability Discrimination Act as far as possible.

5.3 Technical advances

Obsolescence of ATC towers as a consequence of technical advances is an established pattern worldwide. Indeed, the building typology itself may be on the cusp of obsolescence, as digital technologies continue to improve. In recent years Airservices has run trials of a digital ‘tower’ at Alice Springs operated remotely from Adelaide and continues to run feasibility studies into digital aerodrome technologies as they become available in the marketplace.⁸¹

While there are no known plans for the introduction of digital air traffic services at Launceston, there exists potential for Launceston ATC tower no.2 – as well as other towers across Australia – to become redundant within the short/medium term (5-15 years).

5.4 Lease agreement

On 6 July 1995, Airservices entered into a 39-year (less five days) lease arrangement with the Federal Airports Corporation (FAC) for Launceston ATC tower no. 2 (Volume 198334, Folio 1). Following the winding up of the FAC (in 1998), the lease transferred to APAL. Under the terms of the lease, should wider airport planning and development objectives require Airservices to vacate the control tower, negotiations will be entered into to relocate Airservices to an alternative suitable substitute location at the airport site.⁸²

Airservices’ obligations under the terms of this lease are that the ATC tower must not be used for any purpose other than the permitted use (i.e. for any purpose that is consistent with the functions of Airservices as prescribed by legislation). Should the lease expire or be terminated, Airservices is obliged to remove all or part of any ‘Works’ (defined as, ‘the buildings including portable and relocatable buildings, improvements, fixtures and fittings and facilities together with all earth works, laying of foundations, site preparation and site sub-charging, reticulation, paving, landscaping and services’ at the site).⁸³ It is understood that this would not require the removal of the ATC tower at the end/termination of the lease.

5.5 Stakeholders

Broadly speaking, stakeholders – people or organisations with an interest in Launceston ATC tower no. 2 – fall into two categories: authorities and entities responsible for ensuring the appropriate management of the asset; and individuals/organisations with a particular interest in the tower. In addition, it is possible that Traditional Owner groups will have an interest in issues relating to the tower’s setting.

Stakeholders with an interest in and/or concern for the ATC tower include:

- Department of Agriculture, Water and the Environment (Commonwealth)
- Department of Infrastructure, Transport and Regional Development (Commonwealth)
- Australia Pacific Airports (Launceston) Pty Ltd
- Northern Midlands Council
- Aviation operators, including the Tasmanian Aero Club
- The local Indigenous community (setting only)

5.5.1 Department of Agriculture, Water and the Environment

The Department of Agriculture, Water and the Environment (DAWE) is concerned with the protection and conservation of the identified Commonwealth Heritage values of the Launceston ATC tower no. 2. In the event that the tower is decommissioned, management of the asset and conservation of its identified Commonwealth Heritage values would be matters of interest to DAWE.

5.5.2 Department of Infrastructure, Transport and Regional Development

DITRD owns 21 federally leased airports in Australia, including Launceston. These airports are leased to long-term ALCs (APAL in the case of Launceston). DITRD takes on a regulatory role managing these airports through the *Airports Act 1996* and, with respect to the environment, the *Airports (Environment Protection) Regulations 1997*.

5.5.3 Australia Pacific Airports (Launceston) Pty Ltd

APAL's strategic priorities for Launceston Airport are set out in the *Launceston Airport Master Plan 2015*. Core objectives are to accommodate a significant increase in passenger numbers at the airport – the number of passengers passing through the airport annually is expected to rise from 1.55 million in 2020 to 2.49 million in 2035.⁸⁴ As noted, apart from service upgrades, the Master Plan is silent with regards to Launceston ATC tower no. 2.

5.5.4 Northern Midlands Council

While Launceston Airport is not subject to local planning controls, it can be anticipated that the Northern Midlands Council may have an interest in proposals relating to the ATC tower. See also Section 5.2.5.

5.5.5 Aviation operators

There are a number of aviation operators who use Launceston Airport that rely on the ATC tower services. These operators include:

- Emergency services
- Helicopter charter
- Aircraft charter/private jet
- Regional passenger transport
- Flying schools, including the Tasmanian Flying Club (see also below); and
- Light freight operators

Air traffic services at Launceston Airport are required to allow for the use of the airport by the above aviation operators, however it is unlikely that the manner of the provision of this service (i.e. the continued use, or decommissioning of, the current tower) is a concern to these operators.

5.5.6 Tasmanian Aero Club

The Tasmanian Aero Club, based at Launceston Airport, is one of the oldest aero clubs in Australia – the Tasmanian section of the Australian Aero Club was incorporated on 26 September 1927. The Club provides flying teaching, charter flights and aerial photography as well as a range of other services. Its members include individuals with a long association to the Club, the airport and to the history of aviation in Tasmania generally.

5.5.7 Indigenous community

There is limited potential for the ATC tower to be of significance to Traditional Owner groups. However, as noted, it is possible that Traditional Owner groups may have an interest in issues relating to the tower's setting (5.2.6).

5.6 Presentation, operation and condition

Presentation

Launceston ATC tower no. 2 has been modified over time, notably through the replacement of the original cladding system, alterations to window openings and the extension of the equipment room. However, through its essential massing and the simplicity of its detailing, the building still presents as a structure dating from the mid-twentieth century.

The tower's setting has also changed, including the removal of the World War II-era Air Traffic Control Centre located directly to the north-east of the tower.

Operation

There are no known impediments to the on-going operation of the tower for air traffic control services.

Air traffic controllers at Launceston have noted that the thick mullions and steel window framing restrict visibility (Figure 49). The frames and mullions are original; they were installed in 1957. As such, it is understood that the suboptimal nature of the steel framing and mullions is in the nature of an irritation, as opposed to an actual handicap.

Condition

The ATC tower is generally in sound condition, and there are no known impediments to the on-going use of the facility, or its adaptation as a consequence of structural integrity. A hazardous building materials survey was carried out in May 2013 by JTA Health, Safety & Noise Specialists.⁸⁵ The building includes asbestos-containing materials, synthetic mineral fibre materials (suspected), polychlorinated biphenyls and lead paint.

The asbestos-containing materials were assessed in 2013 as being in a stable condition (Priority 4 rating), and in their present undisturbed form they do not pose a measurable risk to the health of building users. The suspected synthetic mineral fibre materials, polychlorinated biphenyls and lead paint likewise do not present an exposure risk to building occupants in their present undisturbed state.

The JTA document includes recommendations for the management of risks associated with the identified and suspected hazardous materials.



Figure 49 Launceston ATC tower no. 2 cabin: note the thick mullions and frames

6.0 CONSERVATION POLICY AND MANAGEMENT GUIDELINES

This conservation policy is based on the assessment of cultural significance at Chapter 4 and informed by the opportunities and constraints identified at Chapter 5. The policy provides direction and guidance on the conservation and management of Launceston ATC tower no. 2 consistent with its on-going operation as a control tower. It also considers heritage management implications in the event that the tower is decommissioned or replaced.

6.1 Definitions

The terminology used in this chapter is of a specific nature. The following definitions are from the *Burra Charter, 2013* (Article 1), as endorsed by a large number of statutory and national heritage bodies.

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the *place* itself, its *fabric, setting, use, associations, meanings, records, related places* and *related objects*.

Places may have a range of values for different individuals or groups.

Fabric means all the physical material of the *place* including elements, fixtures, contents and objects.

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance*.

Maintenance means the continuous protective care of a *place*, and its *setting*.

Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

Preservation means maintaining a *place* in its existing state and retarding deterioration.

Restoration means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

Adaptation means modifying a *place* to suit the existing *use* or a proposed use.

Use means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Compatible use means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.

Setting means the immediate and extended environment of a *place* that is part of or contributes to its cultural significance and distinctive character.

Related place means a *place* that contributes to the *cultural significance* of another place.

Related object means an object that contributes to the *cultural significance* of a *place* but is not at the place.

Associations mean the special connections that exist between people and a *place*.

Meanings denote what a *place* signifies, indicates, evokes or expresses to people.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

6.2 General policies

Policy 1 Significance as the basis for future conservation and management

The statement of significance included in this HMP should be the principal basis for the future management and conservation of Launceston ATC tower no. 2.

Specific conservation objectives should include:

- Managing in accordance with the significance attributed in this HMP (Chapter 4). In general terms, the implications of the identification of significance are as follows:
 - › Significant elements and attributes should be retained and conserved according to the principles of the *Burra Charter* (2013). Significant elements and attributes are listed at Policy 9, below.
 - › Elements and attributes that are not identified as significant can be retained, re-used or replaced by new construction or works in a way which has a minimum or no adverse effect on significant elements and attributes.
- The retention and conservation of significant elements and attributes in accordance with the policies and recommendations in this HMP.
- A sensitive and respectful approach to adaptation, new works and future development where significant fabric and elements may be affected.

If alterations or changes are proposed which support an appropriate and viable use for the control tower, the works should be undertaken in a manner which has minimal impact on significant fabric. A summary of significant fabric/elements, and the implications of these assessments, is included in the Launceston ATC tower 'User Guide' (Appendix C). This brief document was prepared by Airservices to provide guidance to contractors and staff about obligations relating to heritage at the site. The User Guide has been updated for consistency with the findings of this HMP.

Policy 2 Adoption of the Burra Charter

The conservation and management of the subject site should be carried out in accordance with the principles of the Burra Charter (2013).

When assessing the suitability of proposed works to significant elements and attributes at Launceston ATC tower no. 2, the principles of the *Burra Charter* and its practice notes should be referenced. These principles provide guidance on the conservation and adaptation of places and elements identified as being of cultural heritage significance.

Policy 3 Adoption of policies

The policies included in this HMP should be endorsed and adopted by the present and future owners, or managers, of Launceston ATC tower no. 2, and should form the primary guide for its management.

This HMP should inform future development of Launceston ATC tower no. 2. The present and future owners of the tower should adopt and implement the policies of the HMP as the key guiding reference in terms of managing change and future development within the site.

Implementation

Airservices will adopt the policies and implementation timeframes set out in this HMP. The Executive General Manager Air Navigation Services (EGM ANS), who has ultimate accountability for ANS property management and is responsible for the implementation of the Heritage Strategy in relation to land and property management, will ensure that personnel are briefed on the implications of this HMP.

Policy 4 Specialist advice and skills

Advice from qualified heritage practitioners should be sought before any action is proposed or undertaken that could have an impact on the Commonwealth Heritage values of Launceston ATC tower no. 2.

Where works to significant elements or attributes are proposed, or where technical advice is needed, it is important to select consultants and contractors with proven experience in the relevant field. This applies to the development of strategic approaches to undertaking works, as well as to the delivery of conservation works.

At Launceston ATC tower no. 2, an element of particular sensitivity is the cabin, which is very largely intact externally and also includes original fixtures and finishes internally.

Implementation

Airservices will identify consultants/personnel with experience in the management of mid-twentieth century heritage assets, and in the delivery of works to them.

Policy 5 Compliance with legislation

Airservices should develop and implement protocols for compliance with all legislation, including the EPBC Act and the Airports Act.

The development of protocols to ensure compliance with all applicable legislation should include triggers to ensure compliance with the *EPBC Act*, being the key piece of legislation that applies directly to management of heritage values. A department/committee within Airservices should be tasked with preparing an information sheet identifying processes to be followed when contemplating works at the control tower, and disseminating the outcomes to key personnel and relevant contractors.

In the event that actions with the potential to have a significant impact on the Commonwealth Heritage values of Launceston ATC tower no. 2 are contemplated, Airservices should consult with the Minister for the Environment. This consultation is not a formal requirement of the *EPBC Act*, but is recommended in recognition of the fact that the *Airports Act* supersedes the *EPBC Act* in a range of matters, including issues that affect the operation of the place.

Implementation strategies

Airservices will manage Launceston ATC tower no. 2 consistent with the requirements of the *EPBC Act*. Compliance with the policies in this HMP will assist in achieving this objective.

Policy 6 Stakeholder liaison

Airservices should consult with all stakeholders identified at Chapter 5 (Section 5.5) and other parties/individuals as relevant, on matters affecting the heritage values of Launceston ATC tower no. 2.

Key stakeholders – being individuals and organisations with a particular interest in the ATC tower – should be advised of any proposals with the potential to impact on the identified values of the place and provided with opportunities to comment.

In the event that the tower is decommissioned and ceases to operate for the purposes of air traffic control, consultation should be initiated with APAL regarding the future management of the asset. Local special interest groups, including the Tasmanian Aero Club, should also be consulted in relation to the future management of the ATC tower, recognising that some individuals/groups may have a particular interest in the place. Statutory authorities, particularly the Department of Agriculture, Water and the Environment, should be consulted in the event of proposals for change to the building with the potential to impact on its identified heritage values.

This recommendation complies with EPBC Act Regulations, 2000, Schedule 7a (h) (iv) – see also Policy 6, Chapter 6.

Policy 7 Managing sensitive information

Airservices should develop and implement protocols to protect sensitive information and equipment relating to the operation of Launceston ATC tower no. 2.

Launceston ATC tower no. 2 is an important component of Tasmania's air safety infrastructure. It includes sensitive information and equipment. Protocols to ensure that this information and equipment is not compromised or accessed by unauthorised parties should be developed and implemented by Airservices.

This policy complies with EPBC Act Regulations, 2000, Schedule 7a (h) (v).

Policy 8 Review of the HMP

Consistent with best practice, and the requirements of the EPBC Act, this HMP should be reviewed and updated every five years (by 2026).

Relevant considerations in undertaking a review of this HMP are to incorporate any new information that comes to light, particularly where there is the potential for the new information to result in a reassessment of values. Major physical change to the place would be a trigger for a review of this HMP. Other triggers include instances where: major change occurs as a result of an accident or misadventure (i.e. vandalism or fire); or the HMP is found to be out of date with regard to significance.

Implementation strategies

- Consistent with Airservices' Heritage Strategy (2021-23), the agency will undertake a review of this HMP within five years (2026), or if it is found that:
 - › the document does not cater for proposed unforeseen actions;
 - › additional Commonwealth heritage values are identified;

- › degradation of the place's environment (for example, through accident or natural disaster) has occurred; and/or
- › management policies/responsibilities do not adequately cater for changed operational or management regimes

6.3 Conservation policies

Policy 9 Conservation of significant attributes and elements

Significant attributes and elements at Launceston ATC tower no. 2 should be conserved.

Significant attributes and elements are:

- The external form and presentation of the two-storey control tower base, as extended in the 1960s (equipment room), including the enclosed single-storey corridor to the north-west – a legacy of the tower's original relationship with the Air Traffic Control Centre.
- The almost full-width timber-framed window to the first floor of the north-east elevation, as an original detail that is expressive of the building's design and construction during the post-World War II period.
- Steel structural framing throughout.
- The form and presentation of the control tower cabin, as commissioned in 1958.
- Original internal finishes throughout, which are generally of utilitarian character.
- Unimpeded views from the cabin to the apron and runways.

Implementation of this policy will require recognition of and respect for the attributes and elements identified above on the part building occupant and managers, and adherence to Policy 4, which recommends engaging the services of professional heritage consultants in planning and designing outcomes that are compatible with the ATC tower's heritage values.

Policy 10 Heritage curtilage

The heritage curtilage for Launceston ATC tower no 2 should be defined as the Airservices Australia lease at Launceston Airport.

The 'heritage curtilage' for a building, complex or site has been defined as, 'the area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance'.⁸⁶ A heritage curtilage should include all significant elements and establish an area which is managed to ensure the maintenance of heritage significance. Identification of land to be included within a heritage curtilage does not preclude change within this area. Land within a heritage curtilage does, however, need to be managed so as not to adversely impact on setting, presentation or significance of a heritage place.

Launceston ATC tower no 2 is a freestanding building that has a distinct and singular character in the airport context, primarily as a result of its octagonal cabin. As such, there is no heritage imperative to consider a heritage curtilage that extends beyond the boundaries of the area leased by Airservices Australia.

The ATC tower should be retained within this curtilage. All options should be explored before consideration is given to the relocation of the ATC tower within the airport confines. As discussed in this HMP, the ATC tower is one of a group of pre-1960s buildings at the airport that provide evidence of its planning prior to the major redevelopment works of the 1960s.

Policy 11 Views and visual relationships

Views and visual relationships that support an understanding of the ATC tower's historical and aesthetic significance should be maintained.

Launceston ATC tower no 2 does not rely for its significance on visual relationships with other buildings for its historic or aesthetic significance. However, its unimpeded view lines over the apron and runway do enhance an understanding of the building's function. The building is also prominent in views along Evandale Road. Further, the proximity of other pre-1960s remnants of the airport – specifically, Hangar 17 (the former Holyman's Airways hangar), Building 16 (former VOC, and now part of Hangar 17), Hangar 10 (Bellman hangar), Hangar 14 (Bellman hangar, relocated) and Building 105 (the officer's residence) – provides insights into the operation of the airport from the late-1920s until the major redevelopment of the 1960s.

From a heritage perspective, it would be a preference for these views and visual relationships to be taken into account in future site planning (managed by APAL).

Policy 12 Remedial works and cyclical maintenance of significant built fabric

Programs of priority maintenance, remedial works and cyclical maintenance should form the basis for on-going care of the significant built fabric at Launceston ATC tower no 2.

The fabric of historic buildings and fabric will deteriorate over time due to the effects of age, weather and use. Poor maintenance can hasten the decline and decay of fabric, which can be expensive to rectify if not promptly addressed. It may also result in the loss of significant heritage fabric which can in turn impact on the heritage values of the place.

The establishment of a cyclical maintenance program will help to retard deterioration and, following any refurbishment works, to prevent future deterioration of restored original or introduced new material. Broadly, the approach to maintenance should firstly be to maintain and ensure that the significant original and early fabric does not deteriorate further and secondly to maintain all existing fabric. *Ad hoc* repairs or patch ups should be avoided.

Regular inspections of the building's fabric should occur, with an emphasis on susceptible areas such as guttering and downpipes, door and window openings. Generally, day-to-day maintenance work can be carried out in accordance with the conservation policies and without reference to a conservation specialist. However, major maintenance works should be undertaken under the direction of an appropriately qualified conservation practitioner.

The primary aim of repair work should be to retain as much of the historic material as possible. In most cases involving repairs to significant fabric, the advice of a heritage practitioner will be required prior to undertaking the works, to ensure the significant fabric is treated appropriately.

Maintenance

Maintenance addresses all existing components of the place, including fabric and setting. Introducing new elements (such as new structures) or changing and adapting the existing building are not matters of maintenance, and are addressed in policies and recommendations included elsewhere in this HMP.

Typical maintenance works at Launceston ATC tower no 2 include:

- Cleaning out drainage systems and other water storage and drainage areas
- Maintaining and securing external wall fabric, battens, glazing and joinery in an appropriate and sympathetic manner (may require specialist input)
- Maintaining equipment and services (i.e. building services, not services related to the operation of the building as a control tower)
- Replacing or upgrading services (may require specialist input for substantial works)
- Maintaining existing power or pipelines or other services where this involves no alteration to the fabric of the place

With regard to the recommended cyclical inspection and maintenance programme, the following sets out a desirable annual program for cyclical maintenance at Launceston ATC tower no 2:

- Finishes to the cabin roof and external walkway, external wall panels, downpipes, drains and surface drainage, security and fire precautions, plumbing, electrical and data cables and appliances, windows and doors and general safety. Ceilings, floors, stairs, joinery, fixtures and fittings, tiling and building services.

Repairs

From a heritage perspective it is generally recommended that repairs of significant buildings and structures should involve replacing 'like with like,' i.e. the replacement of material (missing, deteriorated or broken) with fabric to match the existing. Accepting this principle, it is also important to determine if the material proposed for replacement is appropriate (it may not be original). The advice of a qualified heritage practitioner should be sought on this. Wherever possible, only actual decayed fabric of a heritage structure should be replaced, instead of the whole host element.

Repairs to significant structures should also, in preference, be carried out by appropriately skilled staff or contractors, and may require in some cases prior analysis of the composition of the fabric to be repaired/replaced.

Specialist input may also be required for the identification and eradication of any damage caused by pest infestations. Rectification may involve repair to, or replacement of, damaged fabric.

Policy 13 Hazardous materials

Removal of hazardous materials from Launceston ATC tower no 2 should seek to minimise physical impacts on significant values and attributes.

Launceston ATC tower no 2 includes some hazardous materials – asbestos-containing materials, synthetic mineral fibre materials (suspected), polychlorinated biphenyls and lead paint – as confirmed in a report prepared by JTS Health, Safety & Noise Specialists (May 2013). These materials were assessed in 2013 as generally being in a reasonable and stable condition. That is to say, unless they are disturbed, they do not pose a risk to the health of building users.

- The JTA document includes recommendations for the management of risks associated with the hazardous materials, including protocols for their safe removal. These recommendations should be observed.

Where hazardous materials are removed, the key consideration from a heritage perspective will be to conduct their removal with minimal physical impacts on the presentation and character of the tower.

6.4 Use, adaptation and change

Policy 14 Use

Future uses of Launceston ATC tower no 2 should be compatible with the assessed values of the place so that its cultural significance is maintained and conserved.

At the time of writing, replacement of the ATC tower was not anticipated. That said, ATC towers are prone to obsolescence and the potential for replacement and/or redundancy cannot be discounted (see also Section 5.3).

Launceston ATC tower no 2 is a building that can reasonably be considered for adaptive re-use without significant adverse impact on its identified heritage values. The building is located airside and is readily accessible from Evandale Road. The precedence for physical integration with another building is also instructive – i.e. the Air Traffic Control Centre. On this basis, new works to the north-east of the tower, to support a future use, is an action that could potentially be supported from a heritage perspective, subject to compliance with the policies in this HMP (including Policy 11). The small scale of the internal spaces at the ATC tower is the principal constraint on its re-use and adaptation.

The key issue in considering future uses of the tower is to avoid or minimise the potential for impacts on the tower's Commonwealth Heritage values. The advice of heritage professionals should be sought in identifying and analysing options.

Policy 15 Change to significant elements and attributes

Physical alterations to significant fabric and attributes should be limited to works that do not diminish the cultural heritage values of Launceston ATC tower no 2.

In the event of disposal by Airservices Australia it can be anticipated that physical change will be required to support a new use, including internal reconfiguration and potentially the introduction of a lift. A key to maintaining the building's cultural heritage significance will be to minimise impacts on its external presentation.

Where works are required the overriding objectives are firstly to retain and conserve significant fabric and attributes, and secondly to plan and undertake works in a manner that is sensitive to the valued form and presentation of significant fabric. All alternative approaches should be investigated before removal of significant elements, and new works should be clearly identifiable as such.

The commentary at Table 5 provides guidance on approaches to future change.

Building/element	Principles to guide future change
ATC tower base building, exterior	◦ The external building envelope should, in preference, be retained to maintain the form and presentation of the control tower as extended in the early 1960s (shortly after it was commissioned). ◦ If there is a requirement for re-cladding the building, the cladding system should reference the profile of the original corrugated asbestos cement sheeting. ◦ If a lift is required, the preferred location is to the north-west or south-west elevations, to avoid obscuring views and visual relationships identified at Policy 11. In constructing the lift, all options to avoid impacts on the cantilevered walkway should be explored. ◦ The north-east elevation should be retained as the primary entry to the building, to provide an understanding of the original planning. ◦ New works/additions should adopt a utilitarian character, with limited decorative detail or embellishment, consistent with the character and presentation of the late-1950s tower. ◦ New window openings should, in preference: re-establish openings that have been lost as a consequence of re-cladding the building; reference the dimensions and form of original openings; and avoid sun shades.
Control tower cabin, exterior	◦ The cabin is intact as built and is a key identifier of the building as a control tower. There is no potential for significant change to the cabin externally. ◦ Maintain the transparency of the cabin as viewed from ground level.
ATC tower base, interior	◦ The existing floor levels, including the crawl space under the cabin, should be maintained. ◦ Evidence of the original planning and original fittings/finishes (where they survive) should, in preference be retained.
Control tower cabin, interior	◦ Maintain the cabin interior as a single volume. ◦ The original console frame should, in preference, be retained. If there is a requirement for its replacement, the console should be recorded consistent with policies 17 and 18 in this HMP. ◦ Non-original finishes and accretions can be removed, retained or replaced as required.

Table 5 Strategies for change to significant elements and attributes

Policy 16 New works

The introduction of new structures or buildings in proximity to the ATC tower should be sensitive to the heritage values of the place, including views of the building from Evandale Road and the runway.

There is potential for the introduction of low-scale development in proximity to the ATC tower to support a new use for the historic building. The preferred location for new works, from a heritage perspective, is the site of the former Air Traffic Control Centre to the north-east of the tower. Development may also be contemplated to the south-west of the tower. Any new works should be free-standing and of a scale that does not obscure views of the tower cabin from Evandale Road and the runway. A new building to the north-east of the tower can be linked to the tower via an enclosed walkway, as was originally the case for the tower and the Air Traffic Control Centre.

If there is a requirement for an extension to the equipment room – which was not anticipated at the time of writing – the preference would be quarantine works to the south-east elevation of the base building, where works were undertaken in the early-1960s.

Policy 17 Equipment

In the event that Launceston ATC tower no. 2 is disposed of, original and early equipment/fittings should be catalogued and stored appropriately.

Equipment, plant and services at ATC towers are generally standardised, and the equipment and plant at the Launceston tower has not been assessed as significant in its own right. However, some of the equipment and fittings are original (including the console) and have the potential to support an understanding of the building's use and operation.

In the event of disposal or termination of the lease, Airservices Australia's obligations include removing fixtures and fittings. Prior to this obligation being implemented, an audit of equipment and fittings should be prepared. The audit should include recommendations for salvage, and identify options for appropriate management – for instance, integration into site interpretation (see also Policy 22).

Policy 18 Recording

Airservices Australia, and subsequent owners, should maintain a record of significant interventions to Launceston ATC tower no 2.

Records of works/interventions to the tower should be maintained by Airservices Australia. The record (or file) should include copies of all superseded architectural drawings, and photography of the affected areas before and after the works.

Given that the console is original, albeit modified, it would be appropriate for particular emphasis to be placed on its documentation.

6.5 Management policies

Policy 19 Statutory controls

Launceston ATC tower no 2 should continue to be recognised as a place of cultural heritage significance to Australia through its inclusion in the Commonwealth Heritage list.

Launceston ATC tower no 2 has been assessed as a place of historical and aesthetic (representative values) to Australia. As such, it should continue to be managed under the provisions of the *EPBC Act 1999*. It is recommended that the CHL entry for the control tower should be updated to reference this HMP, and to include the Statement of Significance in this HMP.

Tasmanian Heritage Register

In the event that Launceston Airport is sold by the Commonwealth, Launceston ATC tower no 2 should be nominated for inclusion in the Tasmanian Heritage Register (THR). Any person or organisation is able to nominate a place to the Tasmanian Heritage Council for entry in the THR. The process requires the proponent to complete an online application form, including an assessment of the place against the eight criteria against which heritage significance is determined under the provisions of the *Historic Cultural Heritage Act 1995* (Tasmania):

- a) the place is important to the course or pattern of Tasmania's history;
- b) the place possesses uncommon or rare aspects of Tasmania's history;
- c) the place has the potential to yield information that will contribute to an understanding of Tasmania's history;
- d) the place is important in demonstrating the principal characteristics of a class of place in Tasmania's history;
- e) the place is important in demonstrating a high degree of creative or technical achievement;
- f) the place has a strong or special association with a particular community or cultural group for social or spiritual reasons;
- g) the place has a special association with the life or work of a person, or group of persons, of importance in Tasmania's history;
- h) the place is important in exhibiting particular aesthetic characteristics.

While only one criterion needs to be satisfied for a place to be entered in the THR, it should be noted that Launceston ATC tower no. 2 may not meet the threshold for inclusion in the Tasmanian Register.

Further information about the nomination process is available at the Heritage Tasmania website: <https://heritage.tas.gov.au/heritage-listed-places/adding-new-entries>

Policy 20 Access and security

To maintain security, all visitors to the ATC tower should report to the Senior Area Controller.

While the Launceston ATC tower no. 2 remains operational, Airservices should maintain the current security arrangement, whereby visitors report to the Senior Area Controller via a telephone next to the ground level entry to request access.

This policy complies with EPBC Act Regulations, 2000, Schedule 7a (h) (ii).

Policy 21 Training and awareness

A training program should be instigated to raise awareness of the heritage significance of Launceston ATC tower no 2 among the staff of Airservices Australia and APAL

The heritage significance of Launceston ATC tower no 2 is unlikely to be self-evident to casual observers, and those outside the heritage profession. It is recommended that a training program to promote awareness of the building's heritage values is developed and implemented by Airservices. Key audiences for the program are Airservices personnel, and staff of APAL

Policy 22 Interpretation and promotion of heritage values

Airservices, and subsequent owners of Launceston ATC tower no 2, should promote and disseminate information about the cultural heritage values of the building.

Strategies for the promotion and dissemination of information about the cultural heritage values of the ATC tower should be prepared in the form of an interpretation plan. Recommendations for interpretation should be informed by but not limited to consideration of: best practice principles (including the Burra Charter 2013 practice note 'Interpretation'); the identified heritage values of the place; the anticipated audience for interpretation; and existing interpretive programs at Launceston Airport.

Interpretation can be undertaken via a range of tools and methods. Information can be presented in a readable format (printed or electronic, including brochures, pamphlets, books and websites); through on-site signage; through the display of objects/artefacts; and through art works.

In the event that the ATC tower is adapted to a new use, especially a new use that provides public access to the building, the nature of the interpretive program is likely to change.

Policy 23 Archaeology

The discovery of historical archaeological artefacts and objects, which can contribute to an understanding of the history, technology and operation of the site, should be reported to the Department of Agriculture, Water and the Environment.

In the event of archaeological remains being uncovered at the subject site (Airservices' reserve at the airport), the Department of Agriculture, Water and the Environment should be informed of the discovery before proceeding with further work. This is also consistent with regulation 4.05 'Duty to give notice of cultural etc discovery' in the *Airports (Environment Protection) Regulations 1997*.

It is noted that the HMP for Launceston Airport (GML, 2013) observes that there is some ('little') potential for archaeological remnants associated with the former Cowley homestead – including a well – in the vicinity of the ATC tower.⁸⁷

Policy 24 Risk preparedness

A Risk Management Strategy should be integrated into the broader management and administration of Launceston ATC tower no 2.

Risk preparedness and management is an important means of protecting and conserving the heritage values of heritage places. While a detailed assessment of risk is beyond the scope of this report, the following table describes potential threats and hazards posed to the physical fabric at the subject site by environmental and man-made factors.

Threat	Probability	Preparation/ Response
Vandalism and theft	Moderate	Launceston ATC tower no 2 is located airside and is readily accessible. Vandalism and theft are always possible. As such, security protocols should be maintained. Installation of security cameras could be considered in discrete locations. These should be fixed to cause the minimum possible impact on the presentation of the tower.
Fire	Always present	Establish a fire suppression and warning system as part of any adaptive re-use, and upgrade as required. Ensure there is an evacuation plan in place and conduct regular training and rehearsals. Ensure that combustible materials do not come into contact with hot lights. Ensure that extinguishers, fire blankets etc, are located within reach of potential sources of fire. Maintain electrical systems in good order. Maintain liaison with fire brigade to regularly test and monitor systems.
Flood	Possible	Localised internal flooding, from toilets, sinks and pipe work, is always possible. Maintenance of wet areas and pipe work is a means of minimising this possibility.
Water ingress	Moderate	Rainwater goods (gutters, downpipes and sumps) should be repaired (where required), maintained, installed and kept clear. Inspect and maintain roofs, windows and doors regularly.

Table 6 Analysis of risk to
Launceston ATC tower no 2

6.6 Implementation plan

A plan for the implementation of the policies set out at Section 6.2 'General policies', 6.3 'Conservation policies', 6.4 'Use, adaptation and change' and 6.5 'Management policies' is included at Table 7. This complies with EPBC Act Regulations, 2000, Schedule 7a (i).

Launceston ATC tower no 2 is an operational asset, and as such is managed and maintained in accordance with Airservices' corporate Environmental Management System (EMS), which is certified (and independently audited) against ISO14001:2015. This includes compliance with a range of on-ground environmental standards, procedures, plans and guides, including heritage matters.

Launceston ATC tower no 2 is operated and maintained as part of Airservices annual operational budget for Air Navigation Services (ANS) operations (Southern Region).

Table 7
plan Implementation

Policy	Responsibility	Timing	Funding
Policy 1: Ensure that the Statement of Significance included at Section 4.3 of this report is referred to prior to any proposed works or alterations, including conservation and management, being undertaken to the ATC tower.	Airservices project managers	On-going	N/A
Policy 2: Ensure that conservation, maintenance, preservation, restoration or adaptation works to the ATC tower, or within the area leased by Airservices, are consistent with the <i>Burra Charter</i> .	Airservices project managers	On-going	N/A
Policy 3: Ensure that the policies in this HMP are endorsed and form the primary guide for the management of the ATC tower.	Airservices project managers	On-going	N/A
Policy 4: Maintain access to specialist contractors and consultants	Airservices project managers	On-going	N/A
Policies 5, 19 and 23: Maintain protocols for compliance with legislation, including with regard to unexpected discoveries (archaeology)	Airservices project managers	On-going	N/A
Policy 6: Ensure that stakeholders identified at Section 5.5 of this report are provided with opportunities to comment on proposed changes to the ATC tower	Airservices project managers	On-going	Funds to be identified in project budgets
Policy 7: Protocols to protect sensitive data and equipment should be maintained.	Environment Team Leader	On-going	Airservices' annual operating budget

Policy	Responsibility	Timing	Funding
<i>Policy 8:</i> Ensure that a review of this HMP is undertaken by 2026	Environment Team Leader	By 2026	Funds to be allocated for HMP review in 2026
<i>Policy 9:</i> Ensure than elements and attributes intrinsic to the significance of the ATC tower, as listed at Section 6.3 of this report (Policy 9), are conserved	Airservices project managers	Within the life of this plan, 2021-2026	Airservices' annual operating budget
<i>Policy 10:</i> Ensure that works within the area leased by Airservices do not impact detrimentally on the setting or presentation of the ATC tower.	Airservices project managers	On-going	N/A
<i>Policy 11:</i> Consider key views and visual relationships as part of the on-going management of the ATC tower. These views are detailed at Section 6.3 of this report 'Policy 11, Views and Visual Relationships'.	Airservices project managers	On-going	Airservices' annual operating budget
<i>Policy 12:</i> Monitor and document the condition of the built fabric (annual maintenance regime). Undertake maintenance works as required.	Airservices project managers	On-going	Airservices' annual operating budget
<i>Policy 13:</i> Observe recommendations for management of asbestos-containing and lead paint.	Airservices project managers	Within the life of this plan, 2021-2026. See also JTS Health, Safety & Noise Specialists report, May 2013.	Airservices Work Health and Safety budget
<i>Policies 14, 15 and 16:</i> In the event of disposal by Airservices, ensure that changes associated with adaptation to a new use are compatible with the building's assessed significance and CHL values.	Future owner/operator	N/A	N/A
<i>Policy 17:</i> In the event of disposal by Airservices, ensure that original/early equipment and fittings are catalogued and stored.	Future owner/operator	N/A	N/A

Policy	Responsibility	Timing	Funding
<i>Policy 18:</i> Maintain a record of significant interventions to the ATC tower.	Airservices project managers	On-going	N/A
<i>Policy 20:</i> Ensure that access and security protocols are maintained while the tower is operational.	Airservices staff	On-going	N/A
<i>Policy 21:</i> Instigate a heritage awareness training program, to promote an understanding of the tower's significance.	Environment Team Leader	Within the life of this plan (2021-2026)	Heritage matters are covered under site inductions for Launceston ATC tower no 2 and through mandatory online environmental training for all staff and contractors (with regular refreshers).
<i>Policy 22:</i> Develop and implement an interpretation plan for the ATC tower	Environment Team Leader	Within the life of this plan (2021-2026)	As required
<i>Policy 24:</i> Ensure that risks associated with vandalism, theft, fire and flood are managed in line with the recommendations set out in this report.	Airservices project managers	Ongoing	These risks are evaluated, managed and mitigated to a level of ALARP (as low as reasonably practical) through Airservices corporate risk management system (CIRRIS)

6.6.1 Monitoring of implementation

The implementation of the management plan, and its effectiveness in conserving the ATC tower's CHL values will be managed by the ANS Senior Environmental Specialist and assessed by the relevant ANS Technical Services Officer (using the ANS Annual Site Condition Checklist – Form081, v19, 1 February 2017).

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APPENDIX A

HERITAGE CITATION

A1 Commonwealth Heritage List entry for Launceston ATC tower no. 2

Place Details

[Send Feedback](#)

Launceston Airport Air Traffic Control Tower, Evandale Rd, Western Junction, TAS, Australia

Photographs	None
List	Commonwealth Heritage List
Class	Historic
Legal Status	Listed place (22/01/2016)
Place ID	106121
Place File No	6/03/070/0062

Summary Statement of Significance

The Launceston Air Traffic Control (ATC) tower is of historical significance in a national context as a rare and representative surviving example of a post-World War II era control tower equipped to an international standard following guidelines devised by the International Civil Aviation Organization (ICAO). It was one of eight Australian ATC towers built to the same operational specifications between 1952 and 1959 in the first major phase of control towers development in the post-WWII period.

The Launceston ATC tower was designed in 1955, built about 1956-58 and is believed to have been commissioned in 1958, making it one of the oldest surviving operational towers in Australia. Its contemporaries are the ATC tower at Essendon, commissioned on 4 October 1956, and Hobart, commissioned in May 1958. All three were designed by the Commonwealth of Australia Department of Works (Victoria & Tasmania Branch) for the Department of Civil Aviation. The Launceston ATC tower comprises an asymmetrical steel-framed two-storey base structure surmounted by an octagonal cabin. The cabin is raised on a partly chamfered and partly square duct and service drum. On three sides, an observation deck cantilevers from the flat roof of the base building. To the south-west the deck is supported on the base of the broader stairwell. The original corrugated asbestos cladding has been replaced. The present skin of white corrugated Colorbond is the building's third cladding treatment.

The building has been used for its intended purpose since completion, and is a component of a large and significant air traffic control and operations centre established at Launceston Airport following World War II.

Official Values

Criterion A Processes

Launceston Air Traffic Control tower is of historical significance for its association with a major programme undertaken in the 1950s by the Australian Government in developing standardised air traffic control facilities across Australia. It is one of three surviving operational and two decommissioned ATC towers in Australia built during the 1950s to accommodate equipment and services based on guidelines devised by the International Civil Aviation Organization.

The early-mid 1950s was a formative period in the evolution of air traffic control facilities in Australia. Towers of this era are generally characterised by a degree of experimentation and invention. This generation of control towers formed the stylistic prototype for towers built throughout Australia and Papua New Guinea until the late-1960s.

Criterion B Rarity

Launceston ATC tower is a relatively rare example of a standard ATC tower type surviving from the 1950s.

Criterion D Characteristic values

Notwithstanding a level of physical change, Launceston remains a representative and broadly intact example of a standard ATC tower type surviving from the 1950s. Other examples are at Essendon, Hobart, Tamworth, and Adelaide. Later towers adopted a similar form as the typology evolved (see Rockhampton, Cairns, Mount Isa and the towers of the later 1960s).

Description

Context:

Launceston Airport covers an area of 180 hectares on a site 15km south of Launceston. It has a sealed runway (1,981m long by 45m wide) and two grass runways (700m and 690m long).

The ATC tower is situated approximately 500m south of the present terminal building. At the time of its construction

(1956-58), it was adjacent to the main airport building complex, which is now used for general aviation. An existing Control Centre, a World War II-era building, was located to the north-east. The two buildings were connected by a covered walkway at ground level along the tower's north-west elevation. The cabin console faces east, with the runways in the foreground, and Mt Arthur, Mt Barrow and Ben Lomond in the distance. A remote Very High Frequency (VHF) site at Mt Barrow is linked to the ATC tower's equipment room. The roof of the cabin is approximately 10m above ground level.

Exterior:

Launceston ATC tower comprises an octagonal cabin on top of an asymmetrical steel-framed two-storey base building sheathed in corrugated Colorbond. This is the building's third cladding system, following the original corrugated asbestos cement sheeting and later ribbed steel. The cabin is raised on a partly chamfered and partly square duct and service drum. On three sides, an observation deck cantilevers from the flat roof of the base building. To the south-west the deck is supported on the base of the broader stairwell. At ground level, the north-east elevation comprises three distinct volumes: a modern pitched-roof entrance canopy in the foreground; the original skillion-roofed switch room behind; and a 1960s-era extension to the equipment room to the south-east. At the first floor level, a large timber-framed window runs almost the full width of the building, with internal bracing visible through the glass. The large full-width window is comparable to the east elevation of Hobart Tower. As built, the south-east elevation comprised a projecting bay at the south end, with a longer recess featuring a strip window at head height to the north. A doorway offered access to the equipment room, next to a fixed vertical escape ladder. An existing, a single-storey extension has been built into the recess, with a strip window punctuated by two chimney flues and air conditioning units. Down pipes and air conditioning units are fixed to the upper section of the wall. There are two window openings to the projecting bay: the upper section of the north-east-facing casement window which originally extended over two levels; and a modern opening to the south.

The south-west elevation is a windowless expanse of corrugated Colorbond. A modern escape stair, with steel safety hoops, is attached to the east. In composition, the north-west elevation mirrors the south-east, with a projecting bay to the south and a longer recess to the north. The enclosed walkway is an original element, which appears to have been built as a means of connecting the building to the existing Control Centre to the north-east. The walkway originally featured four window openings. As existing, there are two window openings to the north. There has been no serious attempt at sun shading on any elevation. The walkway around the duct and service drum is an aluminium grille, in place of the original duck board. The steel pipe balustrades and ladder to the cabin roof are original. In some sections, the peeling white paint reveals that the metalwork has previously been painted green. The doorway to the walkway features an improvised sheet metal weather shield.

To the north-east of the walkway, freestanding air conditioning units stand either side of the original window opening to the duct and service drum. An original three-bay window opening is extant to the south-west.

The cabin roof is modern box profile sheet metal. The rotating light beacon stands on a pedestal clad in bituminous felt.

Interior:

The 1955 drawings indicate an entrance at the base of the projecting bay on the north-west elevation, which would have offered access to the staircase directly in front, and the equipment room to the left. However, it is not thought that this opening was ever built. The main entrance to the tower was built at the north end of the ground level passageway, next to a WC and entrance to the switch room.

The equipment room was extended c. late-1960s to accommodate a systems upgrade, including new amplifiers. The partition wall to the switch room was removed at the same time. Original features of this new enlarged space include equipment racks, cooling and extractor fans and sections of the marble-effect lino. The under-stair store to the south is intact. The store for carbon dioxide cylinders is now used as a cleaner's cupboard. The staircase has a modern treatment of timber risers and black vinyl treads. The timber balustrades are modern replacements of the originals. On the first floor, the WC has been adapted to accommodate a shower and WC. The plan of the plant and amenities rooms, and entry vestibule, is unchanged. The large timber-framed window to the north-east elevation is original, including latches. A partition wall between the plant and amenities rooms, with highlights above, is extant. The timber floors of all spaces are carpeted. The control cabin is remarkably intact. Large sections of the original perforated metal wall lining are extant, as is the ceiling treatment of perforated black acoustic tiles. Roller blinds to the single-glazed windows have replaced the original Perspex sunscreen, although the circular track of the latter has not been removed. The strip light over the console is original.

Three air vents to the north-east, north-west and south-east of the cabin are extant, and still in use. There are also two ceiling-mounted air conditioning units. The canted steel window frames are original. Like the Hobart tower, the windows may originally have been vacuum-sealed double glazing. As existing, they are thick single sheets. The frame of the console is original, although it has been raised, extended and otherwise adapted during half a century of service.

Conclusion:

The base building has been significantly altered and extended, notably the addition to the large equipment room. The present cladding treatment is the third in the building's 50-year lifespan. The cabin, including the console, is largely intact in form and fabric, more so than its equivalents at Essendon and Hobart.

History

Air traffic control was established at Launceston in 1947, with the construction of a temporary tower south of the present terminal. The current tower, a steel-framed structure originally clad in asbestos cement sheeting, was designed in 1955 and constructed between 1956 and 1958. A photograph dated 9 May 1957 shows the building under construction, with wartime-era low-rise buildings used for Aeradio, pilot's briefings and the like, to the north-east. The frame of the present console is an original element, although significantly modified.

Discussions about upgrading Launceston Airport to meet the demands of the 'jet age' began in the early 1960s. In 1963 all the pavements were strengthened and the main runway was extended. Construction of a new passenger terminal began in 1965. It was unveiled by Senator Henty the following October.

Launceston's 50th anniversary as a Government airport was celebrated in 1981. Launceston Airport was corporatized in 1988 under the Federal Airports Corporation. In 1998, the privatisation of Australian airports saw the lease for Launceston purchased by Australia Pacific Airports (Launceston) Pty Ltd. In recent years, with the introduction of low-cost flights, passenger volumes at Launceston have increased significantly.

Condition and Integrity

Modifications undertaken are as per description.

Location

Approximately 150 sqm, Evandale Road, Launceston Airport, comprising the Air Traffic Control Tower and its base building located within Land Parcel 1/128763 and centred on approximate MGA point Zone 55 517426mE 5400415mN.

Bibliography

The material provided in this nomination is sourced from Airservices Australia's commissioned Detailed Heritage Study (DHA) on Launceston Airport Control Tower. The Heritage study was undertaken by Lovell Chen Architects and Heritage Consultants. IE. *Lovell Chen Architects and Heritage Consultants, June 2009. National Control Towers, Volume 2 -Appendix B, Detailed Heritage Assessments.*

The DHA identifies sources of information used in the study and in this nomination.

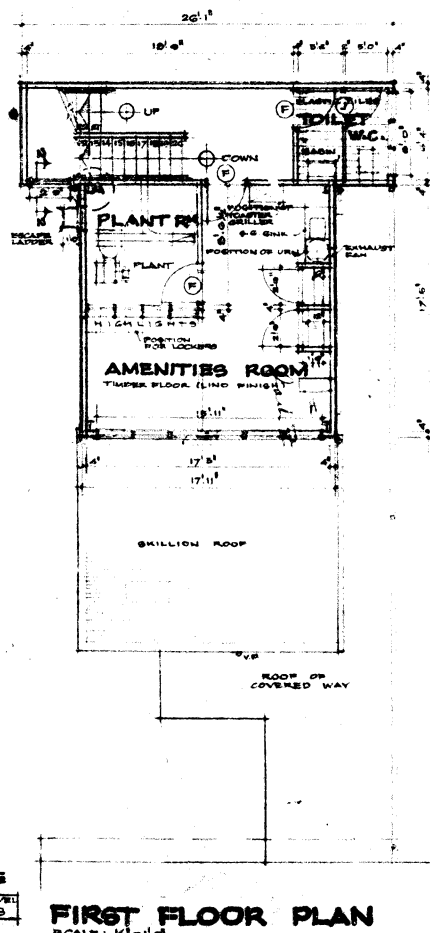
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APPENDIX B

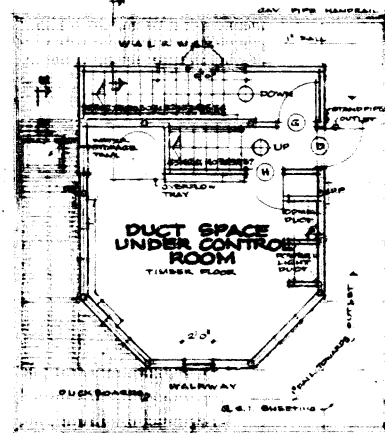
ARCHITECTURAL DARWINGS

- B.1 Department of Works, Air Traffic Control Towers, Launceston Airport, Tasmania (Sheet 1, Sheet 2, Sheet 7)
- B.2 Airservices, Launceston Airport, Control Tower Building No. 26, Floor Plans (MR40 10-0010-001)

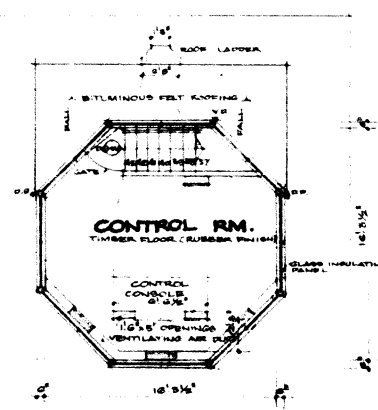
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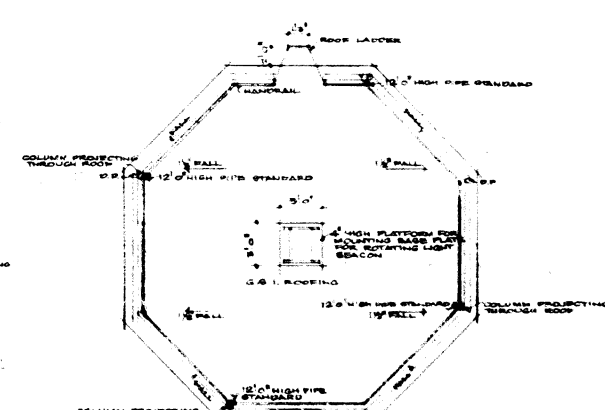
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WALKWAY FLOOR PLAN



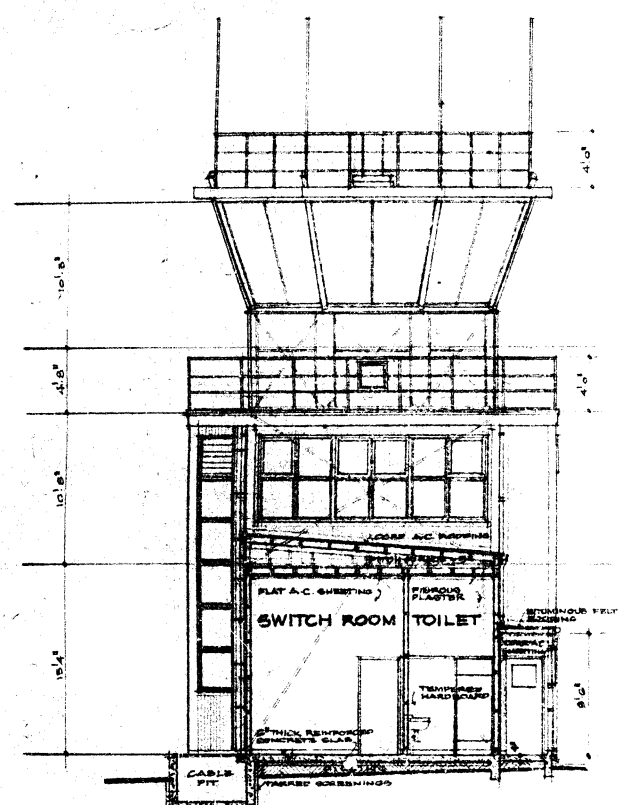
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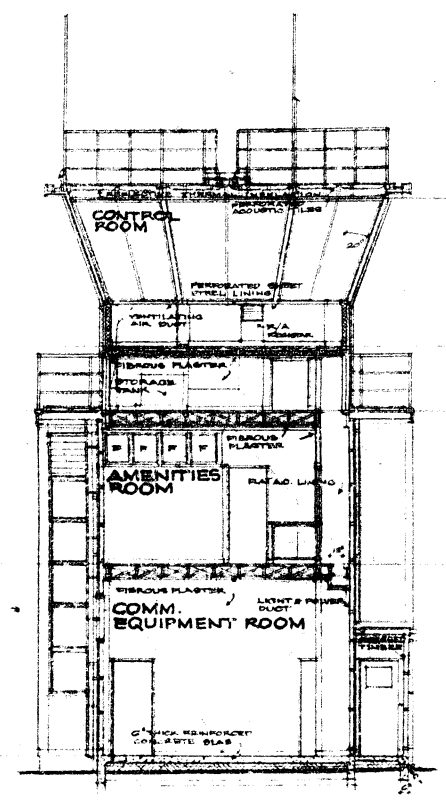
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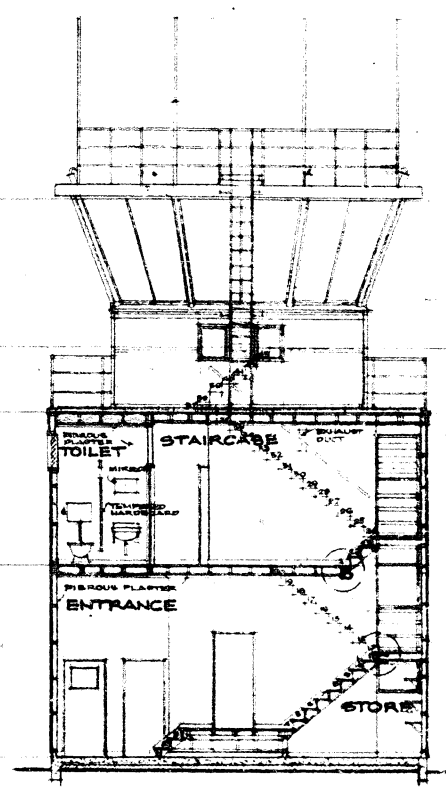
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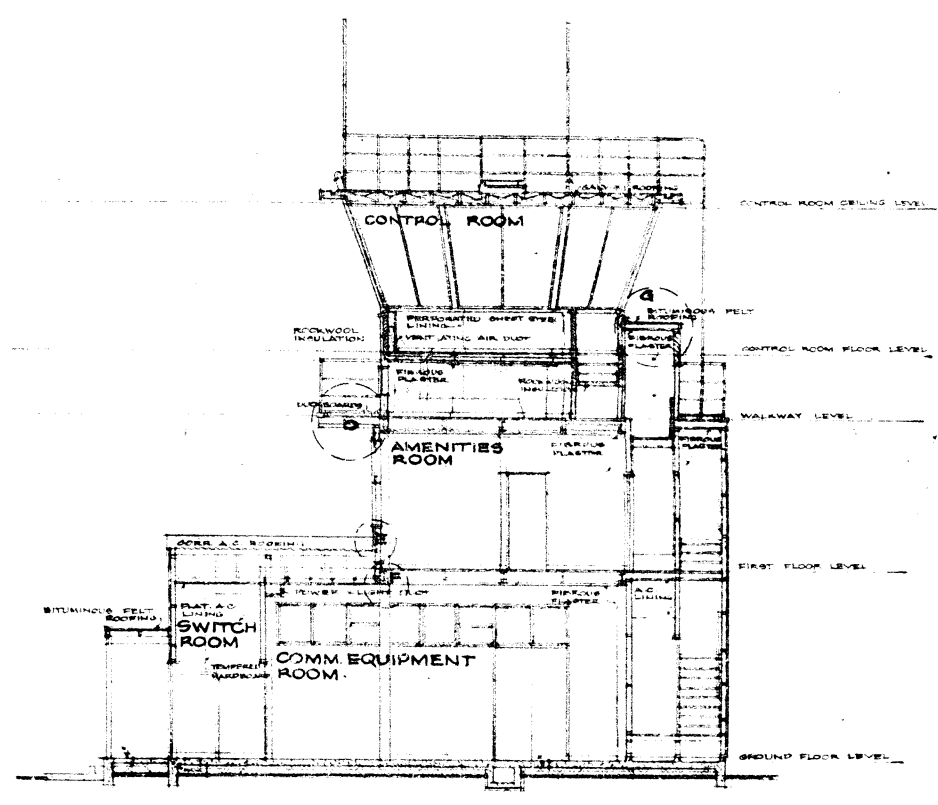
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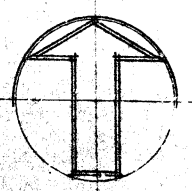
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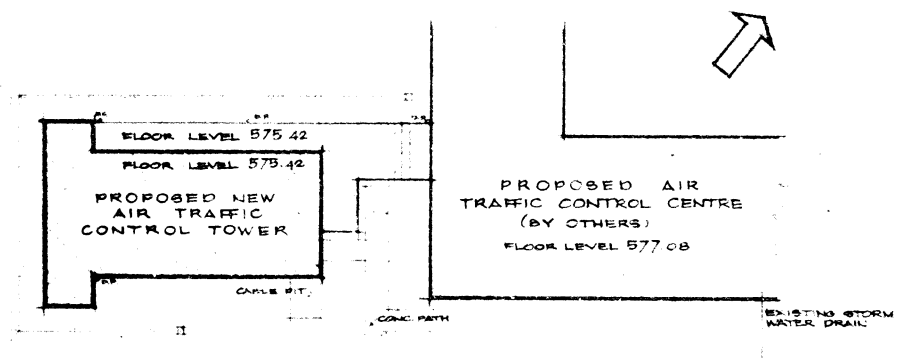
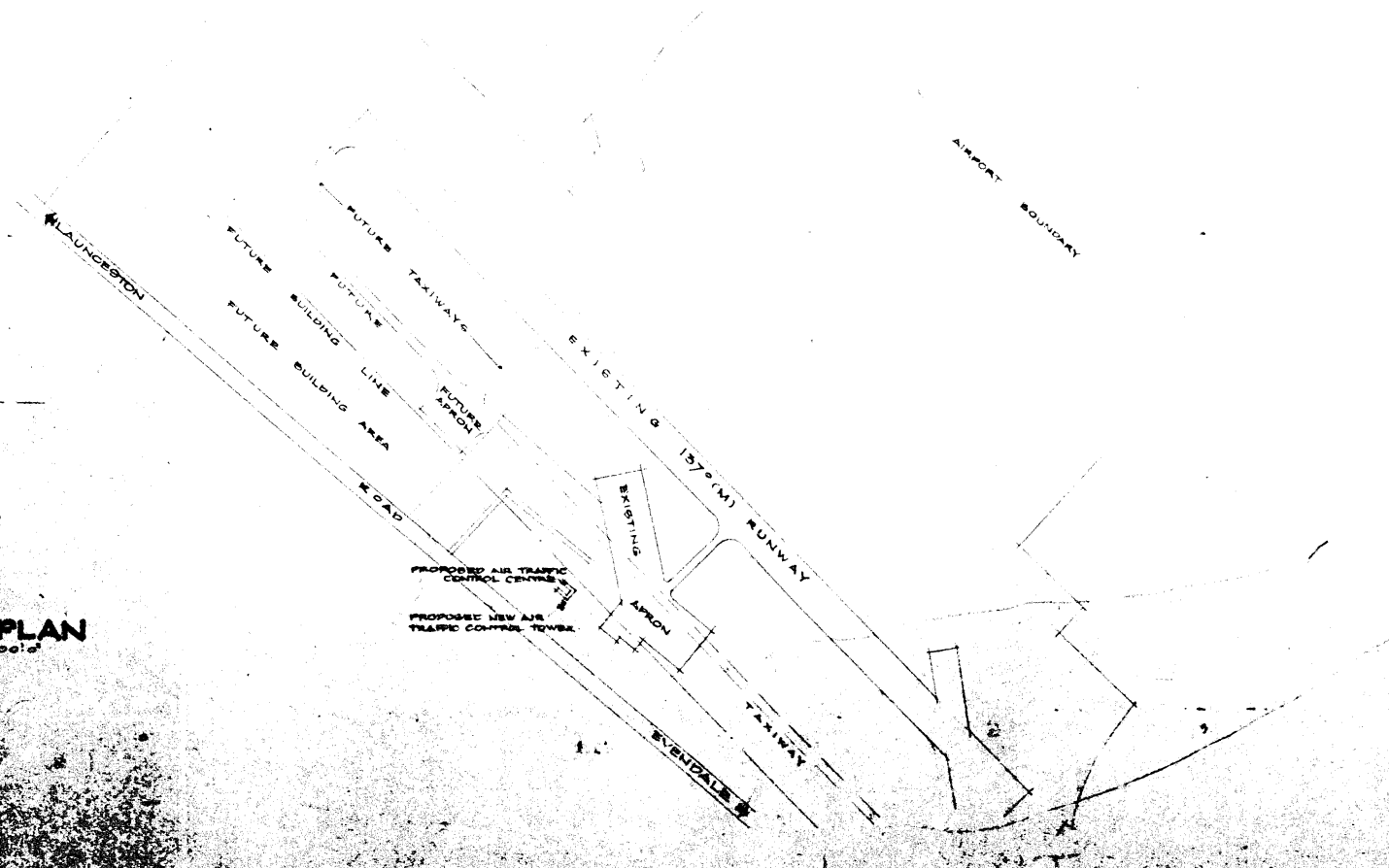
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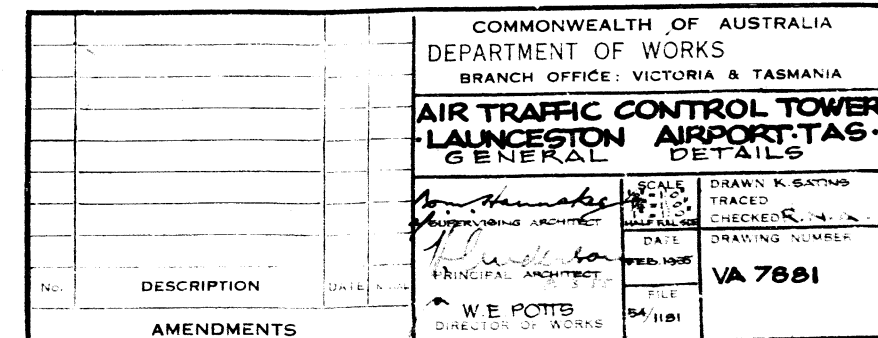


SITE PLAN
SCALE: 1/8" = 1'-0"



BLOCK PLAN
SCALE: 1/8" = 1'-0"

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			CHECKED BY: J. BAYNE	
			DATE: 1/1/72	
			APPROVED BY: J. BAYNE	
			AMENDMENTS	
No.	DESCRIPTION	DATE		



Launceston Air Traffic Control Tower Airservices Australia Heritage User Guide

ENV-GUIDE-0009

Version 1

Effective 17 November 2014 (revised 25 October 2018)

Prepared: Renee Allen-Narker

Authorised: Paula McMahon
Manager, Environmental Services

Change summary

Version	Date	Change description
1	17 November 2014	Initial Issue.
2	25 October 2018	Revision.

This document was created using Generic Document Template C-TEMP0047 Version 5.

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1 Purpose

The purpose of this document is to guide the management and maintenance of Launceston Air Traffic Control Tower, so that any development, works, or modifications are carried out in a manner that does not impact on the heritage values (known or potential) of the site.

2 Scope

The guide sets out the type of works that may be undertaken without heritage advice from Environmental Services or legal approval from the federal Minister for the Environment, works that typically require advice or approval, and those works that are likely to require approval.

This guide applies to all staff (including contractors) responsible for the management, development and maintenance of Launceston Air Traffic Control Tower. It also applies to people responsible for works within the vicinity that may affect the tower.

The heritage values (known or potential) of Launceston Air Traffic Control Tower and a brief history are also described in this document.

3 Context

Airservices has a responsibility under the *Environment Protection and Biodiversity Conservation Act 1999* (the EPBC Act) to conserve and protect the Commonwealth heritage values of places that it owns or controls.

An approval for works is required from the federal Minister for the environment, where the proposal is likely to have a significant impact on a matter of national heritage significance.

4 Site details

Site Address	Launceston Airport, Evandale Rd, Western Junction TAS 7212
SAP functional location	LT-APT-CTC
SAP BE/BU	BE 391 BU 5
Heritage Listings	
Launceston ATC tower no. 2 is included in the Commonwealth Heritage List (CHL) as Place ID: 106121. It was gazetted by the Commonwealth Environment Minister for inclusion in the CHL on 24 November 2015.	

5 History

Launceston city has a long association with aviation. The first aerial crossing of Bass Strait, made by Lieutenant Arthur Long in a single engine biplane, departed from a Launceston field on 17 December 1919. The city also has a long history as a centre of air traffic and operations control. In the mid-1930s, when Australia's first Aeradio service was introduced at Essendon Airport, a complimentary service was established as Launceston to advise air traffic in transit over the Bass Strait. In the early-1950s Launceston was established as the headquarters of the Flight Information Region (FIR) for Tasmania and southern half of the Bass Strait. From the early-1960s until the

introduction of TAAATS at Melbourne Airport in the early 1990s, an Area Control Centre was based at Launceston Airport. An Operational Control Centre, as well as Tasmania's primary Search and Rescue facility were also based at Launceston.

The history of Launceston Airport dates to July 1929, when the Home Territories Department acquired a site at Western Junction outside Launceston, for the development of an aerodrome. The airfield was commandeered by the RAAF during World War II, during which it was used as the Elementary Flying Training School. Civil aviation resumed in 1946. Air traffic control was established at Launceston in 1947, with the construction of a temporary tower south of the present terminal. The Launceston ATC tower was designed in 1955, built c. 1956-58 and is believed to have been commissioned in 1958.

6 Significant aspects

This was one of eight Australian ATC towers built to the same operational specifications between 1952 and 1959 and is one of the oldest surviving operational towers in Australia. The tower comprises an octagonal cabin on top of an asymmetrical steel-framed two-storey base. The cabin is raised on a partly chamfered and partly square duct and service drum. On three sides, an observation deck cantilevers from the flat roof of the base building. To the south-west the deck is supported on the base of the broader stairwell. The original corrugated asbestos cladding has been replaced. The present skin of white corrugated Colorbond is the building's third cladding treatment.



Above: Launceston tower late 1950s



Above: North-east elevation, 2008. Note 1960s extension to equipment room (left)

7 Structural significance

[Table 1](#) describes the major structural elements, and associated significant aspects, of the Launceston Air Traffic Control Tower.

Table 1: Launceston Air Traffic Control Tower – Structural significance

Major structural element	Significant aspects
Cabin structure	The control cabin is largely intact. Large sections of the original perforated metal wall lining are extant, as is the ceiling's perforated black acoustic tiles. Roller blinds to the single-glazed windows have replaced the original Perspex sunscreen, although the circular track of the sunscreen has not been removed. The strip light over the console is original. Canted steel window frames are original; windows may have been replaced as single glazed sheets. Frame of the console is original but has been raised, extended and adapted.
Equipment room extension	The late 1960s extension for the equipment room includes the original equipment racks, cooling and extractor fans and sections of marble linoleum, under stair store.
External features	Original features include skillion-roofed switch room, large timber-framed window running the full width of the first floor, enclosed walkway on north-west side with two remaining windows, steel pipe balustrades and ladder to cabin roof, three-bay window to south-west, rotating light beacon.

The base building has been significantly altered and extended, notably the addition to the large equipment room. The present cladding treatment is the third in the building's 50-year lifespan. The cabin, including the console, is largely intact in form and fabric, more so than its equivalents at Essendon and Hobart.

8 Works approval and advice

8.1 Works not requiring heritage advice or legal approval

- Repainting and repairs of the external structure provided treatment/colours match existing
- Maintenance/repair of windows can occur where there is no alteration to original elements
- Maintenance/repair of equipment and services can occur as required e.g. equipment in the cabin
- Servicing and repair of existing equipment and services including power or pipelines where there is no alteration to building fabric
- Replacing or modifying original internal fittings where they match the existing
- Alterations to internal features of the cabin, such as technical equipment, can occur without approval
- Cleaning and landscaping maintenance

8.2 Works requiring heritage advice

- Demolishing any building components
- Constructing an addition to the building or a new structure or building on the property
- Any plans to change/alter the surrounding around the control tower e.g. the addition of another building close to the control tower
- Replacing or repairing original external materials or elements such original windows
- Changing the paint treatment/colour scheme
- Introducing new external awnings/shades or other significant fixtures
- If an action is proposed for the site and it is unknown if heritage values will be affected
- Any works which impact on the aspects identified as significant above

8.3 Works which are likely to require statutory heritage approval

All of the actions identified under Section B above, unless heritage advice has been received that states no statutory approval is required. For example, repairs to fittings and fabric typically don't need approval where the works are undertaken in a sympathetic manner including replacing like with like. Heritage input from the contact below is required to clarify and confirm this.

9 Contact

For questions and advice regarding the management of heritage values, contact Team Leader, Corporate Environment Programs, environment@airservicesaustralia.com or (02) 6268 4735.

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