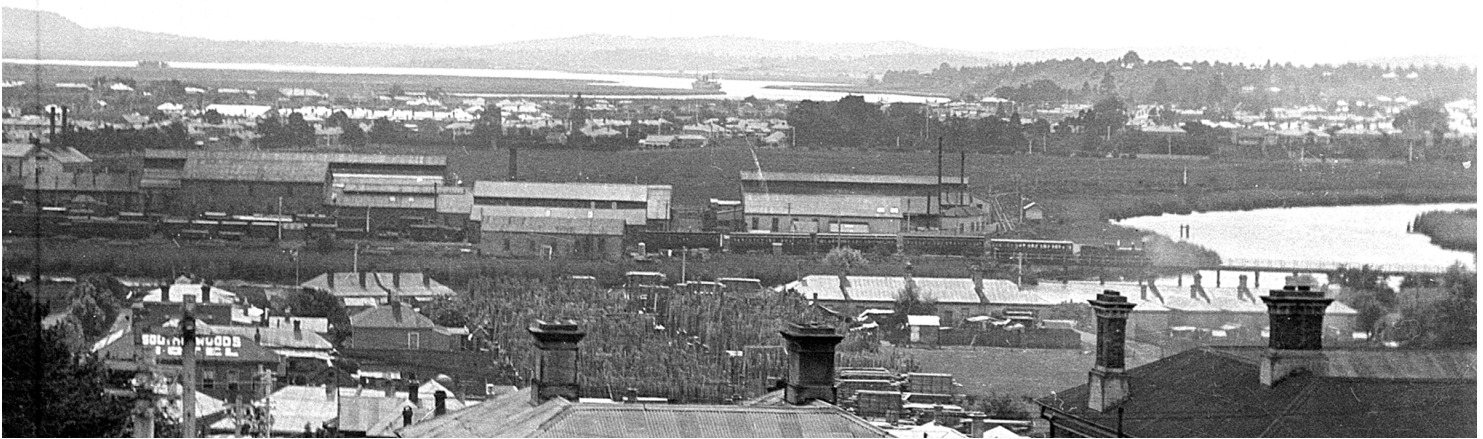


Council Agenda - 17 October 2019 - Agenda Item 8.1
Attachment 17 - Inveresk Heritage Impact Statement
2-4 Invermay Road, Invermay

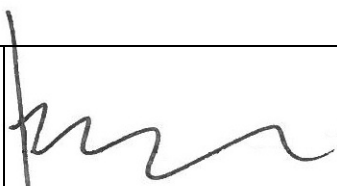
Building 3 Inveresk Campus Heritage Impact Statement

June 2019



prepared by Paul Davies Pty Ltd
for UTAS

Revision	Date	Issued By
1	28 June 2019	Paul Davies

Report reviewed by:	
	Paul Davies Director B Arch MB Env ARIA Reg. No. 6653

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1.0 INTRODUCTION

1.1. THE BRIEF

This heritage impact statement (HIS) has been prepared on behalf of UTAS to accompany a development application to Launceston City Council for a new university building on the Inveresk Campus.

1.2. APPROACH AND METHODOLOGY

This HIS reviews the relevant statutory heritage controls, assesses the impact of the proposal, makes recommendations as to the level of heritage impact and provides recommendations to mitigate any heritage impacts.

The methodology used in this report is in accordance with the principles and definitions set out in the Australia ICOMOS Burra Charter 2013 and its Practice Notes, and in accordance with the latest version of The Heritage Tasmania, Department of Primary Industries, Parks, Water and Environment Assessing Historic Heritage Significance guidelines.

1.3. LIMITATIONS

The site was visited by Paul Davies of Paul Davies Pty Ltd a number of times over the last 2 years. The subject site was inspected and photographed. The inspection was undertaken as a visual inspection only. There was no demolition, opening up or clearing.

The historical outline in this report is based on the CMP prepared by my office and provides background information to provide a broad understanding of the development of the site sufficient to assess the impact of the proposal.

An archaeological assessment has not been included.

1.4. AUTHOR IDENTIFICATION

This report was prepared by Paul Davies Pty Ltd, Architects and Heritage Consultants, 180 Darling St Balmain NSW 2041.

This report was authored by Paul Davies.

1.5. OWNERSHIP

The subject property is owned by UTAS.

1.6. DEFINITIONS

For the purposes of this report

Local	Refers to Launceston City Council area
State	refers to Tasmania

Charter 2013, the Australian ICOMOS Charter for the Conservation of Places of Cultural The following definitions used in this report and are from Article 1: Definitions of The Burra Significance.

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 changing 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 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.

2.0 BACKGROUND

2.1. SITE LOCATION

The subject site is part of the former Launceston Railway workshops complex. The site was redeveloped from 2000 to accommodate a range of uses but particularly Museum and University uses. Part of that adaptation work involved removal of some of the more ephemeral buildings and re-purposing the remaining buildings.



Figure 1: Aerial photograph of the site of the proposed building (indicated by red dot) Source: <https://maps.thelist.tas.gov.au/listmap>

The location for the current proposal is on vacant land adjacent to the main workshop complex, opposite the tramway museum and to the south of the former diesel workshop that is now the architecture faculty building for UTS.

The site is currently used for carparking and there are later small additions adjacent to the workshop building. There are some trees around the carpark. Neither the trees or carpark are significant and they relate to the post 2000 adaptation works for the site.

2.2. STATUTORY LISTINGS AND CONTROLS

HISTORIC CULTURAL HERITAGE ACT 1995 (AS AMENDED)

The whole site is listed on the Tasmanian Heritage Register as part of the Rail workshop precinct. The listing has been recently updated by Heritage Tasmania based in part on the recently completed CMP for the precinct.

PLANNING SCHEME

The provisions of the Launceston Interim Planning Scheme applies to the site.

The site is heritage listed as part of a broad area that includes the whole of the former workshop precinct. The CMP that accompanies this assessment provides a detailed site history and framework for understanding the significance of the site as a whole and for guiding future development – of which this application forms part.

Table 1: Listing details [subject property] in the [Planning Scheme date]

Ref No.	Street No	Street/Location	C.T.
4399	2	Invermay Road	156282
4400	2	Invermay Road	156282

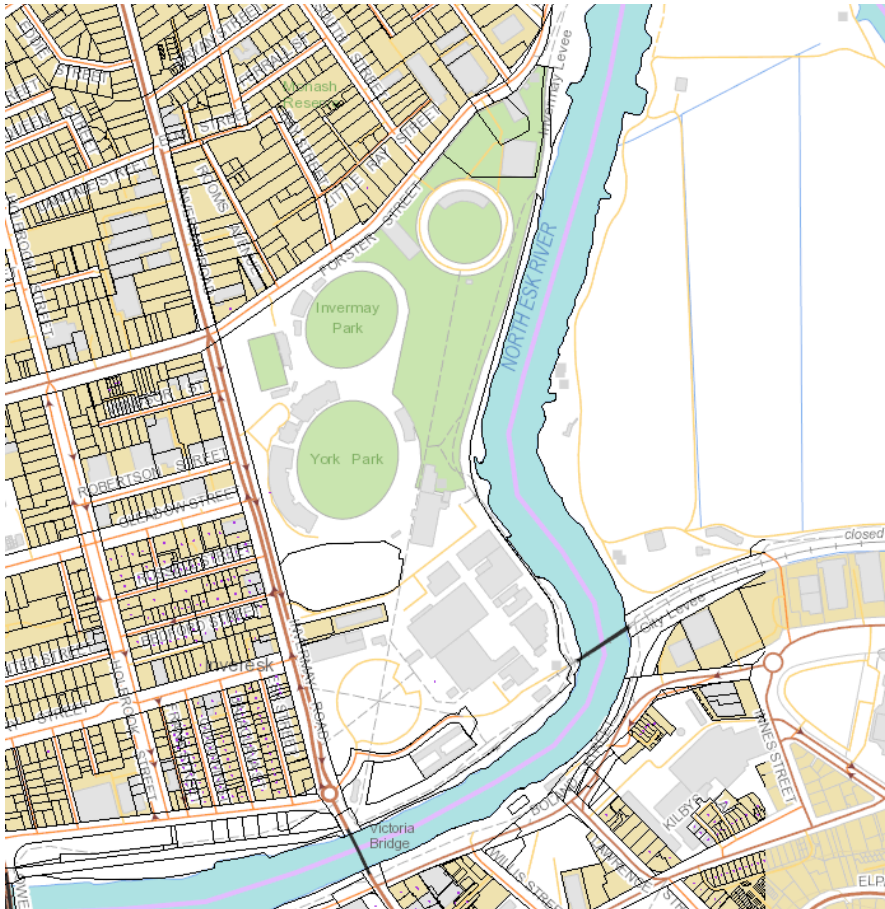


Figure 2: Excerpt from Planning Scheme Map showing heritage listings in the area.

2.3. SITE HISTORY AND HERITAGE VALUES

The railway workshop history is long and complex with many layers of development culminating in the whole site being the major workshop and maintenance site for rail in the State. A detailed site history is provided in the CMP and is not set out in this document.

Of particular interest to this site is how the development around the site took place as that informs an approach to the design and siting of a potential new building in a key location within the complex in relation to heritage values.

The site of the proposed building appears not to have had any structure erected on it in the past. The early phases of development did not extend to this part of the site. However, the 1922 addition of the roundhouse and turntable saw a single track traverse the subject site to access the workshop area.

Both the 1943 and 1986 aerial photographs show rail tracks diagonally traversing the site connecting from the Scottsdale Branch line (and roundhouse) to the apex of the track network accessing the workshops. This was one of the two major access point to the buildings (north and south of the complex). A track also extended along the northern alignment of the main workshop building accessing the traveller to the east.

These alignments are no longer apparent as the post 2000 work added a central track alignment that extended from the turntable in the north to the faux station building in the south-west corner of the site. This track alignment does not relate to the layout of the workshops. The earlier trackwork cut across the subject site to the east of the diesel workshop (architecture building), consequently there was no ability to use the site for development. It is also apparent that the diesel workshop siting responded to the existing access track across this site.

The site also marks the transition from the dominant east west workshop building orientation seen in the main group of buildings and the diagonal alignment of the diesel workshop to respond to the narrow neck of land and the track access requirements between the river, the Branch line and York Park.

The heritage values of the complex are set out in the CMP in detail. As there is no built fabric on the site of the proposal there are no physical fabric considerations in relation to an assessment.

One of the important factors in understanding significance on the site is understanding that the site grew in small and large works, often built abutting or in close proximity with a strong axial arrangement of forms but also in a wide range of materials and construction types. There are simple tin sheds, massively framed concrete structures and almost everything in between. They form an harmonious and coherent set of related structures with simple forms and orientations with very direct design approaches to suit their utilitarian functions.

The heritage values of the place also do not just relate to the railway workshop phase of use of the site. The adaptation of the site and buildings for university and cultural uses is of significance in its own right and the various additions to the former railway buildings have added a new value to the precinct that is both interpretive and continues the tradition of incremental building works across the whole area.

The post 2000 infill buildings have responded to the strong site character by using similar but new materials in a well-designed and robust way.

The site is significant as part of the complex of former workshop buildings. The specific site however has no particular heritage significance beyond its contextual relationship to the elements around it.

It is not significant as a space. It is the space remaining after several phases of construction that was partially determined by the location of a rail track. The location of the track is not of specific importance and the remnants of the track have been removed. The location should be interpreted, but it does not have heritage value for any attribute beyond being part of the broader spatial arrangement of the site.

Consequently proposing a built form on this site is consistent with the CMP that looks to future development of parts of the site (with constraints) and consistent with the long-term pattern of development of the site that saw incremental additions and buildings within the pattern that was established in the late 1880s of aligned east-west building forms.

Subject to detailed design there is no heritage constraint on locating a building on this site.

3.0 PHYSICAL DESCRIPTION

3.1. SITE AND CONTEXT

The site for the proposed building is presently an on ground sealed and kerbed car park that forms an open space between a range of buildings. It appears that in the post 2000 work, all track and infrastructure was removed to construct the carpark. The current appearance of the area is of modern infrastructure. Immediately adjoining the site are the concrete workshop buildings to the south, the diesel workshop building to the north, a corrugated iron clad large industrial buildings to the east, the film school building (contemporary to the west) and the tram shed buildings set slightly back to the south-west. The former diesel workshop is set obliquely to the other buildings and the central walking spine and track aligns with the orientation of the diesel workshop building creating a dynamic spatial form in the area.

The scale context is two large concrete framed buildings of 3-4 storey scale (but not floors as they are industrial scaled buildings), a large single scaled metal clad workshop building and the 2-3 storey scale of the buildings to the west.

The scale of buildings, while varied, is considerable both in terms of height and in massing. The nature of large workshop buildings with large volumes is that they are substantial buildings with quite solid construction that have 'presence' on the site. This contrasts with some of the smaller buildings that have a finer grain.

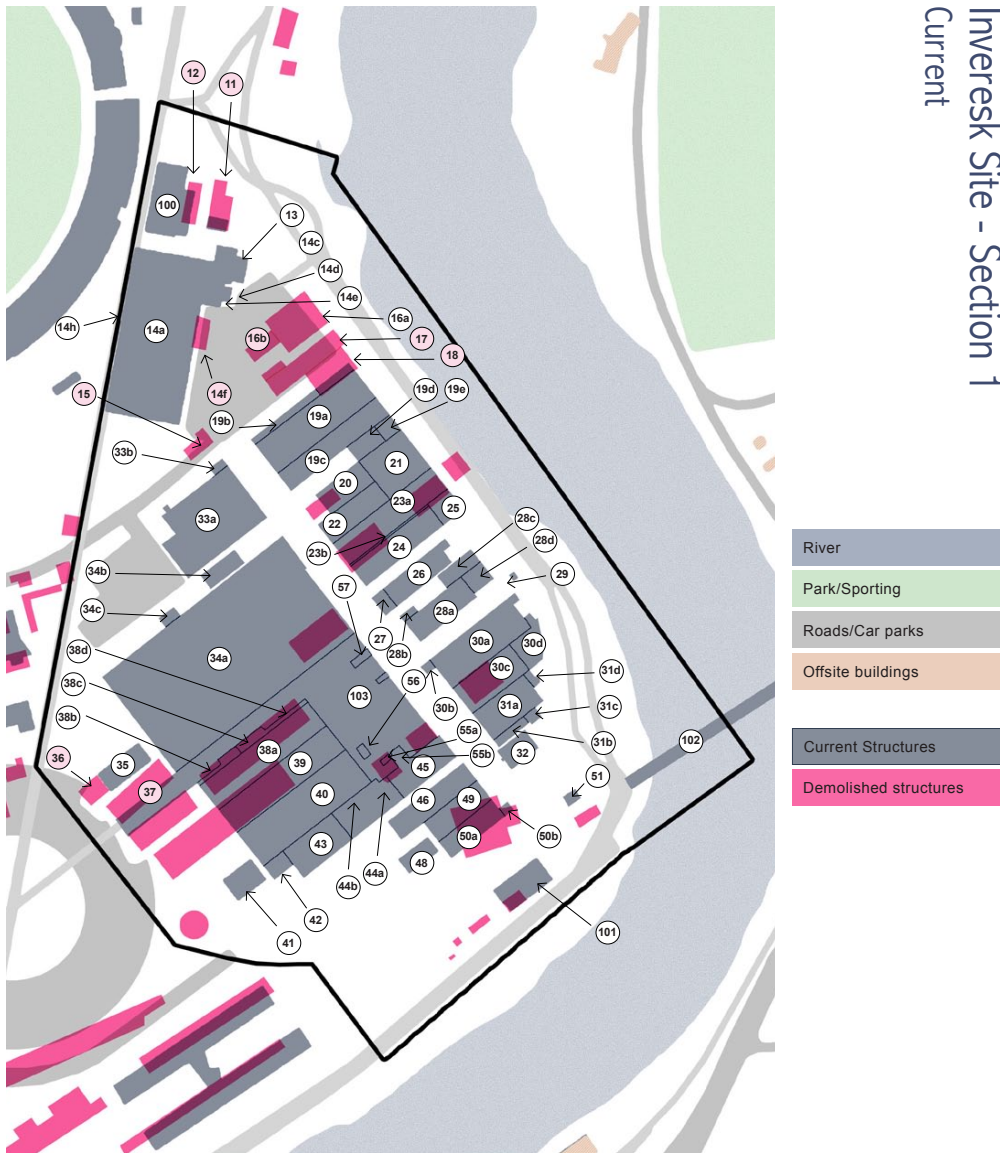
The site sits between a number of large buildings and is capable of accommodating a built form that can respond to the scale and massing of the larger buildings as well as the finer grain and detail of the smaller buildings around it.

Key issues in determining built form for this specific site include:

- managing the change in spatial arrangement on the site from a strong rectilinear grid to an orthogonal grid
- managing the shape of the site as it partially cuts away to accommodate the central walking and track spine
- relating spatially to the range of buildings that surround the site
- how to connect to or maintain separation from adjoining buildings
- working within the height constraints of the principal adjoining buildings
- developing a built form that is contemporary but drawn from the character of the site

Inveresk Site - Section 1

Current



- | | | | |
|-------------------------------|---------------------------|----------------------|----------------------------------|
| 11. Test house | 27. Amenities | 43. Carpenter's shop | 100. Architecture Annex Building |
| 12. Battery room | 28. Fibre-glass shop | 44. Carpenter's shop | 101. Don River Railway Shed |
| 13. Amenities | 29. Tank stand | 45. Carpenter's shop | 102. North Esk Rail Bridge |
| 14. Loco workshops | 30. Blacksmith | 46. Paint shop | 103. |
| 15. Store | 31. Blacksmith | 48. Battery shed | |
| 16. Signal store | 32. Amenities | 49. Paint shop | |
| 17. Store | 33. Precision Tool Annex | 50. Electrical shop | |
| 18. Workshop | 34. Main Machine shop | 51. Signal box | |
| 19. Shell Annex | 35. Weigh bridge | 55. Incinerator | |
| 20. Substation and compressor | 36. Annex to weigh bridge | 56. Amenities | |
| 21. Sheet shop | 37. Amenities | 57. Amenities | |
| 22. Panel shop | 38. Foundry | | |
| 23. Wheel shop | 39. Vacant | | |
| 24. Slack adjuster | 40. Carpenter's shop | | |
| 25. Wheel shop | 41. Amenities | | |
| 26. Store / fire dept | 42. Sign writers | | |

Note: Item numbers 47, 52, 53, 54, 58, 59, 60, 61, 65 and 83 were not identified on the 1999 report and as such have not been identified in the above report. In addition, demolished buildings that were not previously identified and numbered have not been given numbers in this report.

Figure 3: Overview of the site – Identification of buildings and elements Paul Davies

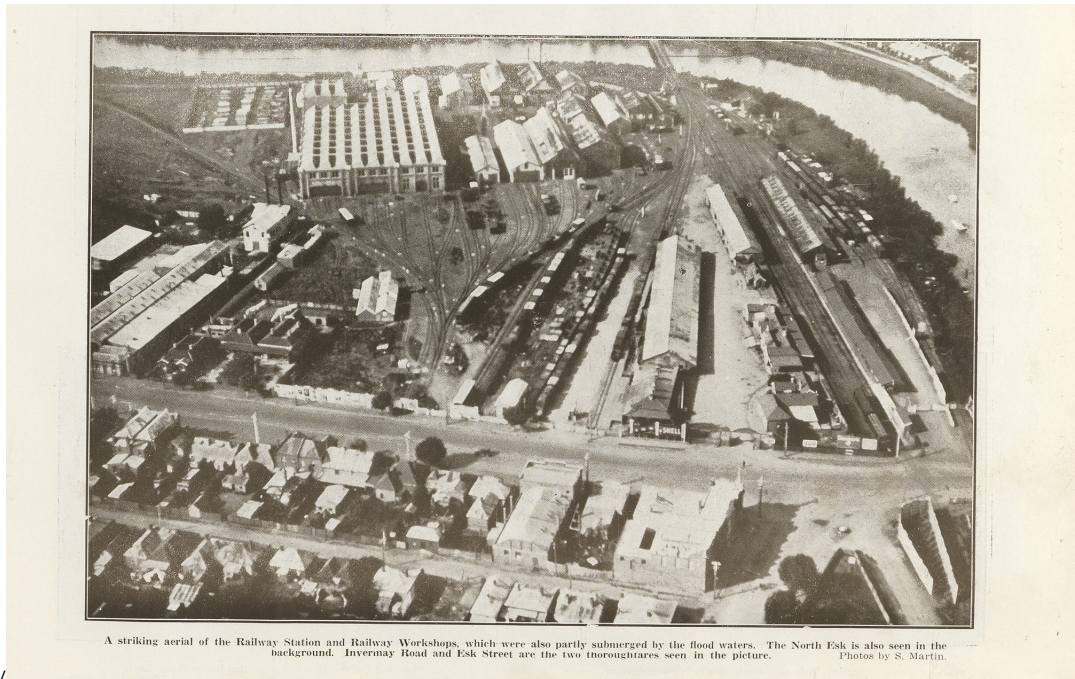


Figure 4: 1929 aerial photograph showing the buildig location with recently constructed access track across the area.

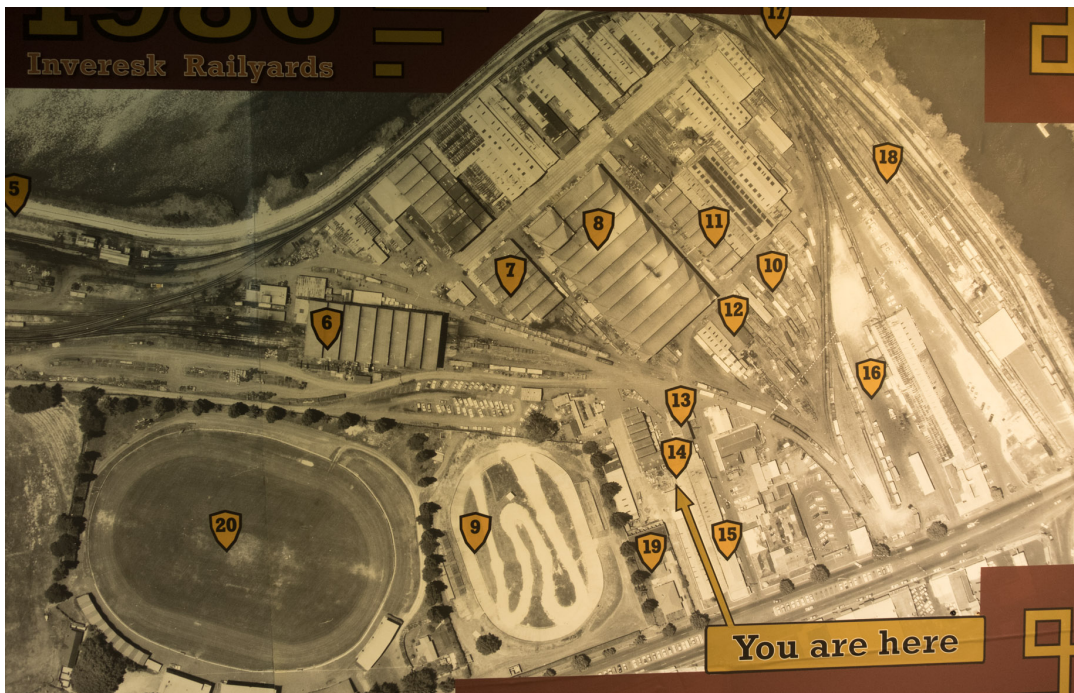


Figure 5: 1986 aerial showing tracks on the site of the proposed building

4.0 PROPOSAL DESIGN APPROACH

The proposal, by John Wardle Architects, is for a free-standing library and student services building occupying the site and separated from the adjoining buildings. It is a free standing building adopting the scale of separation seen throughout the precinct.

This is a fundamentally sound approach as the main workshop building to the south of the site is a fine built form that has an important northern façade that remains seen and accessible in the proposal.

Setting the new built form off the main workshop building also allows interpretation of the former rail alignment, noting that the annexe currently built on that site attached to the north wall of the workshop building is to be demolished as part of this project. The separation of built forms reinforces the spatial arrangement of the site and the use of narrow passages to accommodate access tracks.

The built form, in plan, also sets back slightly from the main facades of the two structures with which it adjoins. This establishes a clear site hierarchy of form with emphasis on the earlier heritage buildings.

The built form also adopts a simple grid form that is consistent with the adjoining buildings but responds to the diagonal alignment of the diesel workshop building and walkway by stepping the western façade, using a regulated grid pattern to achieve it, creating an intermediary form that links the rectilinear forms of the main buildings with the diagonal form of the diesel workshop building.

The stepping also serves to introduce a quite fine grain to the principal façade of the building that is responsive to the smaller buildings to the west.

The building design is robust, regulated and uses forms, such as the saw-tooth roof form, to create an industrial typology that is not a heritage building but clearly derived from and related to the heritage elements of the site. This is also seen in the strong use of linear forms in windows contrasted with panels of vertical metal cladding that link the building to its industrial setting.

At three storeys the building sits within the scale and framework of the workshop building to the south and is larger than the building to the east. Setting the roof diagonally to the built form reinforces the role of the site in mediating form between the two geometric arrangements on the site and makes clear that it is an infill building that responds to a range of site constraints.

The building adopts a clear industrial framework for its design, nuanced to accommodate the range of new uses that it is designed for.

5.0 DISCUSSION OF HERITAGE ISSUES

5.1. ASSESSMENT OF HERITAGE IMPACT IN RELATION TO REQUIREMENTS OF THE HISTORICAL CULTURAL HERITAGE ACT 1995 (TASMANIA)

The Cultural Heritage Act focuses on heritage buildings and works that take place to them. It also considers heritage places but the emphasis of the Act is on buildings of heritage significance.

This proposal does undertake some work to the periphery of the heritage buildings, removing the later annexe structure adjacent to the main workshop building, and in doing so recovers the exterior form of the significant workshop building. This is a sound heritage outcome that is consistent with the objectives of the Act.

The Act also addressed more generally the conservation of heritage places and the subject site is part of a heritage place. The objective of the Act is to ensure that works on a heritage listed site do not adversely or unreasonably impact the heritage values of the listed place. This report uses the term 'unreasonably' as any works will have some impact on a place simply by being undertaken however, undertaking work is not the required test. It is expected that works will take place to heritage sites and buildings and the intent of the Act is to ensure that those works do not remove or adversely affect heritage values. While the Act is constant in its requirements, the application of controls varies depending on the actual heritage values of the place, the element and the spaces to be affected.

Under the Act, unless a proposal for infill development has an adverse impact due to the specific design and/or scale of development on heritage fabric or identified significant spatial qualities, it is unlikely to be considered to have an adverse heritage impact. For this proposal the design responds to the significant elements around it in design, fabric and spatial arrangement and does not impact any State heritage values.

5.2. ASSESSMENT OF HERITAGE IMPACT AGAINST LAUNCESTON INTERIM PLANNING SCHEME 2015 HERITAGE OBJECTIVES & CONTROLS

Considering the relevant heritage listings applying to the subject sites any redevelopment must be assessed against the provisions of the Launceston Interim Planning Scheme. The whole site is a heritage item however it is not a precinct and consequently precinct controls do not apply.

Table 2: E13.0 Historic Heritage Code, Launceston Interim Planning Scheme – Relevant Provisions

Planning Scheme Provision	Response
E13.6 Development Standards for Heritage Places E13.6.1 Demolition	
Objective: To ensure that the demolition or removal of buildings and structures does not impact on the historic cultural heritage significance of local heritage places and their setting.	The elements to be demolished are the annexe structure adjacent to the main workshop building. The building is not of heritage significance and its removal will recover the significant form of the northern wall of the workshop building.
E13.6.5 Height and Bulk of Buildings	
To ensure that the height and bulk of buildings are compatible with the historic cultural heritage significance of local heritage places and their settings.	The CMP 2018 defines the heritage significance and the setting for the place. The proposed building is compatible with the siting, scale and form of the existing buildings and the existing heritage significance of the place is managed and retained. The proposed buildings adopt similar scale and alignments to existing buildings, has compatible height and materiality and adopts a typology that is consistent with the heritage buildings on the site.
E13.6.6 Site of Buildings and Structures	
To ensure that the siting of buildings are compatible with the historic cultural heritage significance of local heritage places and their settings.	The building siting responds to the site typology, layout and historic development patterns. The proposed building is an infill building that is compatible with the cultural heritage significance of the site.
E13.6.8 Roof form and materials	
To ensure that roof form and materials are compatible with the historic cultural heritage significance of local heritage places and their settings.	The roof form of the building adopts an industrial typology seen on other buildings on the site with the use of sawtooth roof forms that relates the building to its neighbours and reduces the apparent scale from the articulated roof planes.
E13.6.9 Wall materials	
To ensure that wall materials are compatible with the historic cultural heritage significance of local heritage places and their settings.	Wall materials adopt a traditional industrial palette of metal and solid materials with controlled use of glazing. The design approach is compatible with the heritage values of the adjoining buildings.

E.13.6.12 Tree and vegetation removal	
To ensure that removal, destruction or lopping of trees or the removal of vegetation does not impact on the historic cultural heritage significance of local heritage places and their settings.	Trees on the site were planted after 2000 as part of the carpark works. While they are pleasant trees they are not of cultural heritage significance, do not relate to significant phases of use of the area nor are they significant trees in their own right. Replacement tree plantings may be appropriate, but trees do not form part of the significance of this location on the site which was once the centre of rail lines and gravel hardstand areas.

5.3. ASSESSMENT AGAINST THE CMP POLICIES

The CMP prepared to inform the masterplanning of the site made a number of observations and recommendations that cover this site:

- car parking areas are of little significance
- trees planted as part of the post 2000 works are of little significance
- the current uses of University and Museum uses are preferred uses for the site
- significant buildings should be conserved

The CMP sets out guidelines for the integration of new buildings onto the site. New works are permitted under the CMP policies provided they:

Table 3: CMP New Buildings Policy

New works considerations	Response
<i>i. New built forms must not dominate the heritage buildings in terms of their scale, design, materiality or location on the site.</i>	The proposal does not dominate existing buildings, it is designed to fit within the existing scale of built form.
<i>ii. Generally, new elements (buildings or site features) should be designed to not visually dominate the site and should not detract from the physical dominance of the existing workshop group of structures.</i>	The proposed design does not dominate or detract. The building is intentionally designed to stand alone and contribute to the precinct but it does not visually compete or overwhelm existing buildings.
<i>iii. New buildings should demonstrate design excellence.</i>	The building demonstrates design excellence and has been undertaken by an award winning architectural firm.
<i>iv. Buildings should be designed as elements within the landscape.</i>	The building is designed contextually within the broader site landscape and specifically within the immediate setting.

New works considerations	Response
<p>v. <i>Buildings should relate to the ground plane with active frontages, undercroft forms (potentially to address flooding) are not compatible with the character of the site.</i></p>	<p>This is achieved in the design.</p>
<p>vi. <i>The height of buildings should relate to the height and scale of existing built forms, not to establish a simple height limit but rather to establish a hierarchy of built form and height that continues the established patterns and forms on the site.</i></p>	<p>This has been achieved in the design.</p>
<p>vii. <i>New built forms should not simply replicate existing forms but could draw from existing patterns and buildings to establish compatible approaches to new elements. This can also be reflected in the use of materials that can reflect the simple and robust design of the existing buildings.</i></p>	<p>This has been achieved in the design.</p>
<p>viii. <i>The alignment of new elements should generally follow the existing development pattern of the site with most forms oriented east-west in a linear arrangement, it is noted that not all buildings were strictly on the same alignment but the use of generally longer regular forms is a strong site characteristic that defines the patterns of development. It is noted that the current UTAS architecture buildings do not follow the grid arrangement but rather respond to the site form, this provides a second axis for the site that is now reinforced by the diagonal access path across the site. This provides potential for buildings to have a secondary axis towards the north of the site.</i></p>	<p>This is achieved in the design</p>
<p>ix. <i>The dominant east-west axis of buildings was confused during the c 2000 works when the odd faux station building was constructed on a conjectural arrangement of tracks, placing the building diagonally on the site in such a way that it could never have functioned in relation to the site layout. This appears to be an applied design that also resulted in the equally obscure circular carpark and forecourt to the site.</i></p>	<p>Noted but not relevant to this design.</p>

New works considerations	Response
<p>x. <i>A strong pattern of development in the workshops is built forms that adjoin or are closely related along their north-south junctions with separation in the east-west layout (largely as a result of different building forms aligned around the central traveller), buildings should not adjoin in their east-west junctions but should be separated to reflect the established patterns of development.</i></p>	<p>This is reflected and achieved in the design of the building.</p>
<p>xi. <i>Most buildings are rectilinear in form (apart for the more recent sports facilities and the former roundhouse) which is a site characteristic. The more recent UTAS buildings reflect that form and successfully integrate onto the site. Generally, but not exclusively, simpler rectilinear forms are appropriate for new development around the main workshop site.</i></p>	<p>This is achieved in the design of the building.</p>
<p>xii. <i>Historically there were many more buildings and structures on the site than currently exist, some are seen in remnant form through footings and small site elements, there is potential to add some smaller scaled elements to the site in the pattern of earlier development.</i></p>	<p>Not relevant.</p>
<p>xiii. <i>Future development should not take place within the former spine of trackwork where the current circular entry carpark is now situated.</i></p>	<p>This is not relevant.</p>
<p>xiv. <i>The railway site was traditionally a workshop site (noting that the station was a public facility but has now been removed) with simple robust forms in simple materials designed for their functionality. While some buildings demonstrate form, scale and detail, this was secondary to their use. New built forms should similarly focus on the simplicity and robustness of form that characterises the site. This will assist in new forms sitting contextually in relation to the heritage structures and will ensure that the main group of workshop buildings are the dominant built elements of the place.</i></p>	<p>This has been achieved in the design of the building.</p>

6.0 CONCLUSION

The proposed library building at Inveresk is a well-considered, sited and designed structure that not only fits within the heritage character of the precinct but is a fine building in its own right.

Key characteristics of the precinct are buildings built of their time, using the latest materials, designed for specific purposes, many well designed but utilitarian in nature (reflecting their purpose) all working within a quite rigid framework to allow access for locomotives and carriages that require rectilinear forms with clear open space. The proposed buildings adopts all of these characteristics with a new use that is both compatible with heritage values and actually enhances the precinct.

There are no adverse heritage impacts arising from this development.