PURCELL

Brighton Library and Council Chambers

Services, Access and Associated Works

VHR H1292 ‘Brighton Municipal Offices’
15 Boxshall Street, Brighton VIC 3186

Heritage Impact Statement

For Bayside City Council

14/10/2026
P02-Final

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Date	Revision	Issue for	By	Checked
14/10/2026	P02	S4 – For Statutory Consent Application	XY	AR
08/10/2026	P01	S3 – For Review and Comment	XY/LM	AR

PREFACE

Project Summary

Heritage Place	Brighton Municipal Offices
Victorian Heritage Register Number	H1292
Hermes	4832
Pre-Application Reference	P42433
Address	15 Boxshall Street, Brighton VIC 3186 / 14 Wilson Street, Brighton VIC 3186
Description of Proposed Activity	HVAC, Plant Screening and Accessibility Upgrades
Extent of the Proposed Activity	Upper level – Council Chambers and Committee Room DDA Ramp to Library entrance Existing Plant Enclosure to rear of building
Prepared For (the Applicant, the Owner and the Client)	Bayside City Council
Instructed By (the Designer)	Brand Architects
Prepared By	Purcell
Date	14/10/2026
Revision	02-Final

Acknowledgement of Country

Purcell acknowledge the Traditional Custodians of Country throughout Australia and pay our respects to Elders past, present, and emerging. We respectfully acknowledge and pay respect to the Bunurong people, the traditional and original owners, and continuing custodians, of country, affected by this Application.

Heritage Impact Statement
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1.0 INTRODUCTION

1.1 Background

Bayside City Council wish to improve the thermal comfort, accessibility and performance of their State heritage significant Brighton Library and Council Chambers building (the Building, the Heritage Place, VHR No. H1292). In conjunction with an accessible ramp to the front entrance, a key component involves an upgrade of existing mechanical systems, plant, other building services to select upper levels or back-of-house locations (broadly, the Proposed Activity).

Bayside City Council (the Client, the Owner, the Applicant) engaged Purcell to prepare this heritage impact statement (HIS) to support a s. 93 heritage permit application (the Permit Application) to Heritage Victoria (HV) in support of the Proposed Activity.

1.2 Pre-Application Consultation with Statutory Heritage Authority

A pre-application (pre-app) meeting with Heritage Victoria (Sally Winkler, Heritage Officer and Emily Goode Senior Heritage Officer) occurred between the Owner (Bayside City Council, Boris Petrovski), the Designer (Brand Architects, Belle Clarke) and Purcell occurred on-site on 01 July 2026 which described the scope and extent of the Proposed Activity. Comment from HV received after this meeting and relevant to this Application is extracted below:

> *Regarding the alterations to the upper level council chambers and meeting rooms for HVAC works, this will require a permit application as the works involve demolition of original ceiling fabric. We do not envision this would involve advertising. We appreciate the need for the works to update the out-of-date services and are broadly comfortable with the approach to enlarge the bulkhead in the council chamber and add to the bulkhead in the meeting room to accommodate the new ducting and vents. We recommend making these bulkheads as recessive as possible and painted to match the existing ceiling colour. Regarding the new vents to the council chamber ceiling, again these should be as recessive as possible and careful consideration of their positioning will be required so as not to interrupt the pattern of original tear-shaped skylights. For example, we do not recommend placing them in between each sky lights so that they become part of the ceiling pattern. Perhaps the HIS to accompany the application could provide a couple of options here. We are comfortable with the works to improve roof access in the council chamber (with access ladder)[1] and are also broadly comfortable with the proposed upgrades to exterior HVAC plant equipment given this won't change the existing footprint and should not substantially impact on views or settings of the place.*

Following further design co-ordination, we are now able to submit this Application to HV.

1.3 Limitations

All references to heritage, or heritage impacts, are to post-contact, above ground, statutory built heritage only, as registered on the Victorian Heritage Register (VHR) under the *Heritage Act 2017* (the Heritage Act), or as part of the Planning Scheme, under the *Planning and Environment Act 1987* (the Planning Act). Reference is drawn also to the site-specific controls and built heritage particulars of the VHR Registration Documentation and guidance contained in the Bayside Planning Scheme (the Planning Scheme).

Linda Mott (Senior Heritage Consultant) with assistance from Xiaohan Yang (Assistant Heritage Consultant) and overview by Alistair Ravenscroft (Associate Partner) of Purcell, prepared this report based on discussions with the Client, and documents supplied (Appendix A:). This report relies on historical information detailed in the References or available online via the Victorian Heritage Database – no additional research was undertaken. On 19 May 2026 an at grade and non-invasive site visitation to areas of the Heritage Place affected by the Proposed Activity occurred to observe condition and photograph the affected locations.

This report does not consider other potential impacts of the Proposed Activity, including, without limitation, town-planning, vegetation, sub-surface, movable, archaeological or indigenous heritage. This report is limited to a consideration of the potential statutory built heritage impacts of the Proposed Activity to the setting, context, and significant fabric of the registered built features on the Heritage Place.

This Report may only be used by the named addressee for the purpose for which it was commissioned and in accordance with the corresponding conditions of engagement and may only be reproduced in full. Separate to this Report, additional assessment or statutory consents may be necessary to enable the Client to implement the Proposed Activity, beyond the scope of this engagement.

[1] Note – these works have been subsequently removed from the Permit Application scope.

1.4 Abbreviations

The following abbreviations are used in this report:

Table 1: Abbreviations Used in this Report

A/C	Air conditioning	OH&S	Occupational Health and Safety
BCA	Building Code of Australia	RNE	Register of the National Estate
BCC	Bayside City Council	VHD	Victorian Heritage Database
DDA	Disability Discrimination Act 1992 (Cth)	VHI	Victorian Heritage Inventory
HO	Heritage Overlay	VHR	Victorian Heritage Register
HV	Heritage Victoria	n/a	not applicable
NCC	National Construction Code		

1.5 Terminology

The conservation terminology used in this report is of a specific nature and is defined within The Burra Charter: 'The Australia ICOMOS Charter for Places of Cultural Significance', 2013, (the Burra Charter).

1.6 References

- 'Australia ICOMOS, The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013', (the Burra Charter);
- *Heritage Act 2017* (Act number 7/2017 Version 009, incorporating amendments to 1 May 2026);
- Heritage Victoria, 'Do I need a heritage permit?' (Victorian State Government website), August 2024;
- Heritage Victoria, 'Resources for permit applicants' (Victorian State Government website), August 2024;
- Heritage Victoria, 'Principles for considering change to places in the Victorian Heritage Register', Made and published by the Executive Director, Heritage Victoria under s19(1) of the *Heritage Act 2017*, May 2026;
- Heritage Victoria, 'Reasonable or economic use Relevant matters for the consideration of section 101(2)(b) of the Heritage Act 2017', Made and published by the Executive Director, Heritage Victoria under s19(1) of the *Heritage Act 2017* in May 2026;
- Heritage Victoria, 'Heritage Victoria Policy Applying section 101(2)(d) of the *Heritage Act 2017*',v.1.0 December 2022;
- Heritage Victoria, 'Brighton Municipal Offices' (VHR Number H1292), Victorian Heritage Database (VHD) report generated 08/07/2026 (included at **Error! Reference source not found.**);
- Bayside planning scheme, last amended by VC311 on 09/08/2026, and incorporated documents.

2.0 UNDERSTANDING THE SITE

2.1 Location

The Heritage Place is located at is 14 Wilson Street, Brighton, south-east of Melbourne CBD. The rear of the building is on the Boxshall Street side of the property.

The Heritage Place is one of several iconic buildings set within a formal park. The former Brighton Town Hall (now Bayside Gallery and Brighton Theatre Company, HO397) is to the east of the Heritage Place on the corner of Wilson and Carpenter Streets, the Former Brighton Courthouse (now Bayside U3A, HO447) is to the southeast on Carpenter Street, St Cuthberts Presbyterian Church (H0395) is to the north on Wilson Street, and a formal civic garden borders the Heritage place to Wilson, Carpenter and Boxshall Streets and is between the Heritage Place and the Town Hall.

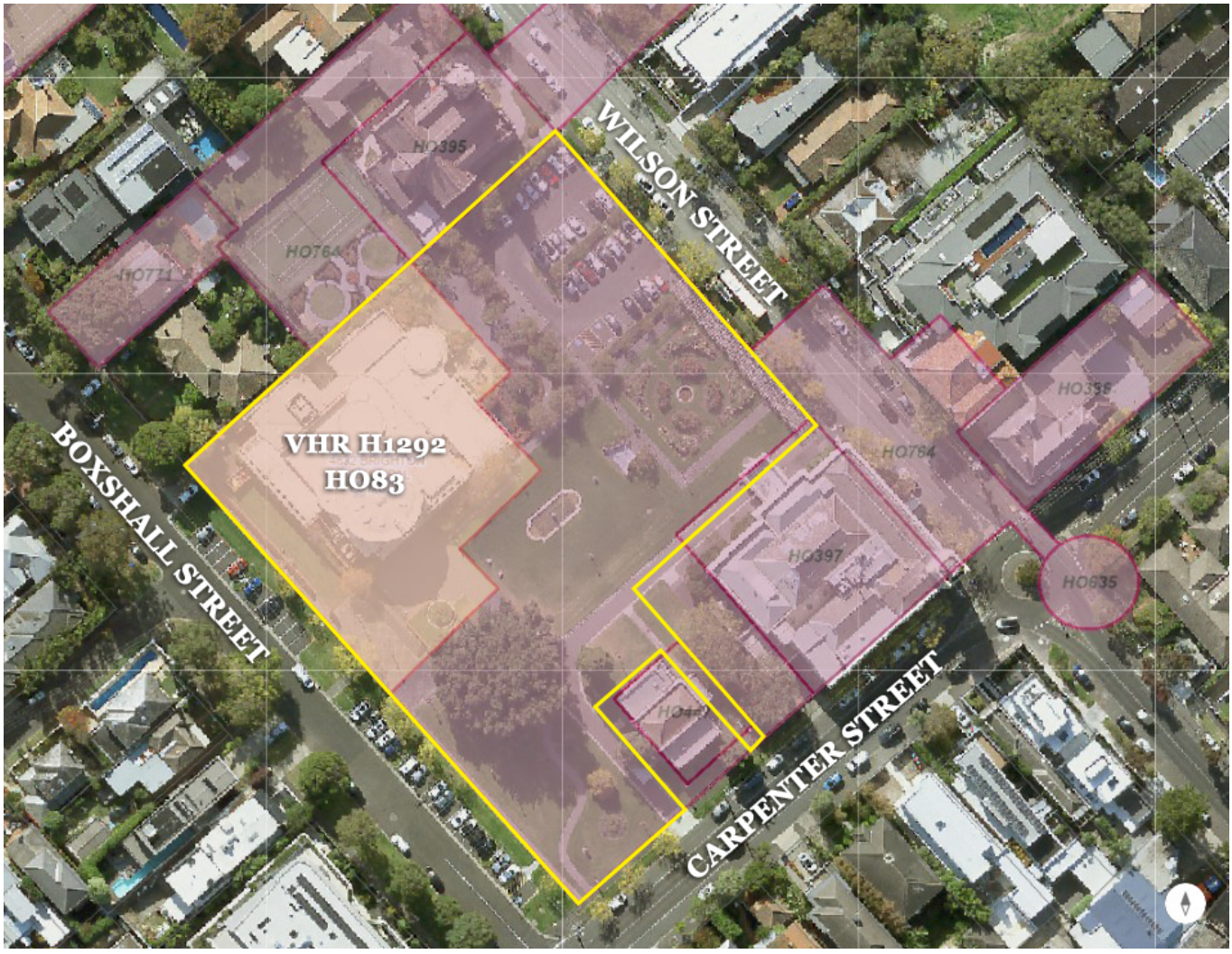


Figure 1: Approximate boundary of the site outlined in yellow, the Heritage Place (VHR and HO) shaded yellow and outlined in pink, adjacent locally listed places outlined and shaded in pink (source: *Vic*Plan overlaid by Purcell)



Figure 2: Approximate boundary of the Heritage Place (VHR) shaded yellow and outlined in yellow dashes. Approximate locations of Proposed Activities outlined in dashed black. Circular areas are to interiors (source: *Vic*Plan overlaid by Purcell)

2.1.1 Land Identifiers

The VHR registration extent is described as:

1. All the building (including brick retaining walls) marked B-1, the freestanding brick planter boxes marked S-1 and S-2, the front steps and paving marked S-3 and the brick retaining wall with circular garden bed marked S-4 on Diagram 607085 held by the Executive Director, Heritage Council.

2. All the land marked L-1 on Diagram 607085 being part of the land contained in Certificates of Title Volume 4058, Folio 589 and Volume 6767 Folio 211.

3. The Council Chamber furniture including all fixed furniture and 18 black upholstered chairs.

4. The furniture made for the two circular conference rooms including the fixed tables and 21 Grant Featherston "Floating series" chairs upholstered in turquoise wool fabric and currently stored in the former Court House building.

5. The turquoise vinyl upholstered ottoman located in the ground floor foyer, and the turquoise vinyl upholstered seats to the upper level public lobby.

6. The counters and reception desk to the ground floor lobby.

The listed land parcel of the Heritage Place includes the following properties as identified on VicPlan:

Crown Description	part of Lot 1 LP15532; Lot 2 LP15532; and part of Lot 1 TP890082.
Standard Parcel Identifier (SPI):	part of 1\LP15532; 2\LP15532; and part of 1\TP890082.

2.2 The Heritage Place - Description

The following description of the Heritage Place was extracted from the VHD Report:

> The larger and more prominent municipal offices, fronting Boxshall Street, are in contrasting red brick, having a cylindrical form with flat concrete slab roofs and perforated eaves recalling the late work of Frank Lloyd Wright. The building has been carefully integrated into the gardens by the use of rough concrete paving and steps, matching red brick retaining walls (some of which form planter boxes) and a circular garden bed (originally a pond) that echoes the cylindrical form of the main council chamber.[2]

2.3 The Building - Description

The following description of the Heritage Place was extracted from Docomomo Australia:

> …the new Brighton Civic Centre was conceived in red brick and concrete: a series of flat-roofed wings, with broad eaves, balconettes and curved glazing or corner windows, clustered around a massive drum-like feature. This corbelled, squat and windowless cylinder triggered inevitable comparisons to Wright's Guggenheim Museum, which the lead architect on the project Kevin Knight himself vehemently denied to his dying day, instead fingering a classical precedent, the Castel Sant'Angelo in Rome, as his chief inspiration.
>
> The space was enlivened by the deft hand of furniture designer Grant Featherston, who not only supplied loose and fitted furniture but also other interior flourishes, such as bespoke hinged panels to hide services. Enveloping a spiral stairwell, a heavily glazed and textured figurative ceramic mural by Latvian-born artist Alnis Ansons provided a lively conversation piece.[3]

2.4 Summary History

The following history of the Heritage Place has been extracted from the VHD and Docomomo Australia:

> As the centenary of the venerable City of Brighton approached in 1959, it was resolved to mark the milestone with a new council chambers and municipal offices; a decision that brought forth Victoria's first new purpose-built civic premises since World War II.[4]
>
> The Brighton Municipal Offices in Boxshall Street were designed by Kevin Knight of Oakley and Parkes with the engineers John Connell and Associates and were erected by Prentice Builders Pty Ltd., the foundation stone being laid on 13 February 1959. The interior decoration and furniture was by Grant Featherston. The building was opened on 21 July 1961.[5]
>
> With local council amalgamations in the late 1990s, the Brighton Civic Centre became surplus to requirements when the new City of Bayside consolidated its corporate headquarters at nearby Sandringham. While the foyers and office areas at Brighton were sympathetically re-purposed as a local library, the council chamber was retained virtually unaltered and remains in use to this day for official gatherings.[6]

In 1996, Lines, Macfarlane and Marshall Pty Ltd (Architects and Urban Planners) designed an extension to the Building, new street parking to Boxshall and Wilson Streets, a courtyard, staff / tea room and toilets, principally to the ground floor level. Early the following year, lighting, power, HVAC, hydraulic, mechanical, and lift, plans and details were drawn by Scheme Consulting Engineering Group in 1997.

In 1999 John Horman & Associates Consulting Structural Engineers designed external escape stairs for the upper level Council Chambers.

2 *City of Bayside Heritage Review: Brighton Town Hall Precinct*, June 2013, p 6.
3 Docomomo Australia, 'Brighton Municipal Office' (website), accessed 9/09/2026.
4 Docomomo Australia, 'Brighton Municipal Office' (website), accessed 9/09/2026.
5 Victorian Heritage Database, VHR Number H1292, report generated 08/07/2026.
6 Docomomo Australia, 'Brighton Municipal Office' (website), accessed 9/09/2026.

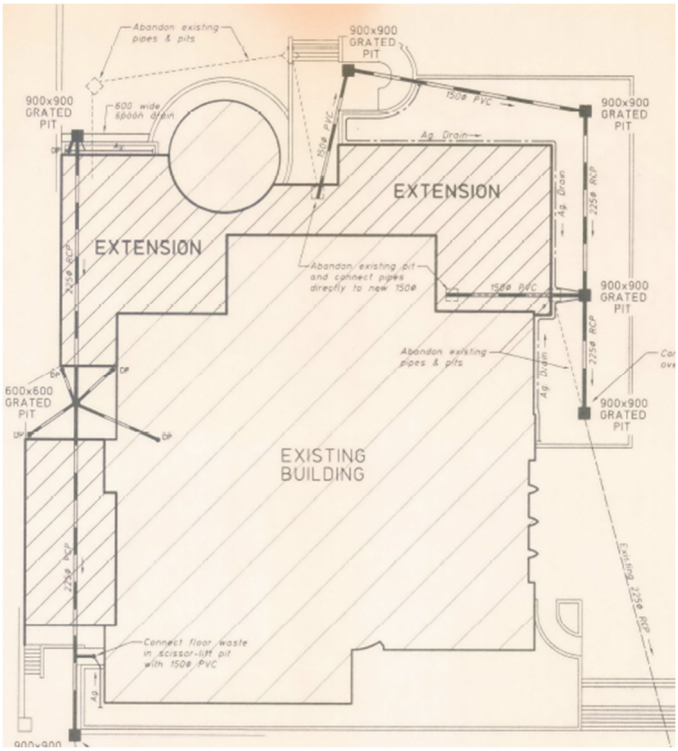


Figure 3: Plan showing the extensions to the Building (source: Lines, Macfarlane and Marshall Pty Ltd, 'Stormwater Drainage Plan', drawing C1, January 1997)

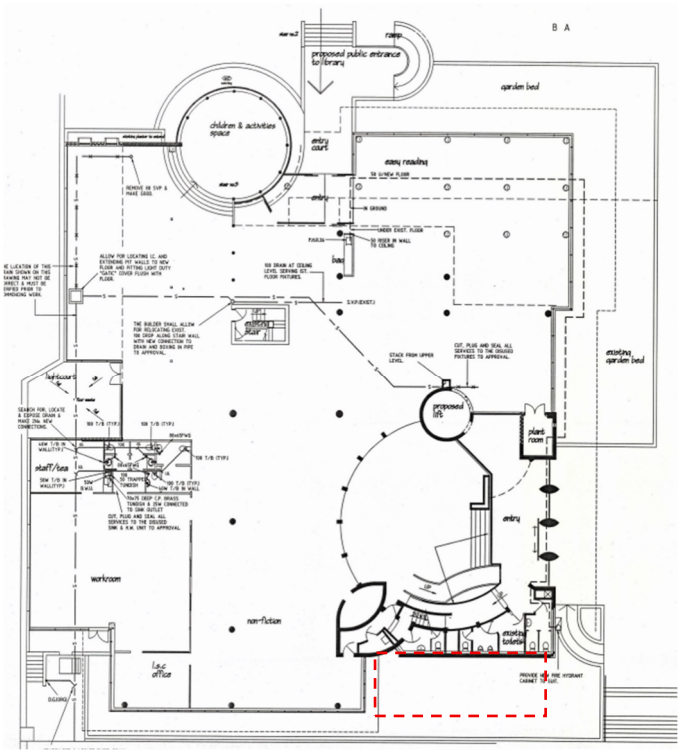


Figure 4: Plan showing the new extensions to the Building, original walls and columns shown in solid black, red dashes indicate existing Plant Enclosure, installed in the 2004 A/C upgrade (source: Lines, Macfarlane and Marshall Pty Ltd, 'Hydraulic Services', drawing H2, 07/01/1996)

2.5 Current Condition and Use

The building is generally in good condition, having been maintained and adapted for use as the Brighton Library and Council Chambers. The use of the upper-level rooms as Council Chambers and Committee Meeting Rooms are original, and ongoing uses. The ramp is part of the Library entrance to provide equitable public access and has been in this use since its installation as part of the library's relocation from the former Town Hall in c. 1996-1997.

2.6 Site Visit Images

The following photographs show recent conditions affected by the Proposed Activity. Unless noted otherwise, Purcell took the following photographs at the site visit on 19 May 2026.



Figure 5: exterior view of the building, the Committee room (left) the site of the proposed A/C works, the Council Chambers right (source: Purcell).



Figure 6: existing Plant Enclosure at the rear of the Building current building egress route (source: Purcell).



Figure 7: The Committee Meeting Room, ladder beam proposed for bulkhead over (source: Purcell).



Figure 8: existing Plant Enclosure at the rear of the Building current entrance gate (source: Designer (BRT), 06/03/2026).



Figure 9 : The entrance ramp proposed for replacement to meet regulatory requirements (source: Purcell).



Figure 10: The entrance ramp proposed for replacement to meet regulatory requirements (source: Designer, 06/03/2026).



Figure 11: Council Chambers, ceiling proposed for A/C supply air grilles as documented (source: Purcell)



Figure 12: Council Chambers, intrusive A/C head units on bulkhead to be removed and locations made good (source: Purcell)

3.0 HERITAGE AND PLANNING CONTEXT

3.1 Introduction

Before considering the potential built heritage impact of the Proposed Activity, it is necessary to set-out the relevant statutory heritage and development controls and applicable non-statutory guidelines.

3.2 The Heritage Place: Statutory Built Heritage Significance

3.2.1 State Listing

The 'former Brighton Municipal Offices' building is of aesthetic, historic and architectural significance to the State of Victoria and is recognised as such through its inclusion on the Victorian Heritage Register (VHR No. H1292, see **Error! Reference source not found.**).

3.2.2 Statement of Significance

The following statement of significance was extracted from the VHD report:

> The Brighton Municipal Offices in Boxshall Street were designed by Kevin Knight of Oakley and Parkes with the engineers John Connell and Associates and were erected by Prentice Builders Pty Ltd., the foundation stone being laid on 13 February 1959. The interior decoration and furniture was by Grant Featherston. The building was opened on 21 July 1961.
>
> The Brighton Municipal Offices are of aesthetic, historic and architectural importance to the State of Victoria.
>
> The circular foyer, Council Chamber, and two circular meeting rooms designed by Grant Featherston including their extant furniture and light fittings, are of aesthetic and historic importance as an intact example of interior design in Victoria of the late 1950's, and as an important work of Grant Featherston, a leading Australian industrial designer of the 1950's and 60's. Grant Featherston earned for his profession a popular acceptance unique in the history of the Industrial design movement in this country.
>
> The Brighton Municipal Offices are of architectural importance as an expression of the influence in Australia of the work of internationally renowned American architect Frank Lloyd Wright. The building, with its prominent curved and tapering 'drum' form recalling his design for the Guggenheim Museum of 1946-59 in Fifth Avenue, New York, successfully combines the different curved and planar forms and integrates the landscaping into the building fabric through use of planter retaining walls. The building represents a successful translation of the Organic International style into a suburban public building in Victoria.[7]

There are no site-specific exemptions for the Heritage Place.

3.2.3 Local Listing

The Heritage Place is included individually in the Bayside Planning Scheme (the Planning Scheme) Schedule to Clause 43.01 Heritage Overlay (the Schedule) as HO83, '15 Boxshall Street, Brighton – Former Brighton Municipal Offices'. The extent of the HO reflects the VHR registered boundary.

Given the nature and extent of the Proposal, statutory built heritage decision making vests with HV – no further consideration of the HO controls within the Planning Scheme is necessary.

7 Victorian Heritage Database, VHR Number H1292, report generated 08/07/2026.

3.3 The Heritage Place: Proximate Statutory Built Heritage Registrations

The following places are all included in the Schedule as individual HOs and are also within the 'Brighton Town Hall Precinct' (HO764), which encompasses the Heritage Place as well.

Table 2: Adjacent or Proximate Heritage Places and Potential Impacts

Heritage Place	Listing Reference/ Status	Type of Potential Impact	Potential Impacts of Proposed Works: Comment
32 Wilson Street, Brighton – Brighton Town Hall	HO397 / Local	Visual	The proposed works to the ramp are limited in scale and visually recessive within the broader setting. They will not adversely affect views to, or the setting and heritage significance of, the proximate heritage place.
15 Boxshall Street (Carpenter Street), Brighton - Former Brighton Courthouse	HO447 / Local	Visual	The proposed works to the plant enclosure are limited in scale and visually recessive within the broader setting. They will not adversely affect views to, or the setting and heritage significance of, the proximate heritage place.

3.4 The Heritage Place: Non-Statutory Listings and Guidance

The Heritage Place is included on the following non statutory lists:

Table 3: Schedule of Adjacent or Proximate Heritage Places and Potential Impacts

Organisation	List name	Name on List	ID
National Trust Victoria	National Trust Heritage Register (Vic)	'Brighton Civic Centre'	Property No B6653
Australian Institute of Architects (VIC)	'Register of Twentieth Century Significant Buildings'	'Brighton Civic Centre'	
Docomomo Australia	Modern Buildings Register: Victoria	'Brighton Municipal Office	

No Conservation Management Plan (CMP) has been prepared for the Heritage Place.

No Aboriginal Cultural Heritage Management Plan (CHMP) has been prepared for the Heritage Place and was not required as per Preliminary Advice Regarding Cultural Heritage Obligations (PARCHO).

4.0 THE PROPOSED ACTIVITY

4.1 Introduction

This project focuses on HVAC and mechanical services upgrades to the upper levels of the building by replacing aging infrastructure with a best-practice, heritage-sensitive solution, which forms the scope of this report. The Proposed Activity includes:

- Replace the non-compliant ramp to the Library entrance with a new compliant equitable access ramp to meet regulatory requirements, reform and reinstate garden beds; upgrade lighting to ramp with pole mounted lights in garden beds.
- Install replacement book returns slot and seating.
- Provision of new pole-mounted lighting.
- Removal of the redundant book return and installation of a new metal plate insert to match the existing window frame, together with a new proprietary bench seat fixed to the existing paving.
- Services coordination and new ducted A/C system to the upper-level Council Chambers.
- Safety upgrades to Council Chambers ceiling void access ladder.
- Services coordination and new bulkhead above radial ladder beam in Committee Meeting Room 1.
- Security upgrade to c. 2004 plant enclosure and new secure egress route.

4.2 Design Statement (the Designer)

The proposed works to Brighton Library at 14 Wilson Street are primarily driven by the need to improve the environmental performance, comfort and safety of the existing building, while respecting its architectural character and heritage significance under the Bayside Planning Scheme. The building's solid masonry and concrete construction constrains the integration of contemporary mechanical services, requiring targeted new penetrations and, in some locations, sensitively designed external housings to accommodate and conceal new ductwork and equipment. These interventions are necessary to address the existing poor and inconsistent internal conditions, including significant temperature fluctuations and restricted airflow, particularly within the upper 1960s Council Chambers and associated spaces. Material changes to the building have therefore been limited to those necessary to facilitate the services upgrade, with new elements designed and located to minimise their visual and physical impact on significant heritage fabric.

4.3 Works / Heritage Conservation Principles (Purcell)

The Proposed Activity involves minimal, functional discreet works, which include the smallest and least visually intrusive interventions into the fabric possible.

Replacement A/C ceiling registers and return air grills will be contemporary and compliant with Australia standards.

Existing, intrusive wall mounted A/C head units will be carefully removed and the wall made good to match surrounding heritage fabric.

Bricks removed as part of the ramp upgrade will be retained and reused as part of the new design. If not suitable for reuse, matching red face bricks are to be sourced and used.

The A/C ducting bulkhead will be painted in the specified colour ('Salmon') to match existing paint scheme.

4.4 Heritage Act Considerations

4.4.1 s101(2)(b) Reasonable Use

The Proposed Activity seeks to improve thermal comfort for the public gallery, Councillors and ancillary Council staff, and to meet regulatory requirements for equitable access to the primary entry of the Library portion of the Building. The Proposed Activity maintains the original, current, and ongoing reasonable use as the Brighton Council chambers and municipal offices, and the adapted use of the ground level as the Brighton Public Library (c 1996) when it was relocated from the former Town Hall. The physical changes required are minimal (discussed below) and will not adversely affect the Building's heritage significance.

4.4.2 s101(2)(c) Economic Use

While the Building does not generate an income per se, Bayside City Council are mindful of their expenditure of ratepayers' moneys while operating the Building for the Ratepayer's benefit. The existing A/C systems are at the end of their serviceable life, not operating correctly, and the current outlets are not of suitable capacity to adequately condition the space. By replacing the existing A/C systems with a highly efficient A/C system, the Owner can reduce ongoing operational costs and energy expenditure. This assists manage operational costs to maintain the Building in the long-term, while aligning with modern energy performance standards and assists the Owner better meet its asset management sustainability targets.

4.4.3 s101(2)(d) Statutory Duty of the Applicant

As a local government authority, Bayside City Council has a statutory obligation to provide public facilities and workplaces that are universally accessibly, safe, compliant, and meet contemporary Occupational Health and Safety (OH&S) standards for indoor air quality and thermal comfort. Additionally, the Owner is bound by sustainability goals to reduce carbon emissions. The proposed works enable the applicant to fulfil these statutory and operational duties.

4.4.4 s101(3)(a) Proximate Heritage Places

Given the Proposed Activity is contained within the building interiors, or involve the re-profiling of a an accessible ramp within a garden context or re-lining of a plant compound broadly within their current envelope or expression, there are no anticipated undue impacts to adjacent built heritage items.

4.4.5 s101(2)(d) Consideration of Alternate Options

Alternative options for the replacement of the existing air-conditioning systems were investigated by BRT (consulting engineers) and their conclusions are extracted below.[8]

Table 4: Alternate options considered and justification for proposal

Area	Current service issues	Proposed modifications	Rationale
Council Chambers	• *AC system at end of serviceable life and not operating correctly* • *All ducted AC currently supplied via a single point of supply located in front of stage. This provides poor distribution of conditioned air, particularly to the perimeter seating* • *Maintenance access to in-ceiling ducted AC plant is a considerable OH&S risk*	• *Existing AC unit to be replaced with new ducted units in ceiling to suit required capacity of space* • *The existing bulkhead would require extension to accommodate new mechanical ductwork, with a new fine linear bar grille integrated into the bulkhead and finished to match; this could incorporate a drop-down projection screen.* • *Eight new circular ceiling diffusers will be installed within the ceiling and connected to ductwork within the roof space. Associated ductwork and plenums will be carefully coordinated around the existing heritage trusses, with no cutting, notching or modification to the trusses permitted.*	• *Replacing systems like-for-like will deliver inadequate air-conditioning of the space* • *New configuration will meet current OH&S obligations* • *Proposed AC strategy would enable the deletion of the unsightly wall mounted AC units located at the rear of the chamber*
Committee Room 1	• *AC system at end of serviceable life and not operating correctly* • *Existing AC unit and provision of grilles not of suitable capacity to adequately condition space*	• *Existing AC unit to be replaced with new ducted unit in ceiling to suit required capacity of the space (as far as practicable)* • *A new bulkhead is proposed to allow for more air and more*	• *Replacing systems like-for-like will deliver inadequate air-conditioning of the space*

8 Personal Communication, Sam Brady BRT Consulting Engineers, dated 3/107/2026.

Area	Current service issues	Proposed modifications	Rationale
		uniform air distribution in the space to suit the higher capacity unit • *Door grille to be increased in size to suit the increased return air flow*	
Mayor's Office	• *AC system at end of serviceable life and not operating correctly*	• *Existing AC unit to be replaced with new ducted unit in ceiling to suit required capacity of the space (as far as practicable)*	• *N/A no visible impact in room as re-using existing grilles in room*

Other Considerations which have informed or refined the Proposed Activity:

- There is currently no bulkhead within the Council Chambers suitable for the A/C requirements; interface or associated works to this location have been removed from this Application.
- The existing ladder to access the Council Chambers ceiling void plant room is non-compliant. Additional safety measures installed to existing ladder is the most cost-effective way to achieve compliance (ie in lieu of an alternate stair/ ladder access). Changes proposed are to non-original fabric.
- Required air-distribution within the Council Chambers requires outlets being placed between each skylight; this is unavoidable to achieve the mechanical services upgrade. The selection of circular grille and placement seeks to radially distribute these new elements consistent with the intent of other ceiling fitments. To effectively distribute air it is not possible to consolidate grille placement at every second skylight without increase in grille size, ducting and energy required to 'push' air greater distances within the Chambers, which is not consistent with the Owner's purpose for the project or sustainability objectives.
- The location of the c1990s Library entrance adjacent to a significant round portion of the Building constrains the available options for relocating the ramp within the established garden setting. Given the level change, no reasonable alternative locations options for providing the required equitable access to the library are available; upon re-establishment, it is anticipated the garden will mask some of the elements associated with the ramp (eg handrail), whilst the use of face-brick as barrier construction will mitigate perceived visual change. The proposed option minimises the heritage impact by retaining significant views to the original portions of the Building not encompassed by the c.1990s extensions.
- The proposed alterations to the secure the existing Plant Enclosure replace the existing chain link infill with steel panels to create a neater and more secure enclosure for the A/C plant – the Proposed Activity does not impact the placement or envelope of the plant enclosure or the egress route from upper levels of the Building.

4.5 Materials and Finishes Palette (the Designer)

The Proposed Activity generally adopts materials, finishes and colours that are compatible with the existing building fabric and architectural character, as described in Figure 13 and Table 5.

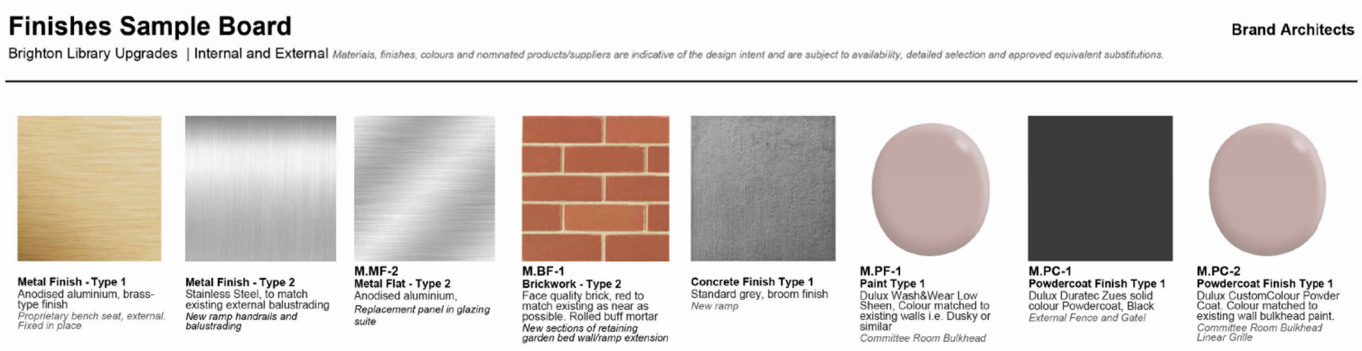


Figure 13:Finishes sample board (source: Brighton Library HV Permit Application Drawing by Brand Architects, TPA120, 02/10/2026)

Table 5: Materials and Finishes Palette

Reference	Works Item	Material	Applied Finish
Metal Finish – Type 1	Proprietary bench seat, external, fixed in place	Anodised aluminium	Brass-type finish
Metal Finish – Type 2	New ramp handrails and balustrading	Stainless steel	To match existing external balustrading
M.MF-2	Replacement panel in glazing suite	Anodised aluminium	To match existing
M.BF-1	New sections of retaining garden bed wall / ramp extension	Face quality brick, red to match existing as near as possible; rolled buff mortar	Red face brick to match existing as near as possible; rolled buff mortar
Concrete Finish Type 1	New ramp	Concrete	Standard grey, broom finish
M.PF-1	Committee Room bulkhead	Existing substrate	Dulux Wash & Wear Low Sheen, colour matched to existing walls, i.e. Dusky or similar
M.PC-1	External fence and gate	Metal	Dulux Duratec Zeus solid colour powdercoat, black
M.PC-2	Committee Room bulkhead liner grille	Plasterboard / metal grille	Dulux Custom Colour powdercoat, colour matched to existing wall/bulkhead paint

4.6 Summary of the Proposed Activity

The Proposed Activity comprises the elements listed in Table 7, classified between type and location reference. In line with the description of each element, relevant changes in appearance and mitigation measures are identified.

The elements of the Proposed Activity are addressed under the following types:

Table 6: Classification of Works Types the Proposed Activity Incorporates

Demolition (D)	Items to be permanently and carefully removed
Salvage (S)	Items to be carefully removed, protected and securely stored ahead of reinstatement/ reconstruction
Conservation (C)	Original (significant) items to be preserved, repaired, restored or missing significant items to be reinstated; non-original items to be maintained and renewed;
Maintenance (M)	Routine or continuous protective care of fabric and setting, including inspection, clearing, cleaning to ensure extant elements continue to perform as intended.
Adaptation and Refurbishment (A)	Alteration or modifications to existing elements enable continued or compatible contemporary use, including compliance upgrades;
New Works (NW)	Introduction of new elements to improve amenity or functions to enable compatible contemporary use, including compliance upgrades, and;
Reinstatement (R)	Current or existing items of various fabric grading of significance to be reconstructed or reinstated following the completion of agreed temporary period.

4.7 Proposed Activity: Summary of Works, Impact and Mitigation Measures

Table 7 overleaf summarises the elements of the Proposed Activity, with further detail included at Appendix A.

Table 7: Proposed Activity: Summary of Works, Impact and Mitigation Measures (Ground Floor Interiors Unless Noted Otherwise)

Item	Type	Location	Description of Element	Impact upon Physical and/or Visual Appearance	Mitigation Measure
Removal of non-original ramp and replacement with compliant ramp. New pole mounted lighting to ramp.	D, NW	Library main entrance adjacent to stairs	Remove non-compliant, c. 1996-1997 curved concrete and brick ramp, sections of garden and brickwork. Install concrete and brick DDA compliant ramp with integrated balustrade and handrail. Reform and make good garden beds including irrigation, drainage and planting. Install pole mounted lights in style to match Building era.	Minimal visual impact as the current ramp is surrounded by landscape plantings in raised garden beds and adopts a similar aesthetic. Minimal physical impact to a small portion of raised garden bed where proposed ramp will intrude; to change to existing upper or lower landing zone is required.	Proposed activity contained to c. 1996-1997 alterations to provide compliant, universal access to Library. Views or vistas to significant original Building elements retained intact. Bike racks and adjacent curved brick wall retained in original location. Adopts design aesthetic, materiality and colour palette employed in original stair. Bricks to be salvaged and reused, matching red face bricks used if salvage is not viable. Curved garden bed to be reformed and made good, new garden beds introduced to inner area of ramp to retain look and feel of existing garden beds. Provides DDA-compliant access to all users from a common, equitable, lower and upper landing point of choice.
Northernmost book return chute	D	Library entrance	Remove non-significant northernmost book return chute from glazing suite.	Negligible adverse physical or visual impact to significant fabric. To be made good to match adjacent fabric.	This item is part of a contemporary refresh of the Library to support functionality and enhance Library patron experience and amenity. As such it would support the current and continuing use of the Heritage Building's ground floor as a Library.
New exterior bench seat	NW	Library entrance under book return chutes	Install new exterior bench seat fixed in place.	Negligible adverse physical or visual impact to significant fabric.	Ostensibly contemporary loose furniture but will be mechanically fixed to ground. Provides relief to Library patrons or a shelf when using the book returns shute.

Item	Type	Location	Description of Element	Impact upon Physical and/or Visual Appearance	Mitigation Measure
Removal of wall mounted A/C units Installation of new ducted units in ceiling void to suit required capacity of space Installation of ceiling mounted A/C outlets	D, A	Council Chambers ceiling void and rear wall	Wall mounted A/C units (c.2004) to be removed and wall made good. New ducted A/C system mounted in ceiling void. New ceiling mounted A/C outlets to ceiling.	Negligible perceived change to rear wall where A/C units removed, wall to be made good to match surrounding. No visual impact of ducted A/C units to replace existing mounted in ceiling void plant space. Minor visual perceived impact through placement and powder coat to ceiling mounted A/C outlets to match ceiling colour. Minor physical impact to ceiling through careful and considered location of proposed ceiling mounted A/C outlets.	Restores original configuration and appearance of the Council Chamber's rear wall. Contains majority of work to ceiling void plant space. Improved thermal comfort and sustainability will support the ongoing, original, significant use of the Council Chambers.
Safety upgrade to ceiling void access ladder	A	Council Chambers service riser	New vertical fall arrest wires and bracket installed to existing 90 degree rung ladder for OH&S compliance.	No physical or visual impact to significant fabric.	Proposed Activity contained to non-original fabric. Alterations are for OH&S compliance, are in the existing service riser and not visible from the significant Council Chambers.
Installation of bulkhead for A/C ducting	D, A	Committee Meeting Room 1	New duct above radial ladder beam to be painted 'salmon' to match existing colour scheme.	Minor visual impact through installation of bulkhead under ladder beam above entrance on existing painted bulkhead.	Bulkhead to be painted in 'Salmon' colour to match surrounding paint scheme and existing bulkhead. Adopts reversible, architectural detail approach consistent with existing bulkhead to maximise visual integration. Improved thermal comfort and sustainability will support the ongoing, original, significant use of the Committee Meeting Room.
Secure Plant Enclosure	A	Rear of Building	New secure, non-climbable tubular steel gate with escape hardware.	No physical or visual impact to significant fabric.	Proposed Activity contained to non-original fabric.

Item	Type	Location	Description of Element	Impact upon Physical and/or Visual Appearance	Mitigation Measure
			New non-climbable tubular steel fence to secure plant enclosure.		Minimal change to current perception of enclosure as seen from the street. Improved, neater, appearance of plant enclosure with consistent style of security enclosure and reduced visual clutter of current chain link fencing. Maintains and improves views to the Building from Boxshall Street.

5.0 HERITAGE IMPACT ASSESSMENT

5.1 Introduction

The commentary and assessment by the authors contained within the following impact assessment considers the potential for positive and negative impacts from the Proposed Activity, as well as all proposed mitigation measures.

5.2 Assessment of Heritage Impacts

This assessment addresses the potential heritage impacts of the Proposed Activity on the Site and its setting in the context of the statutory guidance or assessment criteria identified at References above.

5.3 Assessment against the Guiding Principles

Table 8: Assessment of Potential Heritage Impacts against the Guiding Principles

HV Principle		Purcell Comment
1	Understand why the place is significant	The 'former Brighton Municipal Offices' building is of aesthetic, historic and architectural significance, including its representation of the successful translation of the Organic International style into a suburban public building in Victoria and its association with Grant Featherston, successful and renowned Industrial designer. The significance of the Building and, its original and continued municipal uses is acknowledged. As discussed in Table 7 above, the Proposed Activity limits change to previously adapted or non-original fabric, locally alters items to achieve OH&S and DDA compliance, or plant security, and to achieve thermal comfort and improve sustainability, and supports the significant original and ongoing municipal uses of the Heritage Place. Changes made will be mitigated through reinstatement of salvaged bricks, make good to interior walls, removal of intrusive A/C units and through support the ongoing, original, significant use of the Council Chambers and Committee meeting room and provision of equitable access to the public Library.
2	A cautious approach	The Proposed Activity takes a cautious approach in accordance with the *Burra Charter* as described in section 4.4.5 and Table 7 above. The Proposed Activity is necessary for improvements to the security of plant and equipment, to comply with statutory OH&S and DDA requirements, and to ensure adequate air handling and thermal comfort to support the significant original and ongoing municipal uses of the Heritage Place.
3	Protect significant settings and views	As discussed in Table 7 above, the Proposed Activity protects significant settings and views as changes are minimal, to non-original fabric, and not obstructing significant architectural features. Garden beds and salvaged (or matching) brickwork are reinstated around the proposed ramp to minimise adverse visual impacts whilst providing equitable access improvements to meet regulatory requirements.
4	Respectful change and new built form	The Proposed Activity is a considered, long-term, sustainable, respectful change that employs architectural detailing, materials, and finishes, consistent with existing adjacent fabric as discussed in Table 7 above. The Proposed Activity is considered the best, on-balance, solution to achieve the required conditioned air handling, sustainability outcomes, and improved equitable access to the Library, an important community facility.
5	Provide for upkeep	The Proposed Activity provides the necessary thermal comfort, equitable access, regulatory compliance, and security of plant and equipment to support the significant original and continuing municipal uses of the Heritage Place as the seat of the Bayside Council.

5.4 Assessment against s101 & s102 Criteria

Table 9: Assessment of Potential Heritage Impacts – Heritage Act s101 and s102 Criteria

Reference	Relevant Matters to Consider in Determination of the Application	Purcell Comment
s.101(2)(a)	The extent to which the application affects the cultural heritage significance of the Heritage Place	The Proposed Activity is assessed as having a minor, yet manageable, impact on the cultural heritage significance of the Heritage Place. The most sensitive impacts arise from the introduction of new mechanical services within the Council Chamber and Committee Room. These works will result in some visible change through the introduction of new ceiling diffusers, bulkheads and grilles; however, the interventions are localised and do not remove or materially alter significant features such as the radial beam ceiling, skylights, glazing, timber veneer panels or heritage trusses. The spatial character and architectural expression of these interiors will therefore continue to be clearly understood. External works will have a limited impact on the heritage setting. The remodelling of the Library entrance ramp retains the established relationship between the building, brick landscape elements and garden beds. Reuse of existing brickwork, reinstatement of planting and the adoption of compatible materials and finishes assist in reducing the visual effect of the changes. The book return infill, new seating and plant enclosure security works are minor interventions and will not materially affect the presentation of the principal building forms. Overall, the Proposed Activity introduces limited physical and visual change but does not result in the loss or substantial alteration of the significant fabric, spaces or architectural relationships from which the cultural heritage significance of the Heritage Place is derived. The extent of adverse heritage impact is therefore considered minor.
s.101(2)(b)	The extent to which the application, if refused, would affect the reasonable or economic use of the Heritage Place or object	Refusal of the application would adversely affect the reasonable and economic use of the Heritage Place by retaining existing deficiencies in accessibility, thermal comfort and building services. The non-compliant Library entrance ramp would continue to constrain equitable public access, while the ageing and inadequately performing A/C systems would continue to provide substandard environmental conditions for the Council Chambers and associated municipal uses. From an economic perspective, retention of the existing A/C systems would result in ongoing inefficiencies, increased maintenance requirements and higher energy consumption. This would reduce the operational efficiency of the Building and place additional costs on Bayside City Council in maintaining it for public and municipal use. While refusal would not prevent the Building from continuing to operate, it would compromise its ability to meet contemporary access, operational and service requirements and would reduce the long-term practicality and efficiency of its continued use as Council Chambers, municipal offices and a public library.
s.101(2)(d)	If the applicant is a public authority, the extent to which the application, if refused, would unreasonable affect the ability of the public authority to	As Bayside City Council is a public authority, refusal of the application would unreasonably constrain its ability to provide safe, accessible and appropriately serviced public facilities and workplaces in accordance with contemporary regulatory and OH&S requirements. In particular, the existing non-compliant access arrangements and ageing, inadequately performing A/C systems would remain unresolved, limiting Council's ability to provide equitable access and suitable indoor environmental conditions.

Reference	Relevant Matters to Consider in Determination of the Application	Purcell Comment
	perform a statutory duty in the application.	Refusal would also hinder Council's broader operational and sustainability responsibilities by preventing replacement of inefficient building services with more energy-efficient infrastructure.
s.101(2)(e)	Is the registered place or object in a World Heritage Environs Area?	N/A
s.101(3)	Impact on adjacent or neighbouring heritage place or a place included in the heritage overlay	The Proposed Activity is assessed as having a negligible impact on adjacent and nearby heritage places, including those within the Brighton Town Hall Precinct Heritage Overlay. The external works are limited in scale and largely confined to the Library entrance and existing plant enclosure, with no substantial change to the overall built form, massing or presentation of the Heritage Place. The works will not obstruct or materially alter important views to nearby heritage places, nor will they adversely affect their setting, streetscape contribution or ability to be appreciated within the broader precinct. The impact on adjacent and neighbouring heritage places is therefore considered negligible.

6.0
6.0 SUMMARY OF IMPACTS AND CONCLUSION

Section 4 of this report demonstrates that the Proposed Activity is required to meet statutory OH&S and DDA requirements, provide sustainable and efficient conditioned air handling and thermal comfort, and to secure the Plant Enclosure. Whilst the Designer and Client have considered alternate options, these were rejected in favour of the Proposed Activity due to their inability to provide the required air conditioning of the spaces, and potential disruption to the significant use of the Heritage Place through lack of thermal comfort, inadequate air distribution, non-compliant access to the Public Library, unsafe or insecure access to Plant Enclosures and in-ceiling void location.

The mitigation measures outlined at Section 4 include reuse of salvaged bricks, removal of intrusive wall-mounted A/C units, make good to heritage fabric, containment of most works to non-original fabric, provision of compliant DDA access to all users from a common, equitable, lower and upper landing point of choice and maintaining the ongoing, original, significant use of the Council Chambers and Committee Meeting Rooms. Collectively, this demonstrates how the Client will mitigate adverse impacts associated with Proposed Activity, and also cumulative impacts as there are no related upcoming projects that will require further works to these sites.

As considered at Section 5, The Proposed Activity will have a minor, but manageable, physical impact to heritage fabric of the Council Chambers ceiling and Committee Meeting Room ladder beam, and imperceptible long-term physical or visual impacts to the Heritage Building or the Heritage Place overall.

Appendices

Appendix A: List of Referenced Documents and Drawings

Architectural Drawings – the Designer (Brand Architects)

Drawing No.	Document or Drawing Name	Rev	Date
TPA000	HV PERMIT APPLICATION	1	20/09/2026
TPA100	EXISTING AND DEMOLITION PLAN – GROUND AND BASEMENT BASE SCHEME	1	02/10/2026
TPA102	EXISTING AND DEMOLITION PLAN – FIRST FLOOR AND COUNCIL CHAMBERS RCP - BASE SCHEME	1	02/10/2026
TPA110	GENERAL ARRANGEMENT PLAN – GROUND FLOOR BASE SCHEME	1	02/10/2026
TPA117	PROPOSED REFLECTED CEILING PLAN – FIRST FLOOR	1	02/10/2026
TPA120	ELEVATIONS – BASE SCHEME	1	02/10/2026
TPA121	ELEVATIONS – BASE SCHEME	1	02/10/2026

Appendix B: Statutory Database Reports

- Victorian Heritage Database Report for the Heritage Place
- VicPlan Planning Report

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