

**1.4 1-131 WELLINGTON ROAD, CLAYTON
PART DEMOLITION AND CONSTRUCTION OF ALTERATIONS AND ADDITIONS TO
AN EXISTING BUILDING IN A HERITAGE OVERLAY
(TPA/53725)**

EXECUTIVE SUMMARY:

This application proposes major external alterations to the Menzies Building at Monash University. The building is recognised in the Monash Heritage Study as a significant building.

The application is exempt from public notification.

Key issues to be considered relate to the assessment of the new works and ensuring that the development does not adversely affect the significance of the building.

This report assesses the proposal against the provisions of the Monash Planning Scheme including the relevant state, regional and local planning policy framework and Clause 43.01.

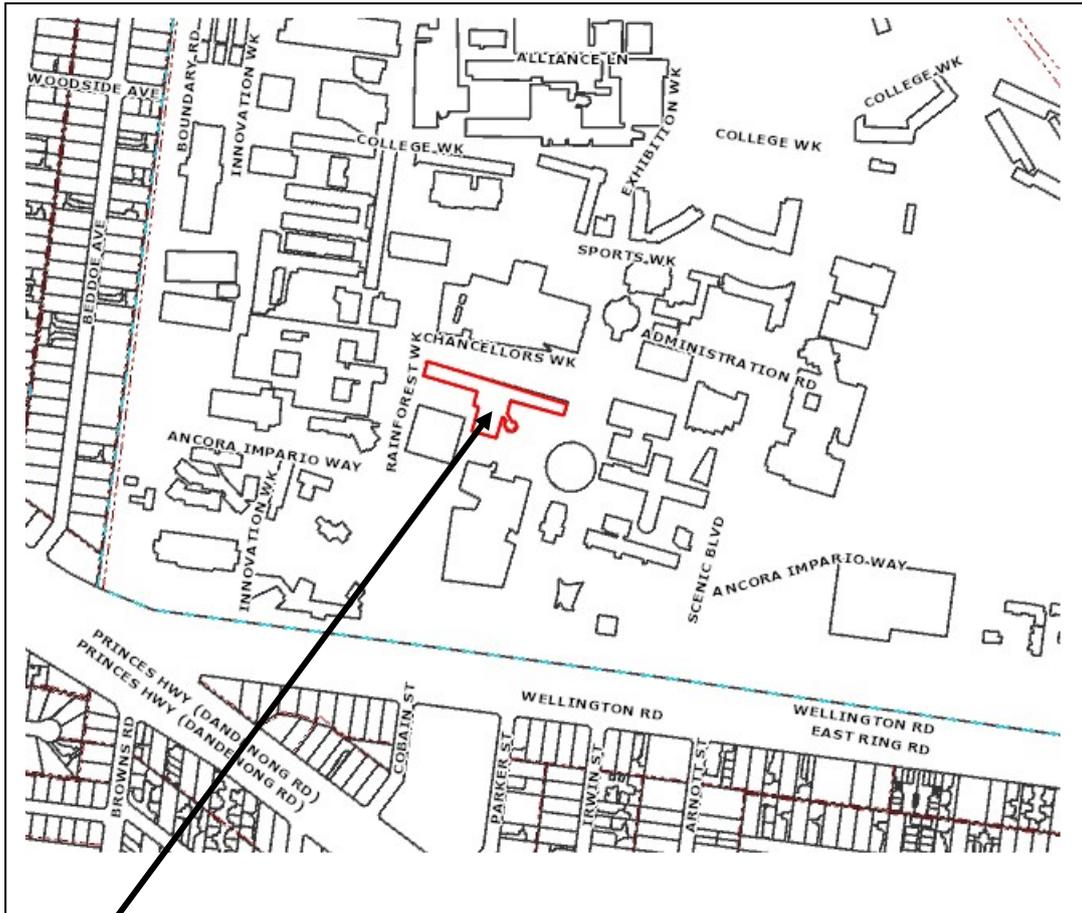
The reason for presenting this report to Council is the proposed development cost of \$11 Million.

The proposal is considered appropriate having regard to the relevant provisions of the Monash Planning Scheme. It is recommended that Council issue a Planning Permit subject to conditions.

RESPONSIBLE DIRECTOR:	Peter Panagakos
RESPONSIBLE MANAGER:	Catherine Sherwin
RESPONSIBLE PLANNER:	Anne Maree Roberts
WARD:	Oakleigh
PROPERTY ADDRESS:	1-131 Wellington Road, Clayton
EXISTING LAND USE:	Monash University (Menzies Building)
PRE-APPLICATION MEETING:	No
NUMBER OF OBJECTIONS:	N/A
ZONING:	Public Use Zone, Schedule 2
OVERLAY:	Heritage Overlay, Schedule 84
RELEVANT CLAUSES: <u>Planning Policy Framework</u> Clause 15.02-1S (Energy and resource efficiency)	<u>Local Planning Policy Framework</u> Clause 21- Municipal Strategic Statement)

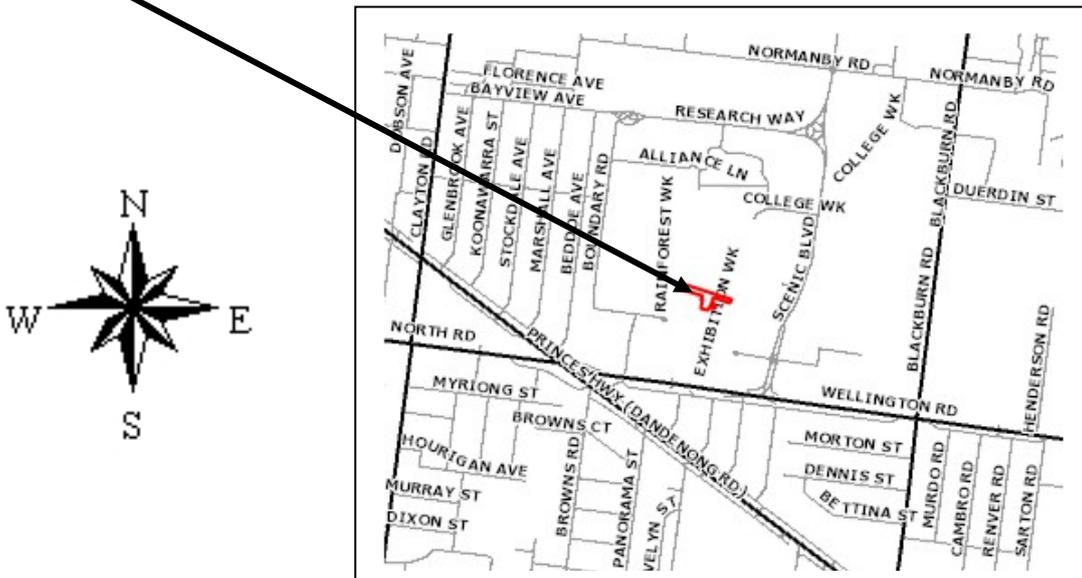
<p>Clause 15.03 – Heritage Clause 17 – Economic Development</p>	<p>Clause 21.05 – Physical Infrastructure Clause 21.12- Heritage Clause 21.13- Sustainability and Environment Clause 22.07- Heritage Policy Clause 22.13- Environmentally Sustainable Development Policy</p> <p><u>Particular Provisions</u> Clause 43.0-1 – Heritage Overlay Clause 65 – Decision Guidelines</p>
<p>STATUTORY PROCESSING DATE:</p>	<p>4 July 2022</p>
<p>DEVELOPMENT COST:</p>	<p>\$11 Million</p>

LOCALITY PLAN



SUBJECT SITE

NEIGHBOURHOOD PLAN



RECOMMENDATION:

That Council resolves to **Grant a Planning Permit (TPA/53725)** for part demolition and construction of alterations and additions to an existing building in a Heritage Overlay, at 1-131 Wellington Road, Clayton subject to the following conditions:

Amended Plans

1. Before the development starts, plans drawn to scale and dimensioned must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of the permit. The plans must be generally in accordance with the plans submitted with the application by Lyons Architecture Revision 1-3 dated September 2021, but modified to show:
 - a) Details of replacement for triple paned windows;
 - b) Details of the surface finish of all replacement window frames;
 - c) A methodology for the removal, storage and safe reinstatement of the timber batten ceilings to the colonnade;
 - d) A design proposal which respects the character of the building must be supplied for the pressed cement panel to be installed at the north façade lift shaft;
 - e) A revised exterior paint colour scheme to be closely matching the historical colour scheme;
 - f) Sight line diagrams for roof works to the north and south wing parapets.

All to the satisfaction of the Responsible Authority.

No Alteration or Changes

2. The development as shown on the endorsed plans must not be altered without the prior written consent of the Responsible Authority.

Archival Record

3. Prior to any demolition works commencing on the site, an annotated photographic heritage record of the elements of the Menzies Building to be demolished or altered must be prepared to the satisfaction of the Responsible Authority. A copy of the study must be submitted to the Responsible Authority. The study must include:
 - a) Views of each elevation of the building; and
 - b) Architectural design detailing of the building.

Images must be presented to a high quality and resolution to the satisfaction of the Responsible Authority.

Structures above the roof.

4. No additional equipment, services, architectural features or structures of any kind, including telecommunication facilities, other than those shown on the endorsed plans shall be permitted above the roof level of the building unless otherwise agreed to in writing by the Responsible Authority.

Completion of Buildings and Works

5. Once the development has started it must be continued and completed to the satisfaction of the Responsible Authority.

Permit Expiry

6. In accordance with section 68 of the *Planning and Environment Act 1987*, this permit will expire if one of the following circumstances applies:
 - a) The development is not started before 2 years from the date of issue.
 - b) The development is not completed before 4 years from the date of issue.

In accordance with section 69 of the *Planning and Environment Act 1987*, the responsible authority may extend the periods referred to if a request is made in writing before the permit expires, or

- (i) within six (6) months afterwards if the development has not commenced; or
- (ii) within twelve (12) months afterwards if the development has not been completed.

Council and the Victorian Civil and Administrative Tribunal are unable to approve requests outside of the relevant time frame.

Permit Notes

- A. Building Permit approval for the works must be obtained prior to the commencement of the approved works
- B. Any request for a variation of this Permit shall be lodged with the relevant fee as determined under the Planning & Environment (Fees) Regulations 2016.

- C. Any request for time extension of this Permit shall be lodged with the relevant administration fee at the time the request is made.

BACKGROUND:

History

There have been several planning permits issued for alterations and additions to the Menzies building including:

- TPA/32941 – 10.08.2005 external alterations to building façade at ground level.
- TPA/37471 – 15.09.2009 – major external alterations including a new stairwell and lift tower described as the “knuckle.”
- TPA/44757 – 24.09.2015 external alterations to building façade at ground level.

The Site and Surrounds

The subject site is located within the grounds of the Monash University, which is situated on the north-west corner of Blackburn Road and Wellington Road, Clayton.

The Menzies Building, the subject of this application, is located on the north side of the internal southern ring road (Ancora Impario Way) and sits north of the law library and gallery building. The building has a 'T' shaped built form comprising three wings (east, south and west) and a total of 12 storeys. The first phase 'west wing' of the building was completed in 1963, followed by the east wing in 1965. The south wing was added in 1975. Currently, the exterior of the building is covered with a concrete casting, glazed curtain wall and a timber cladding attached to the building with a fixing frame.

Figure 1 – Aerial Photograph of Subject Site



The building is located in a Heritage Overlay under the provisions of the Monash Planning Scheme. The Monash Heritage Study citation describes the building as being of historical significance, the 'first landmark building' on the campus and with a 'construction system and appearance' which are 'representative of their period'.

The statement of significance for the building, as included in the Monash Heritage Study (1998) is as follows:

"The Monash University School of Humanities, known colloquially as the "Ming Wing", is historically important as the first landmark building to be erected on the Monash University campus (Criterion A). This importance is enhanced by the fact that the Monash campus was the first University to be established in Victoria outside of the Melbourne University. In this respect, the building demonstrates the growth in demand for higher level education centred on Melbourne's south-eastern suburbs experienced late in the 1950's. Although its construction system and appearance are representative of their period (Criterion D) the standard of accommodation was considered at the time to be of the highest standard."

Criterion **A** relates to “the historical importance, association with or relationship to Victoria’s and Monash’s history of the place or object *(including places or objects associated with events, significant people, development or cultural phases that were important to the evolution of the Monash community and those places which can contribute to an understanding of Monash’s cultural heritage)*”

Criterion **D** is recognition of “the importance of a place, landscape or object in exhibiting the principal characteristics or the representative nature of a place or object as part of a class or type of places or objects. *(including those places that are an important representation of a range of places which make up the cultural heritage of the Monash community)*”

The Heritage Overlay statement of significance also includes a row of Cypress Trees west of the campus’s main entrance within a reserve area. These trees will not be impacted by the proposal.

The works approved under TPA/37471 are located outside of the Heritage Overlay and as later additions, are considered to be non-contributory elements of the building.

A copy of the citation is included in Attachment 2.

Figure 2 – Historical Aerial Photograph of building (1982)



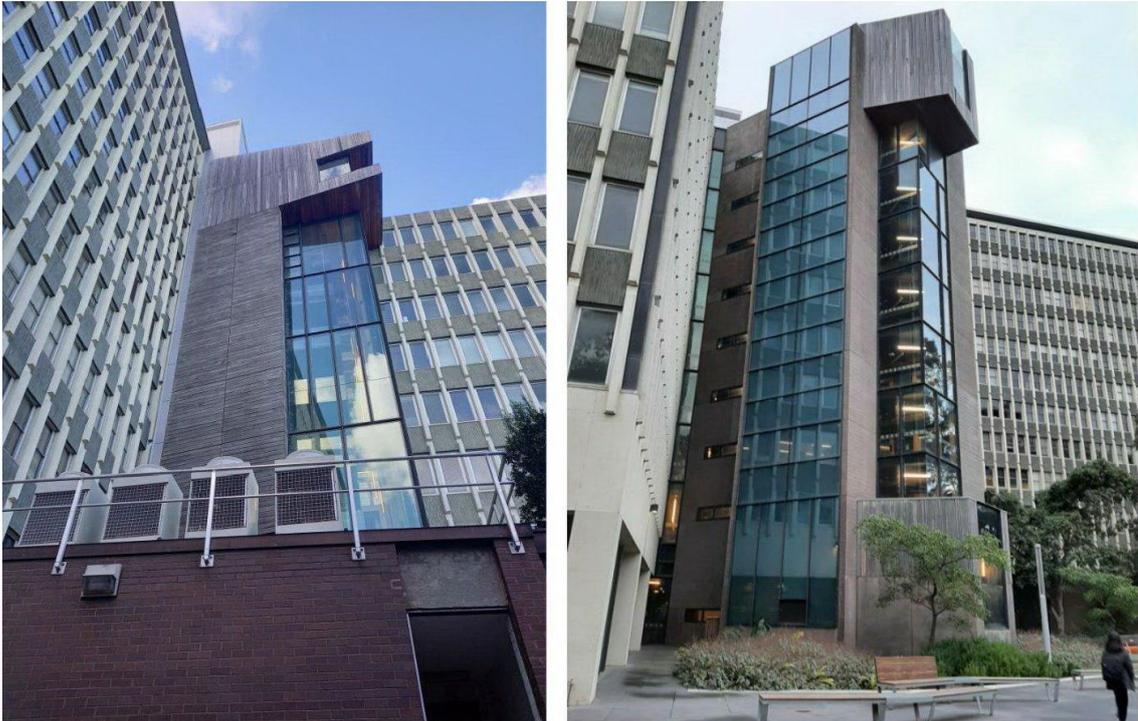
Figure 3 – Photograph of Northern Elevation



Figure 4 – Photograph of southern wing of building



Figure 5 & 6 – Photographs of additions undertaken under Permit TPA/37471



The building is surrounded by other university buildings described as follows:

North of the site is a lawn with pedestrian connections that provide access to the Campus Centre. The building at 21 Chancellors Walk is a double storey concrete building used for food, retail and administration purposes for the university staff and students.

East of the site is the Sir Louis Matheson Library at 40 Exhibition Walk and is a 5 storey (and 1 basement) building containing teaching and study spaces, a gallery and a collection of journals and books for use by the staff and students.

South of the site is Monash Law Building and Law library, a 5-storey brick and concrete building. Further to the south is the internal southern ring road (bus loop) which provides access to public transport options from within the university.

West of the site is a network of pedestrian paths including Chancellors Walk and Rainforest Walk, providing access to the northern and eastern aspects of the university. Further to the west is the Medicine Faculty. The buildings comprises multiple built forms, the most prominent of which is the seven storey brick building.

An aerial photograph of the subject site and surrounding land can be found attached to this report (Attachment 3).

PROPOSAL:

The application proposes demolition works and major refurbishment to improve the thermal performance of the building. The applicant has advised that Monash University was the first University to commit to an energy reduction target and continues to be a leading organization within the climate action space with a Net Zero goal by 2030.

“In line with this strategy the key considerations of the Sustainability strategy for the Menzies Building are energy efficiency and electrification to allow energy demand to be offset through renewable energy. The proposed works to the main section of the Menzies Building will address these objectives with proposed envelope upgrades and new building services to reduce operational energy usage and improve energy efficiency. The works in relation the replacement of the cladding to the 2009/2010 additions, comprise the removal of a combustible material, that will ensure the building is both compliant with current standards and safe. “

The proposed works can be summarised as follows:

Demolition:

- Removal of all existing aluminium framed windows and roller blinds on the northern and southern facades.
- Removal of existing louvres on the southern elevation
- Removal of some existing plant and equipment on the rooftop.
- Removal of the cladding on the east and west “knuckle” and lift tower (2009/2010 addition referred to as the “knuckle”).
- Temporary removal of the existing timber cladding to the ceiling of the colonnade, which will be retained and stored on site to be reinstated following the works to enable installation of the concrete slab.

Refurbishment works

- Internal alterations (exempt from a planning permit).
- Replacement of existing windows with double glazed windows to match existing style and appearance with a brushed aluminium finish.
- New aluminium louvres to be installed in the location of the existing, with new mechanical louvres installed above the existing doors on the east and west ends of the south elevation.
- New rooftop plant and machinery to be concealed behind a perforated screen and steel columns. New roof and façade access to installed.
- Replacement of existing timber cladding from the east and west “knuckle” and lift tower on the southern wing of the building that has been identified as combustible material with gun metal grey aluminium cladding that is fire rated.
- Removal of existing façade cladding with non-combustible aluminium cladding.

- Paint the existing metal cladding in a blue finish and repaint the existing concrete façade panels in grey.
- There will be no change to the existing precast concrete and glazed curtain wall that covers much of the building.

Attachment 1 details plans forming part of the application.

PERMIT TRIGGERS:

Zoning

The subject site is located within a Public Use Zone 2 (Education) pursuant to Clause 36.01 the Monash Planning Scheme. The relevant purposes of this Clause are:

- *To recognise public land use for public utility and community services and facilities*
- *To provide for associated uses that are consistent with the intent of the public land reservation or purpose.*

Pursuant to Clause 36.01-2, a permit is not required to construct a building or construct or carry out works to a building for an education use. As the site is used as an education facility no permit is required under the zone.

Overlay

The Menzies Building is affected by the Heritage Overlay — Schedule 84 pursuant to Clause 43.01 of the Monash Planning Scheme. The relevant purposes of this Clause are:

- *To conserve and enhance heritage places of natural or cultural significance.*
- *To conserve and enhance those elements which contribute to the significance of heritage places.*
- *To ensure that development does not adversely affect the significance of heritage places.*

Pursuant to Clause 43.01-1, a permit is required to demolish, carry out buildings and works and to externally alter a building by structural work, rendering, sandblasting or in any other way.

Attachment 3 details the zoning and overlays applicable to the subject site and surrounding land.

CONSULTATION:

Further information was requested of the Permit Applicant on 11 April 2022 seeking clarification on and further detail on the changes to the façade and external materials. The Permit Applicant responded to this letter on 5 May 2022 by providing the requested information.

The Applicant was advised that this application is scheduled for the June Council meeting. In addition, a letter has been sent formally advising them of the details of the Council meeting. The Applicant has been advised that this application is recommended for approval subject to conditions, and an outline of the conditions and the ramifications of the conditions on the proposal has been explained.

Public Notice

Under the provisions of the Clause 43.01-4 (Heritage Overlay) of the Monash Planning Scheme, an application for the external alteration of a building, external painting and the erection of services normal to a building is exempt from the notice requirements of Section 52 and also the review rights to VCAT of Section 82(1) under the Planning and Environment Act 1987.

Therefore, the application was not advertised.

Referrals

External & Internal Referral

The application did not require any external referrals under the Planning Scheme and was not referred to any internal departments.

Heritage Consultant

An independent assessment was obtained from a heritage consultant. Council's consultant has inspected the site and has advised "*that building retains most of its original fabric and design features above ground level and looks markedly similar to its appearance in the late 1960s.*"

After reviewing the plans and supporting information the advice has confirmed that the works are satisfactory subject to the following conditions:

1. Details of replacements for triple paned windows must be supplied.
2. Details of the surface finish of all replacement window frames must be supplied.
3. A methodology for the removal, storage and safe reinstatement of the timber batten ceilings to the colonnade must be supplied.
4. Regarding the pressed cement panel to be installed at the north facade lift shaft, a design proposal which respects the character of the building must be supplied.
5. The proposed exterior paint colour scheme should be reconsidered, with the aim of more closely matching the historical colour scheme.
6. Sight line diagrams for roof works to the north and south wing parapets must be supplied.

DISCUSSION:**Planning Policy Framework (PPF)**

The Planning Policy Framework seeks to strengthen and diversify the economy by facilitating growth in a range of employment sectors including education and knowledge industries (Clause 17.01-1S).

Clause 15.02-1S (Energy and resource efficiency) seeks to encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions.

Clause 15.03-1S (Heritage) seeks to assist the conservation of places that have natural, environmental, aesthetic, historic, cultural, scientific or social significance or other special value important for scientific and research purposes, as a means of understanding our past, as well as maintaining and enhancing Victoria's image and making a contribution to the economic and cultural growth of the State.

Local Planning Policy Framework (LPPF)

Clause 21.05 (Economic Development) seeks to facilitate the revitalisation of key area and ensure that new development is of a high standard that adds to the attractiveness of business and industrial areas.

Clause 21.11 (Physical Infrastructure) endeavours to provide a reliable, efficient and safe range of physical infrastructure for the residents and businesses in the City.

Clause 21.12 (Heritage) seeks to conserve places and building. Among other things, an objective of the policy is to conserve and enhance places of cultural heritage significance in a way which contributes to the economic and cultural growth of the City and for the broader community.

Clause 21.13 (Sustainability and Environment) aims to encourage development that incorporates improved energy efficiency during operation and minimises production of waste and pollution in the air.

The proposal is consentient with state, regional and local policy in providing an upgrade to a recognised building at a major university in Melbourne. The works are for the increased safety of staff and students and also to improve the thermal efficiency of the building.

Clause 22.07 (Heritage Policy) aims to ensure that any additions, alterations and replacement buildings are sympathetic to the heritage place and its surrounds.

The relevant aspects of the policy section are:

- Buildings and works to be compatible with the characteristics of the heritage place.

- Buildings and works to be compatible with, and not adversely affect, the significance of cultural heritage sites, including the conservation of heritage buildings in their site and local area context.
- Buildings and works not dramatically alter the character of their immediate environs.

Additions and alterations to existing contributory buildings

- Additions and alterations that are visually linked with contributory buildings complement the design of the contributory building.
- When an addition or alteration forms a part of the façade or other contributory element, the work continue in the form and tradition that imparts significance to the building.
- New work complements rather than overwhelms the contributory building.
- Additions constitute a simplified version of the building to which they relate.

Materials and finishes

- Existing materials and finishes other than paint finishes be retained and exposed to view, if practicable.
- New materials match existing materials or constitute a change, which is appropriate to the style or period of the building.
- Alternative materials can be used if their introduction is discreet and does not compromise the appearance of the contributory fabric.

Original windows, doors, verandahs and other elements

- Original windows, doors, verandahs and other elements not be altered.

Colour

- Colours be appropriate to the period of the building.
- Bright colours and primary colours are not acceptable.

Assessment

In addition to the development plans the applicant has submitted a Heritage Impact Assessment (HIA) prepared by Lovell Chen, Architects and Heritage Consultants. The report provides a heritage appraisal of the site and the heritage impacts of the proposed works. This was also assessed by Council's consultant in conjunction with the proposed development plans.

Window Changes

One of the main issues to assess is the replacement of the original aluminium metal framed windows with modern double glazed, aluminium framed windows. The new windows are to match the existing style and presentation but are to be provided with different glazing, a brushed aluminium finish with new flashing and thermally broken to improve insulation. This is contrary to the heritage policy in the Planning Scheme which requires original features such as windows and doors are to be retained.

The replacement of windows on all facades is a major change that has the potential to substantially alter the appearance of the building if not handled sensitively. The applicant has advised that the intent of the works is to improve the thermal performance of the building and this cannot be achieved without replacing the windows. After consideration of other alternatives including the option of double glazing to the existing windows, it was found that the age of the existing windows will present problems in modification and may result in potential condensation between the existing and secondary glazing.

Council's consultant has advised that *"the appearance of the building is important to its significance and should be maintained, therefore the proposed new windows must appear to be of the same frame material, colour and surface finish, and have very similar glazing and frame dimensions to the original windows. A noticeable discrepancy would cumulatively affect the appearance of the façade and degrade the heritage qualities of the building.*

Notwithstanding this, the assessment of the works also needs to consider that they will preserve the ongoing use of the building and its cultural heritage significance as a place of learning, by helping to prevent it becoming obsolete due to a lack of thermal comfort for occupants."

On this basis the Consultant has advised there is sufficient justification provided for change and a deviation from the Policy. It is important that the new windows appear to be of the same frame material, colour and surface finish with similar glazing and frame dimensions to the existing windows. Subject to providing full details of colour of the glazing and aluminium frames as conditions on permit the replacement windows have been assessed as satisfactory.

Paint Colours

In terms of the paint colours Council's Heritage Consultant has advised that the proposed colour scheme to repaint the east and west walls of the north wing to replace the existing colour of 'dull olive' with a cream and taupe is considered similar and acceptable.

However, the choice of blue and grey as a colour scheme is an *"obvious departure from the original scheme"* and not in accordance with Policy in the Planning Scheme that requires *"any new paint colours to be appropriate to the period of the building."* The Heritage Impact Assessment has justified the change in paint colours as part of the creation of a 'refreshed presentation' of the building, however, Council's Heritage Consultant advises that this is not adequate justification for such a clear change to the presentation.

Although paint colours are not controlled by the provisions of the overlay controls in the Planning Scheme, it is considered a revised colour scheme will be required as condition on permit to ensure that the painting will not adversely impact on the heritage value of the building.

Other Works

The other proposed works have been assessed as acceptable after consideration of the following:

- The removal of the external blinds on the north façade is acceptable as they are not original fabric.
- The removal and reinstatement of timber slat ceilings of the ground floor colonnade are to allow for insulation and this is satisfactory subject to additional information outlining the removal, storage and reinstatement as a permit condition.
- Removal of the cladding to the lift shaft is to a non-contributory part of the building and removal is supported subject to the detail of the new non-combustible panel being provided.
- The roof works on the north and south wing parapets are satisfactory but should aim to be inconspicuous from ground level views so as not to affect impressions of the facades. The Consultant has advised that the new screen and columns to the south wing may impact on the appearance of the building and should be set further back from the parapet. It has been recommended that sightline diagrams are submitted for approval as a condition on permit.

It is considered that subject to the permit conditions recommended by Council's Heritage Consultant the proposed works are satisfactory. The presentation of the building as a key component of the University campus will be maintained and the proposed works have been detailed to take into consideration the significance of the building and to ensure that the new works are compatible with the original presentation.

The building has also been modified and changed in the past and will continue to do so in the future in order to retain its function and improve facilities and amenity for users. The objective, from a heritage perspective, is to limit the impacts and to seek a balance between reasonable upgrading and refurbishment, and the retention of significant heritage fabric and values. It is considered that the current proposal for the Menzies Building achieves this balance.

CONCLUSION:

It is considered that the proposed modifications to the existing Menzies Building are satisfactory and will not compromise the heritage value of the place, subject to conditions. The proposal complies with state, regional and local policies, the provisions of the strategic statement of the Monash Planning Scheme and will provide for the continued use of this important landmark building. The proposed works will upgrade the building with new services to reduce operational energy usage and improve energy efficiency. The removal of a combustible material will ensure the building is both compliant with current standards and safe.

It is recommended that a permit be issued subject to appropriate conditions.

LIST OF ATTACHMENTS:

Attachment 1 – Proposed Development Plans.

Attachment 2 – Extract Monash Heritage Study

Attachment 3 – Aerial Photograph (January 2021).

Attachment 4 – Zoning and Overlays Map.