



QUEEN VICTORIA MARKET PEOPLE'S PANEL

How do we safeguard the market's future by providing a thriving business environment for traders and a vibrant and flourishing market with better amenities for customers?

Background reading kit

October 2018



Acknowledgement of Traditional Owners

The City of Melbourne respectfully acknowledges the Traditional Owners of the land, the Boon Wurrung and Woiwurrung (Wurundjeri) people of the Kulin Nation and pays respect to their Elders, past and present.

For the Kulin Nation, Melbourne has always been an important meeting place for events of social, educational, sporting and cultural significance. Today we are proud to say that Melbourne is a significant gathering place for all Aboriginal and Torres Strait Islander peoples.

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GLOSSARY OF KEY TERMS

| | |
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| Accessibility | The design of products, devices, services, or environments for people with disabilities. |
| At-grade car parking | Car parks at ground level |
| C245 | A planning scheme amendment, gazetted by the Minister for Planning, helping to deliver on the QVMPR Master Plan by better connecting the city with the market precinct, balancing the heritage of the precinct with the right type of growth. |
| CBD | Central Business District |
| CCZ | Capital City Zone |
| Changing places | Public toilets with full sized change tables and hoists to meet the needs of people with severe and profound disabilities. |
| City North | An urban renewal area north of the central city |
| CMP | Conservation Management Plan |
| CHMP | Cultural Heritage Management Plan |
| Council | Melbourne City Council |
| DDO | Design and Development Overlay |
| DE&E | Federal Department of Environment and Energy |
| DPO | Development Plan Overlay |
| EPBC Act | Environment Protection and Biodiversity Conservation Act |
| F&V | Fruit and vegetable |
| GBCA | Green Building Council of Australia |
| GPR | Ground Penetrating Radar |
| Green infrastructure | The green spaces and water systems within our urban environments |
| Hoddle Grid | Grid of streets that form the central business district of Melbourne |
| Hostile vehicles mitigation | A generic term that covers a suite of anti-terrorist protective measures that are often used around buildings or publicly accessible spaces of particular significance. |
| HV | Heritage Victoria |
| ICOMOS Burra Charter | International Council on Monuments and Sites, the Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places). |
| Melbourne Metro | Melbourne Metro Rail Project sometimes referred to as the Metro Tunnel. A metropolitan rail infrastructure project currently under construction in Melbourne. |
| MPS | Melbourne Planning Scheme |
| NHL | National Heritage List |
| OHS | Occupation Health and Safety |
| PPRZ | Public Park and Recreation Zone |

| | |
|--------------------|--|
| Public open space | Spaces within urban settings that are readily and freely accessible to the wider community for recreation and enjoyment |
| QVM P/L or Pty Ltd | Queen Victoria Market Pty Ltd (management company) |
| QVMPR | Queen Victoria Market Precinct Renewal |
| QVM | Queen Victoria Market / 'the market' |
| RAP | Registered Aboriginal Party |
| RAP | Reconciliation Action Plan |
| Trader Connect | Program and fund to provide dedicated business support and financial assistance for Queen Victoria Market traders. |
| Urban heat island | An urban area that is significantly warmer than its surrounding areas due to human activities, mainly due to modification of land surfaces. |
| VHR | Victorian Heritage Register |
| Zero carbon | Net greenhouse gas emissions equal to zero. Interchangeable with the terms zero net emissions and carbon neutrality. |
| Zero waste | A guiding principle for eliminating waste through recycling and reuse, but also through restricting production and distribution systems to reduce waste. |

REFERENCE DOCUMENTS

Agreement: Melbourne City Council and Minister for Finance, 2014
 City of Melbourne City North Structure Plan, 2012
 City of Melbourne Transport Strategy Refresh (draft), 2018
 Queen Victoria Market Community Engagement Phase 1, 2013
 Queen Victoria Market Community Engagement Phase 2, 2014
 Queen Victoria Market Community Engagement Phase 3, 2015
 Old Melbourne Cemetery report (GML), 2013
 Queen Victoria Market Conservation Management Plan, updated 2017
 Queen Victoria Market Intangible Values, 2017
 Queen Victoria Market Precinct Renewal Master Plan, 2015
 Queen Victoria Market Precinct Renewal Business Case, 2017
 Queen Victoria Market Pty Ltd Retail Plan, 2017
 Queen Victoria Market Pty Ltd Annual Report
 Queen Victoria Market Pty Ltd Trader One-To-One Engagement, 2015

Documents available at:

Participate Melbourne - <http://participate.melbourne.vic.gov.au/qvm-peoples-panel>
 City of Melbourne – www.melbourne.vic.gov.au/qvmrenewal.com.au
 Queen Victoria Market Pty Ltd – www.qvm.com.au

Please contact Mosaic Lab if you require assistance with accessing reference documents.



SECTION A

Your role

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1.0 PREPARING YOU FOR THE PEOPLE'S PANEL

1.1 This document

This Background Reading Kit seeks to support your role as a Queen Victoria Market People's Panel member.

As a panel, you will deliberate on where and how best to deliver essential market infrastructure within the precinct. This includes storage, waste management, delivery areas, car parking and customer and trader amenities to support a thriving Queen Victoria Market into the future.

The People's Panel will not be considering if renewal is needed or happening. Instead, the Panel will specifically focus on forming recommendations on market infrastructure and car parking numbers.

This document provides an overview of the Queen Victoria Market, the site's important heritage and key legislation and relevant planning controls covering the market precinct. It also includes an outline of the Queen Victoria Market Precinct Renewal (QVMPR) program to date and the operating challenges and needs of the market, including feedback from traders and customers. It also covers the changing city context and retail environment as well information on car parking within the market precinct and open space requirements.

We hope that this information gives you useful context before the People's Panel workshops start on Wednesday 10 October 2018.

As a People's Panel member, you will have access to a range of technical reports, information and evidence as the workshops get underway, presented in a range of interactive ways to help you consider the information. If you want to understand more detail, there will be subject matter experts and relevant authorities to talk through any questions that arise and you can request additional information and expertise.

This document and relevant supplementary documents will be available via the Queen Victoria Market People's Panel online portal so you can refer to them between workshops. The document is broken up into sections to make it easier for you to locate specific information during deliberations.

1.2 Your role

Before you read on, outlined below is the remit of the People's Panel. This can also be found on page 10 of your Handbook, with additional details about the scope of the panel.

1.3 What will the panel do? (Your remit)

The overarching challenge you will focus on is:

We all love and want to protect the authenticity and theatre of Queen Victoria Market, but current conditions mean it is struggling to meet essential safety and security standards, and it is in physical and financial decline.

How do we safeguard the market's future by providing a thriving business environment for traders and a vibrant and flourishing market with better amenities for customers?

1.4 What is in scope?

The People's Panel will not be considering if renewal is needed or happening. Instead the panel will specifically focus on forming recommendations on how to deliver facilities at the market for traders and customers, including car parking.

Below is an outline of what is within your influence as part of the People's Panel process.

Negotiables

- Key principles for assessing market infrastructure options (refer to Section D).
- Options for delivery of market infrastructure, including trader requirements such as storage, delivery areas and waste management and customer facilities.
- Car parking – numbers and location.

Non-negotiables

- Any mandatory requirements for Council, such as compliance with relevant legislation.
- QVM Pty Ltd defined operational requirements.
- The scope of the Munro redevelopment, on Therry and Queen Streets. There is an approved Development Plan and planning permit and works are underway.
- Restoration works to the historic, open-air sheds is required no matter where market infrastructure goes. We are currently preparing a Heritage Victoria application now to get this process started.
- Green Building Council of Australia (GBCA) 6 Star Green Star Communities Rating – achieving the precinct wide sustainability initiatives as outlined in the rating. This includes the delivery of the Munro development (adjacent to the market), solar power, water sensitive urban design, ongoing community engagement and other sustainability measures.

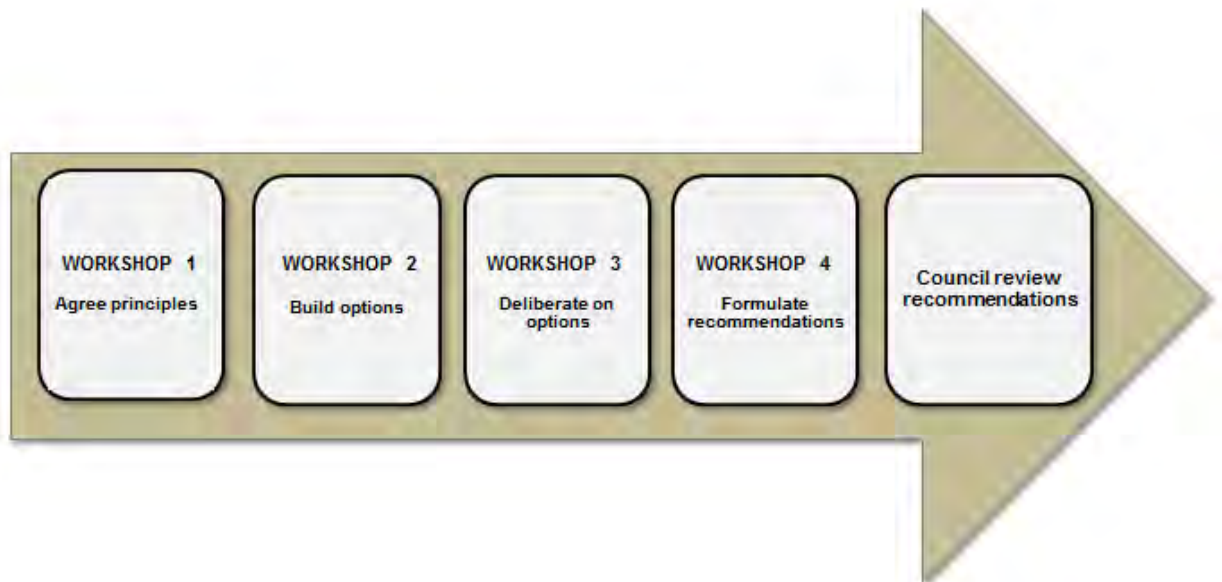
These are outside the scope of the People's Panel.

1.5 What does success look like?

There are several key objectives for the People's Panel that will help measure success. Our core success outcomes for the engagement include:

- Broad and diverse participation from community and stakeholders in the engagement which enables informed and considered feedback to be provided.
- Participants feel supported and heard throughout the process.
- The process is independent, transparent and without bias or undue influence from City of Melbourne or Queen Victoria Market Pty Ltd.
- Community and stakeholders develop a sense of ownership of the project.
- Participants weigh up the complexities, issues and opportunities involved in this decision and consider the trade-offs for the options.

Diagram: People's Panel process overview



1.6 What will happen to your recommendations?

Once you have formed your recommendations at the end of the deliberative process, the People's Panel's report will be presented to Council for consideration later this year. We are proposing that the People's Panel nominate two panel members to present the outcomes of the process at the Council meeting.

Council will then consider the best way forward with a revised proposal and design. Details will be made publicly available for review and comment before lodgement with Heritage Victoria and relevant approval authorities in 2019.

The City of Melbourne will inform the People's Panel of the revised design and permit application prior to it becoming publicly available. It also commits to providing a report to the Panel detailing its response to all of its recommendations. For example, the Panel told us this, so we did this, and which recommendations were accepted or not accepted and the rationale behind these decisions.



SECTION B

Context



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1.0 QUEEN VICTORIA MARKET

Queen Victoria Market Pty Ltd (QVM P/L) is a wholly owned subsidiary of the City of Melbourne. QVM P/L is responsible for managing the day-to-day operations of the market.

As owners of the Queen Victoria Market, the City of Melbourne has oversight and responsibility for any capital improvements at the site. Queen Victoria Market occupies seven hectares (approximately two city blocks) within the central city and has been operated by the Council or QVM P/L for over 140 years.

1.1 Location

Queen Victoria Market sits in the area known as City North: an urban renewal area that will experience significant growth in both residents and employment over the next 30 years.

Image: aerial view of City North



Source: City North Structure Plan, 2012

Historically the area was an edge-of-town district characterised by light industrial, warehousing, bulk goods retailing, hospitals, research, auto sales and services. The area is now undergoing a transition to a high intensity mixed use area of residential, commercial, educational, research, industrial and retail activities.

By 2037, the City of Melbourne's population is expected to increase to around 266,455 residents or 44 per cent higher than in 2017. The number of residents in the City North area is expected to increase by 22,000 by 2040¹.

1.2 About the market

Queen Victoria Market has continuously traded for over 140 years. It is the longest surviving marketplace of its size and diversity in Australia. A critical part of Melbourne's early development, the market continues to play a central role in the city's cultural, business and social life.

Home to more than 600 independently owned businesses, Queen Victoria Market is renowned for its multicultural community of market traders and its unique offer, with affordability, authenticity, fresh produce and a diversity of merchandise underpinning the long held traditions of market trading.

In the first phase of Queen Victoria Market's trading history, it was part of a cohort of inner city markets. By the 1930s the market had fully expanded, and assumed its role as Melbourne's primary wholesale produce market. This period drew to a close as the scale of trading overwhelmed the site and larger facilities were developed in West Melbourne.

With formal wholesale market trading relocated to West Melbourne in 1969, Queen Victoria Market focused on the retail customer. From the 1970s to the 1990s, Queen Victoria Market was the go to place for fresh food in metropolitan Melbourne. Even the market's opening hours led a retail change, when in 1979 Queen Victoria Market became the first retail centre in Melbourne to be permitted to trade on Sundays.

The market holds a significant place in Australian history. It is listed on the Victorian Heritage Register for its historical, archaeological, social, architectural and aesthetic significance to the State of Victoria and in July this year, was added to the National Heritage List, recognising it as the largest and most intact nineteenth century market in Australia as well as the site of Melbourne's first official cemetery.

¹ City North Structure Plan 2012.

In 2017, the market welcomed more than 9.1 million people, with over 8 million visitors to the day market and over one million visitors to the night market. As well-loved as the market is however, its nostalgic standing within the community does not guarantee it a viable future. The market faces considerable competition from a variety of sources and must deal with these challenges over the coming years if it is to continue to meet the changing needs of customers and visitors, and stay vibrant and relevant as a retail and leisure destination.

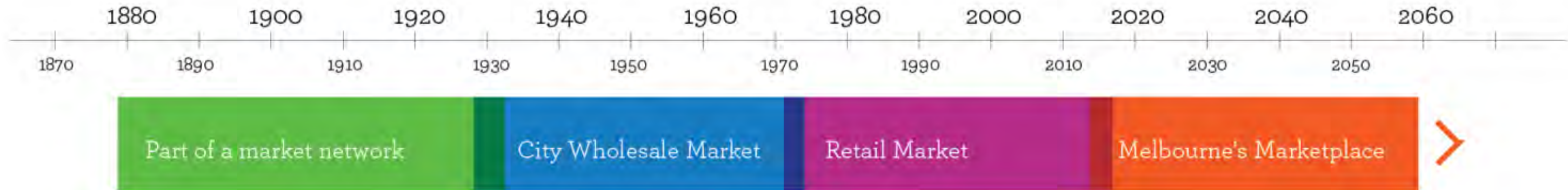
The Queen Victoria Market is a truly unique proposition within Melbourne. For many people it represents something very personal and important about their city. In its many guises it has been an active and defining presence for Melbourne for generations and is a vibrant, evolving centre of community life.



Image: Queen Victoria Market in the context of the city



Queen Victoria Market timeline



The fully developed Queen Victoria Market site in 1936
Source: *Melbourne Markets*



The Queen Victoria Market site in 2016
Source: *City of Melbourne*

Queen Victoria Market map



1.3 Trading hours

Currently the Queen Victoria Market is open during the day on Tuesday, Thursday, Friday, Saturday and Sunday, with varying trading hours for fresh produce and general merchandise traders across the different days. The market also hosts seasonal night markets on Wednesday nights during winter and summer with a new spring market offer being trialled this year.

Across the day and night markets the precinct is actively trading for a total of 48 hours per week. There is a general acknowledgement that Queen Victoria Market's current trading hours require review to take advantage of significant opportunities afforded by the growth of the surrounding area and ensure that actual market opening hours respond to contemporary consumer behaviour.

Table: Queen Victoria Market trading hours

| | Fresh Produce (Lower Market & A+B Sheds) | Specialty Shopping (Upper Market) | String Bean Alley | The Night Market (Seasonal) |
|-----------|---|---|----------------------|-----------------------------------|
| Monday | Closed | Closed | Closed | Closed |
| Tuesday | 6am – 2pm | 8am – 2pm | Closed | Closed |
| Wednesday | Closed | Closed | Closed | 5pm - 10pm |
| Thursday | 6am – 2pm | 8am – 2pm | Closed | Closed |
| Friday | 6am – 5pm | 8am – 3pm | 8am – 3pm | Closed |
| Saturday | 6am – 3pm | 8am – 3pm | 8am – 3pm | Closed |
| Sunday | 9am – 4pm | 9am – 4pm | 9am – 4pm | Closed |

Source: Queen Victoria Market Pty Ltd

1.4 Trader make up / stalls mix

The Queen Victoria Market trader community currently consists of 605 lease and licence holders plus dozens of casual licencees who trade at special weekend events and night markets. There are 140 traders occupying leasehold premises (shops) and the balance of traders occupy stalls in the open sheds.

For the most part, traders at the market operate as family businesses, some of which have now been passed down to the third or fourth generation. The size varies but many are large successful businesses with commensurate investments in stock and staff. Current figures indicate that approximately 25 per cent of traders have been in the market for over 21 years and some individuals have been operating in the market for over 50 years. 24 per cent of traders fall into the 11 to 20 year category and the remaining 51 per cent have been in the market less than 10 years.

Diagram: Current trader tenure



Source: Queen Victoria Market Pty Ltd

1.4.1 Average cost of a licence

Fruit and Vegetable Market

Queen Victoria Market has 57 fruit and vegetable traders located across Sheds A&B in the Upper Market and H&I in the Lower Market. Each trader must license a minimum of two individual stalls and trade a minimum of three market days a week being Thursday, Friday and Saturday. Tuesday and Sunday are optional.

Average price per stall:

| | |
|----------|---------|
| Tuesday | \$17.30 |
| Thursday | \$28.95 |
| Friday | \$42.70 |
| Saturday | \$51.35 |
| Sunday | \$41.90 |

Source: Queen Victoria Market Pty Ltd

General Merchandise

QVM's non-food (ie general/specialty merchandise) consists of over 400 traders offering clothing, accessories, footwear, gifts, souvenirs and other merchandise. The offer has a particular appeal to interstate and overseas tourists, as well as segments of the local market and is located throughout C, D, E, J, K and L Sheds.

Average price per stall:

| | |
|----------|---------|
| Tuesday | \$22.20 |
| Thursday | \$21.60 |
| Friday | \$23.80 |
| Saturday | \$41.60 |
| Sunday | \$56.80 |

Source: Queen Victoria Market Pty Ltd

Over the 49 years since the wholesale fruit and vegetable market moved to West Melbourne, the proportion of fresh food to general merchandise in the open sheds (by number of licences) has been steadily decreasing from 40 per cent in 1969 to 20 per cent in 2010 to 14 per cent in 2018.

Diagram: changing trader make up 1969, 2010 and 2018.



Source: Queen Victoria Market Pty Ltd

The market's trader community is currently comprised of the following:

| Offer | No. Traders (approx.) |
|----------------------------|-----------------------|
| Red Meat | 23 |
| Poultry & Game | 6 |
| Seafood | 10 |
| Deli | 16 |
| Bakery/Cake | 4 |
| Specialty Food | 20 |
| Fruit & Veg | 57 |
| General Merchandise | 402 |
| Café/take away/street food | 46 |

Source: Queen Victoria Market Pty Ltd

1.4 Visitation

Total recorded visitation in 2017 was 9,110,554 visitors including 8,045,254 to the day market and 1,065,300 people to the Summer and Winter night markets.

Average visitation by day in 2017 was as follows:

| | |
|--------------------------|--------|
| Tuesday | 24,000 |
| Wednesday (night market) | 28,000 |
| Thursday | 25,000 |
| Friday | 30,000 |
| Saturday | 41,000 |
| Sunday | 36,000 |

Source: Queen Victoria Market Pty Ltd

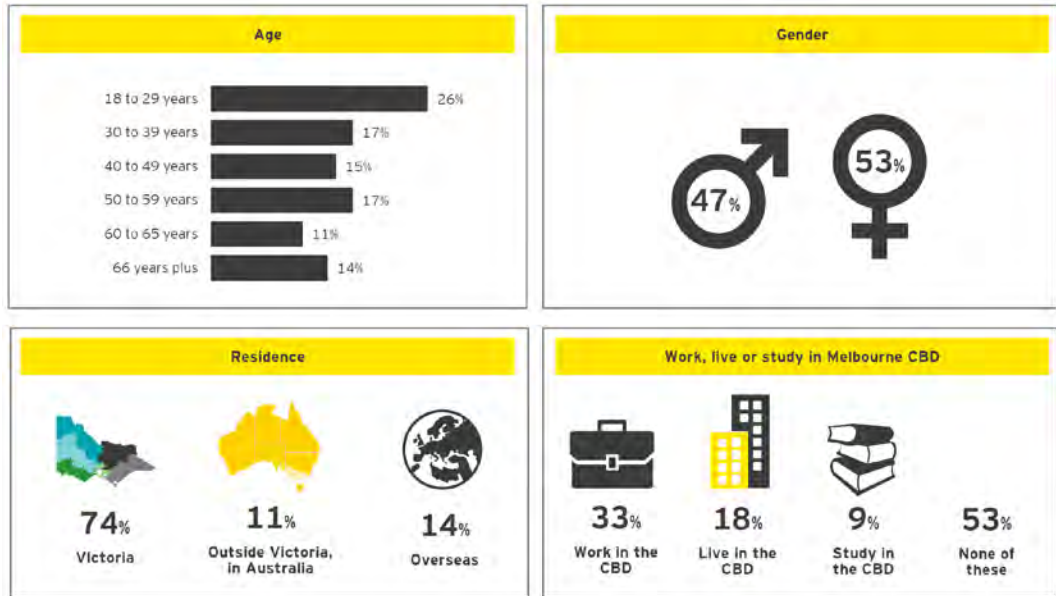
Queen Victoria Market Pty Ltd has pedestrian counters installed in each of the entrances to the closed area of the lower market ie the Meat and Fish Hall, the Dairy Produce Hall and the Food Court. As day market counts are only being recorded in this area, it can be reasonably assumed that overall numbers would be higher as visitors who do not enter this part of the market would not be counted. Night market events are enclosed for licencing purposes which allows counts to be conducted by security staff at designated entrances.

Tourism Research Australia conducts a quarterly National Visitor Survey and International Visitor Survey. According to this survey, Queen Victoria Market received 1.3 million international visitors and 940,000 domestic visitors in 2017, meaning that tourists make up approximately 25 per cent of our total visitation.

Queen Victoria Market is the most popular tourist attraction in Victoria for international visitors, attracting 51 per cent of international visitors. The largest market segment in 2017 was China with a total of 273,369 visitors.

1.5 Who shops at the market?

A randomised survey of 585 market customers carried out by EY Sweeney in December 2017 returned the following shopper profile.



Source: EY Sweeney December 2017.

The following descriptions represent Queen Victoria Market’s loyal customers. Understanding these personas will ensure that throughout times of change and into the future, we consider their individual needs to ensure we are providing the experience they desire so we can retain them as customers.

| | MARKET COMMITMENT | CITY LIFE | MELBOURNE VISITOR | MELBOURNE IDENTITY |
|----------------------------|---|---|--|---|
| Loyalty Type: | Highly loyal to QVM and its traders. Shows functional loyalty and emotional loyalty. | Loyal to QVM but not specific traders. Shows more functional loyalty. | Loyal to QVM and will visit whenever he is in Melbourne. | Shows emotional loyalty to QVM even though she has not visited for a long time. |
| Frequency of visits | Visits once a week. Same time and day every week. | Visits once a week but day and time is dependent on what she feels like doing. | Frequency of visits is dependent on when visiting Melbourne. | Visits infrequently and irregularly. |
| Location | Melbourne dweller. | Melbourne dweller. | Non-Melbourne dweller. Tourist/Visitor. | Currently or previously lived in Melbourne. |
| Transport | Car and public transport. | Car and walk/cycle. | Public transport and walk. | NA |
| Value to them | Close relationship with traders. Familiarity and routine. Produce quality and affordability. Experience. | Produce quality and value. Variety. Supporting small business. Experience. | Entertainment. Diversity. A Melbourne experience. | History. Part of Melbourne. Tradition. Culture. |
| Behaviours | Has a routine pathway through the market to favourite stalls. Will buy a similar selection of items, mainly food items. | Works/lives nearby. Comes to eat, drink and to buy groceries. Will browse produce and buy based on quality and price. | Wandering and browsing around the whole market. Comes to eat and drink and soak up the atmosphere. | Visited the market in past with family. Doesn't visit anymore but would recommend to visitors. Has emotional attachment to the market and what it represents. |

Source: *Retaining loyal customers through times of change*, Huddle 2015.

2.0 SITE HERITAGE

2.1 Heritage

The Queen Victoria Market and the Old Melbourne Cemetery are well recognised and supported by the community as places of heritage significance, with both places recognised on the National Heritage List (2018) and the Victorian Heritage Register (1989). The site is also classified as being of national significance by the National Trust of Australia (Victoria).

Heritage management requires multi-layered considerations including both tangible (related to physical buildings, structures and archaeology) and intangible (non-physical values, related to use, activity, cultural meanings or associations).

For example, formally recognised heritage values can refer to the place (the market as a whole), specific physical features or fabric (structures such as sheds or materials such as the marble counters in the Dairy Hall), or a pattern of activity or social or spiritual connection associated with the place. Heritage values can include Aboriginal cultural heritage values as well as non-Aboriginal cultural heritage values. Some places, including the Queen Victoria Market, are significant to both Aboriginal and non-Aboriginal people.

The recognised heritage of the site includes all of these categories of values and more. In addition, it is important to note that the market includes two places of heritage importance, each with its own distinct history, on the one site - the Queen Victoria Market and the Old Melbourne Cemetery.

As a result of these factors, heritage protection and management is complex and involves weighing up the relative importance of individual aspects and achieving a balanced outcome which responds to all values.

Reflecting this context, there are overlapping heritage and other statutory approvals required for works both in relation to the market itself, with additional approvals for works required in the part of the market which covers the former Old Melbourne Cemetery.

The retention and conservation of the physical fabric of the market buildings is a major heritage consideration, to be balanced with upgrade and operational requirements.

2.2 Melbourne's marketplace

A short history of the market can be found at on page 16 of this document. However, we know that it is not just the physical and built heritage of the Queen Victoria Market that is important to people, but also its social heritage and the continuing intangible attributes. The National Heritage Listing recognises that:

The market continues to operate as a city produce and general market, and fosters a high degree of social interaction. Queen Victoria Market still retains many of its original attributes, liveliness and character.

Similarly, the Victorian Heritage Register statement of significance notes:

The Queen Victoria Market is of social significance for its ongoing role and continued popularity as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike.

During the community engagement processes to shape the market renewal program to date, the 'atmosphere' of the market is the most identified feature of what people love about the market.

In 2017, the City of Melbourne in partnership with QVM Pty Ltd management, engaged RMIT University to undertake research into the intangible values of the market to help understand the distinct experiences, flavours, voices and personalities that make the market what it is today.

Some of the research highlights include:

1. Relationships and memory - regular visitors have a deep attachment to place:
 - People's experiences of the market are deeply connected to relationships and memories within the market but also stretch far beyond it to include connections with family and friends. It is important for these rich social interactions to continue at the site, and for this to be considered through the design process. These findings will inform how we plan to sustain and enhance the customer experience across the market, and how we work with traders on stall layouts and formats.
 - Some people are concerned about the potential 'sanitisation' of the market, including how the trader stalls might look in the future. In response, QVMPR and market management will work together to design future market spaces that allow for flexibility and improvisation and contribute to the market's distinctive atmosphere.

2. Sensory richness - the site's sensory experience makes Queen Victoria Market a destination:
 - The smells, tastes, colours, sounds and textures are a key part of what people love about the market, as it provides opportunities to interact and participate. The market's heritage 'feel' is strongly valued, including unexpected details such as the flooring of the deli hall. The details are important for establishing the conditions through which social connection can emerge.
3. Routines and movement - people love their routines at the market: shoppers visit the same stalls, traders move in routine paths.
 - Constant movement and circulation contributes to the rhythms and routines of the market, and its overall feel. The findings relating to movement patterns will be considered when planning for the public realm, designing the trading formats, layout and operations, and in developing way finding when traders need to relocate.
 - People with longstanding experience of the market are experts in the way they navigate through the market and the routines they apply. This expertise is a valuable resource that can be captured to inform future planning of the market.

Reference document:

Sumartojo, J Mihelcic, N Walton-Healy, B Vallentine and S Pink, *Queen Victoria Market: Intangible Values*. RMIT Digital Ethnography Research Centre for the City of Melbourne, 2017.

2.3 Old Melbourne Cemetery

In the early 1800s a total of 10 acres north of the Hoddle Grid and near Flagstaff Hill were set aside for a cemetery for the growing population of early Melbourne, with the first burial occurring in 1837. The site was divided up internally for use by Christian religious denominations. Additional areas were added later, including a burial area for Jewish, Aboriginal and Society of Friends (Quaker) groups.

This was the primary cemetery in Melbourne from 1837 to 1853 (a period of 16 years) and is referred to as the Old Melbourne Cemetery.

The Old Melbourne Cemetery site is situated between Queen, Franklin and Peel streets and the northern edge of the current D Shed. Part of the structure of F Shed includes a brick wall built in the late 1800s to mark the northern edge of the cemetery boundary, outside of which the Aboriginal, Jewish and Society of Friends burial sections were located. Today, the area of the former cemetery extends from the Franklin Street stores, below the current car park to Shed D.

By 1853 the cemetery was too small for the growing city and too close to the central town area to be suitable to continue this role. A new, larger site in Carlton was chosen for the Melbourne General Cemetery, which opened in 1853.

The Old Melbourne Cemetery closed in 1854, although a few hundred people who had already purchased plots were still buried there after it officially closed. The last burial was in 1917.

A market was first established next to the cemetery in 1859, with expansions in 1877 and 1922 gradually taking over the cemetery area. During these expansions, around 1000 bodies were exhumed and re-interred, primarily at Melbourne General Cemetery and Fawkner Cemetery.

It is estimated that 6500 to 9000 burials remain in the former cemetery area, however early records were destroyed by fire in 1864 and many graves were unmarked.

A limited amount of information on who was buried there can be compiled from various data sources, including newspaper articles and earlier reports on the cemetery.

It is predicted that all areas in the cemetery will have a level of archaeological potential, if disturbed. Any proposal for ground disturbance works will need to be assessed carefully against the known information and an archaeological research design and program developed to thoroughly investigate the area. This program may include historical research, ground penetrating radar (GPR) and investigative test sites. This process has already been undertaken

through the previous planning for market infrastructure in Sheds A-D, including GPR and investigative archaeological testing.

The previous market infrastructure proposal included excavation within the western side of Shed D as a proposed access point for a below-ground operational facility. This area was part of the former Jewish burial section and is one area for which detailed records are held by the Jewish community. Records indicate that a thorough exhumation of all known burials in the area was undertaken in 1920.

The 2017 market infrastructure proposal involved consultation with Jewish community stakeholders, who endorsed the proposal with the understanding that there would be a detailed archaeological investigation process before excavation works. Across the rest of the former cemetery site, previous subsurface disturbances reveal that human remains are relatively close to the surface.

Reference documents:

Old Melbourne Cemetery report (GML), 2013

Image: Plan of Melbourne, 1865, showing the division of the Old Melbourne Cemetery Source: State Library of Victoria



Aerial view of the market overlaid with the Old Melbourne Cemetery Plan (Meakin 1865)



2.4 Aboriginal cultural values and sites

2.4.1 *Aboriginal heritage and connection to country*

There are sites of Aboriginal cultural heritage in and around the Queen Victoria Market precinct, and Aboriginal people identify both tangible and intangible connections to this place.

A critical consideration in locating future market infrastructure is the site of the Aboriginal burial section within the Old Melbourne Cemetery. This site is the burial place of many, including two Tasmanian Aboriginal men, Tunnerminnerwait and Maulboyheenner, the first people to be publicly hanged by the Government in the District of Port Phillip in 1842.

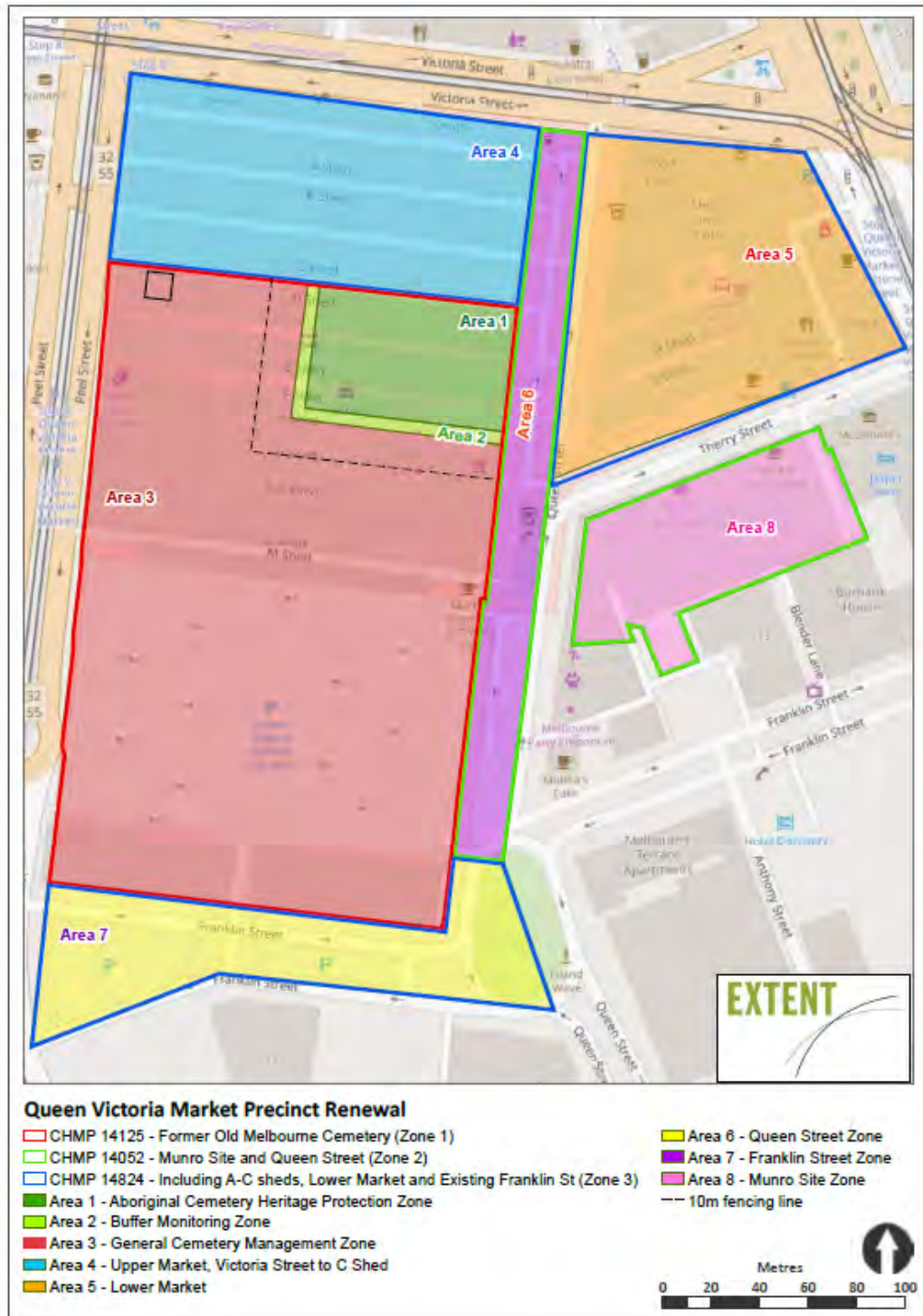
2.4.2 *Cultural Heritage Management Plans*

Aboriginal Victoria has approved three Cultural Heritage Management Plans (CHMPs) which set out requirements for the management of cultural values across the market precinct. Compliance with these CHMPs will be an essential requirement for the City of Melbourne in the delivery of market infrastructure.

Although the detailed CHMP conditions are not available as a public reference document, the key considerations that relate to provision of market infrastructure are:

- No new sub-surface market infrastructure works within the areas identified as the Aboriginal burial and Society of Friends sections of the former cemetery (registered area).
- A further monitoring buffer of five metres to the west and south of the registered area, which is activated if any sub surface disturbance occurs within this area. Refer diagram on page 37.
- Consultation is required with relevant Aboriginal stakeholders.

Diagram: Queen Victoria Market precinct showing Aboriginal heritage management areas.



Source: Extent Heritage

Diagram: Cultural Heritage Management Plan Zones
 *Zone one is the cemetery area



2.4.3 *Consultation with Aboriginal stakeholders:*

There is currently no recognised Registered Aboriginal Party (RAP) for the precinct, but three Traditional Owner groups are recognised as having an interest in the site. The City of Melbourne works closely with representatives from the Wurundjeri Tribe Land Compensation and Cultural Heritage Council, the Boon Wurrung Foundation and the Bunurong Land Council through consultation and management of the cultural heritage of the site.

Reference documents:

- City of Melbourne Reconciliation Action Plan and Aboriginal Heritage Action Plan
- Tunnerminnerwait and Maulboyheenner: The involvement of Aboriginal People from Tasmania in key events of early Melbourne, 2014.

2.5 Key heritage considerations

2.5.1 *Conservation Management Plan*

Heritage Management guidance is provided in the Queen Victoria Market Conservation Management Plan (April 2017) by Lovell Chen Architects and Heritage Consultants. A Conservation Management Plan was first produced for this site in 2003. This version was updated in April 2017 and reflects the current status of the site.

A Conservation Management Plan describes the heritage values in detail and sets out guidance policies for managing the heritage values of the site, including in circumstances where change may be proposed. In an overarching sense a Conservation Management Plan interprets how the heritage management principles set out in the ICOMOS Burra Charter (2013) – an industry standard for heritage conservation - should apply to a specific place.

2.5.2 *Market layout and built form conservation and restoration*

The early town of Melbourne was established in 1836. Several public open-air public markets were developed in Melbourne from the 1840s, to provide a place for buying and selling produce and goods. As the population grew, a more functional and orderly public market was needed, leading to the establishment of a new Queen Victoria Market in 1878.

Queen Victoria Market contains built typologies common to all markets at this time. These include the open air sheds, the produce halls (such as the Meat Hall) and stores. In the case of Queen Victoria Market, associated terrace row shops fronting the streets were also provided.

The open air sheds were economical to construct and provided a covered venue for sellers and buyers to do business. In the 19th century, produce was typically brought to market and sold direct to customers by producers. The layout of the sheds helped facilitate this process, with the lanes between the sheds used for horse and cart access to the stalls, with the middle of each shed used as a 'buyers walk'- a place for customers to walk up and down and view the goods for sale. This simple and direct business model provided opportunities for many, including newly arrived immigrants, to establish a business at modest cost and low overheads.

Essentially this process of low-cost, small scale business has continued to be a feature of market trading for the last 140 years, even though systems of food distribution and the centralisation of wholesale markets have changed markedly over the same period in Australia. Some businesses continued to trade in this manner at the market for generations; others developed further and outgrew the market model.

2.5.3 *Change over time*

While most of the original 19th century market structures are still in place, there have also been many additions, removals and renovations to the original built form over the last 140 years. These have been undertaken to serve the evolving needs of the market and ensure its ongoing viability.

Two examples of past market infrastructure adaptations (one from the early 20th century and the other from the modern era) are:

- Sections of sheds were removed to allow the construction of the Dairy Produce Hall in 1928. The Hall was constructed to provide a purpose built area for dairy traders, as the existing facilities under the shed were declared unsuitable. The Hall was constructed prior to the widespread introduction of refrigeration, so the building was designed with cooling in mind. Design features included: sub-floor ventilation, louvres in the roof to promote air flow and marble counters for the stalls.
- The oldest building on the site, the Meat Hall (1869) was extended to Queen Street in the 1980s. It has been refurbished a number of times, most recently in the 1990s. Changes to the internal fitout were informed by changes in food handling practices, the introduction of new systems such as refrigeration and other changes to accommodate customer food purchasing preferences.

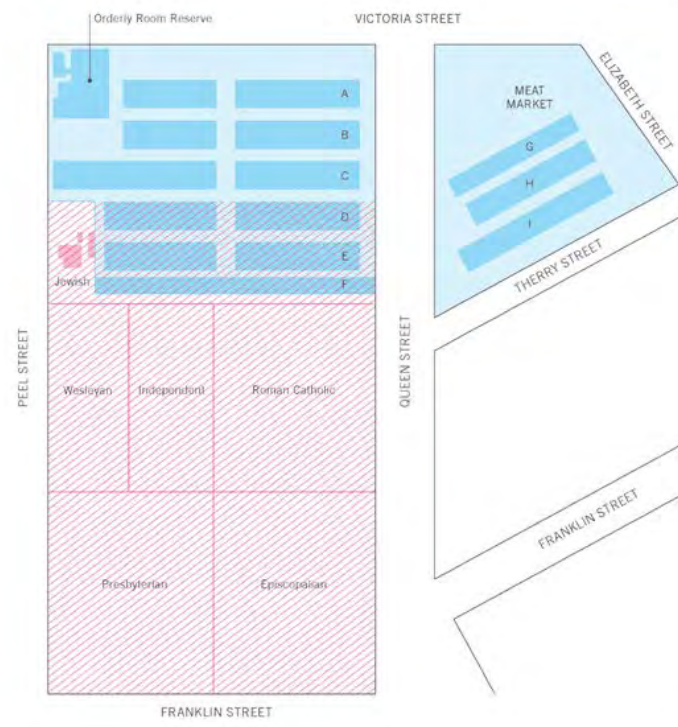
Refer images on pages 41.

Reference documents:

Conservation Management Plan April, 2017.

Changes at the Queen Victoria Market site 1878 and 2017

1878

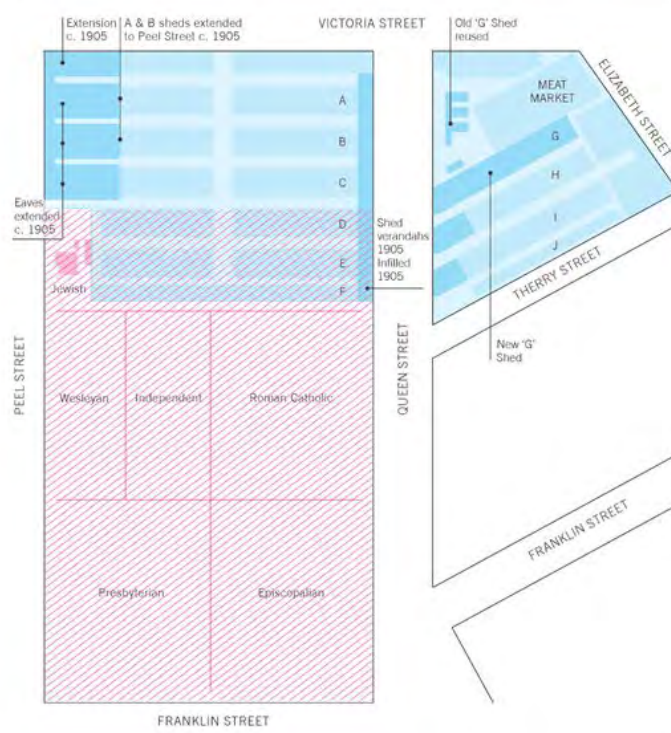


KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

Figure 11 The QVM site in 1878

1910

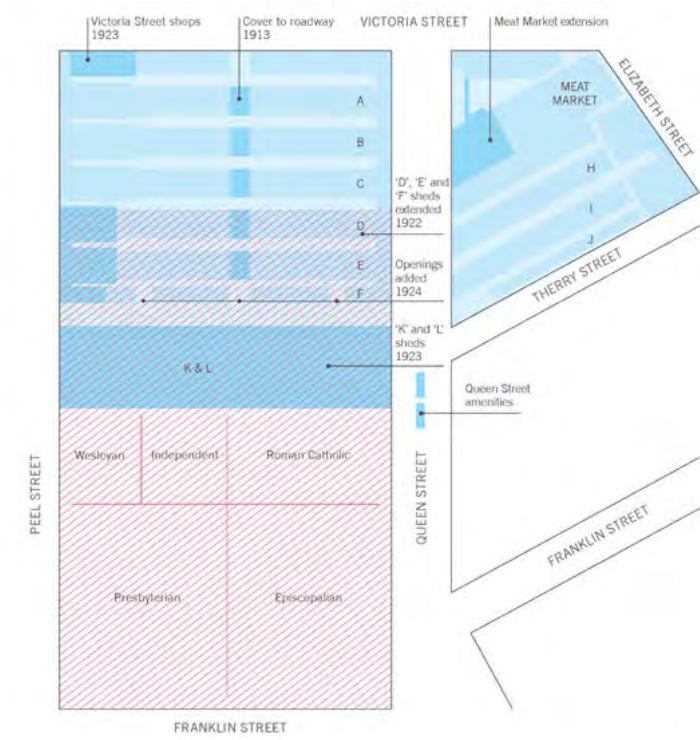


KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

Figure 13 The QVM site in 1910

1925

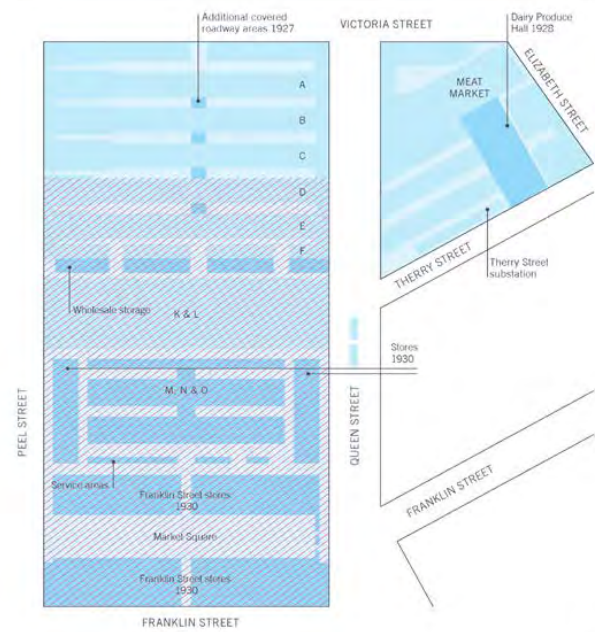


KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

Figure 14 The QVM site in 1925

1936

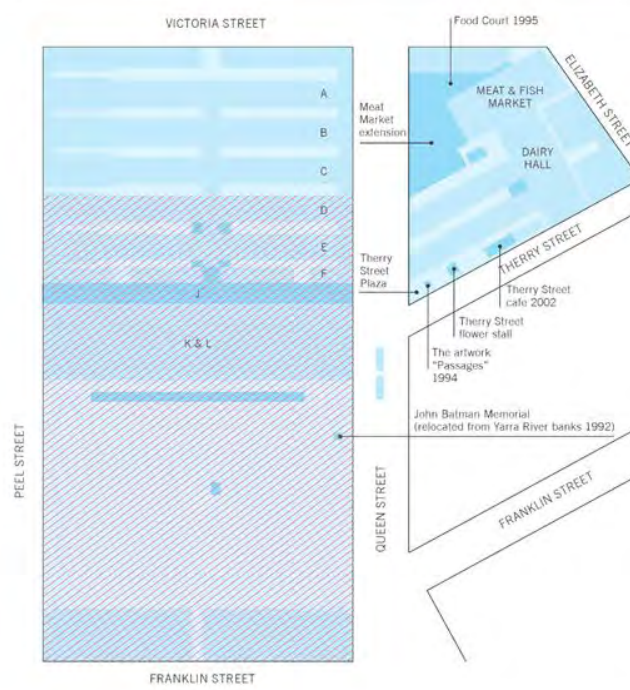


KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

Figure 15 The QVM site in 1936

2010

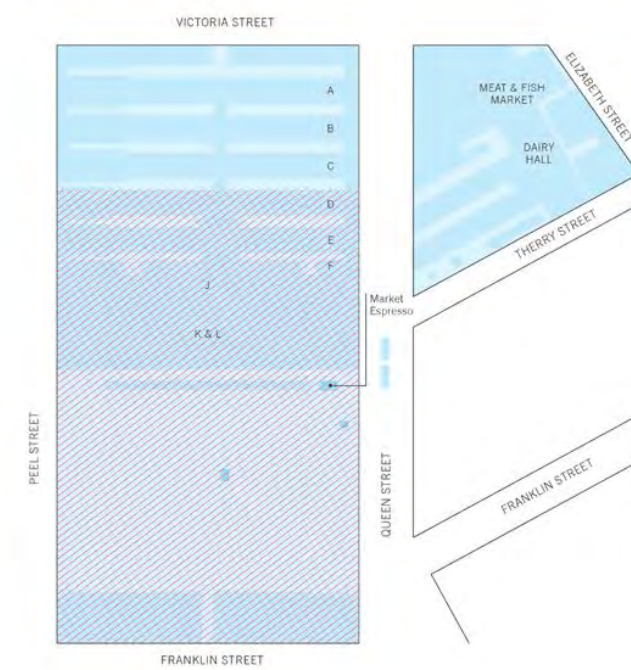


KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

Figure 16 The QVM site in 2010

2017



KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

Figure 17 The QVM site in 2017

2.6 The site's heritage and required approvals

As a People's Panel participant, you do not need to know the detail of heritage legislation but it is important you understand the market precinct's heritage and the range of overlapping heritage and other statutory approvals which cover the site. This legislative context must be considered by City of Melbourne for any future market infrastructure design, and the granting of permits and for delivery.

2.7 National Heritage Listing and responsible authorities

2.7.1 Federal Department of Environment and Energy

Queen Victoria Market was included on the National Heritage List under the *Environment Protection and Biodiversity Conservation (EPBC) Act 1999*, on 22 July 2018. The listing formally acknowledges the significant place the market holds in Australia's history. The listing specifically recognises the Queen Victoria Market as the largest intact 19th century market in Australia and also as the site of our city's first cemetery.

The National Heritage Listing explicitly identifies:

- Queen Victoria Market is an outstanding example of a 19th century metropolitan food market, retaining substantially intact layout and building typologies typical of the period. It represents the important role fresh produce markets have played in the development of Australia as an urbanised nation in both the 19th and 20th centuries. Markets played a vital role in establishing the colonies of Australia, allowing population expansion and growth. Queen Victoria Market provides a link to a past way of life and demonstrates how the distribution of the food in cities has evolved. While these processes have changed, the market retains much of its original attributes, liveliness and character.
- The market location was previously the site of the Old Melbourne Cemetery, the largest early 19th century colonial cemetery in Australia. The cemetery is unique as it was the burial ground for the entire population of the founding colonial settlement of Melbourne. It has significant research potential, though the burials and associated records, to inform our understanding of early colonial life.

Significant impacts on these values may require referral, assessment and approval by the Department of Environment and Energy, subject to the nature of the proposed works.

Image: National Heritage List registered site



**QUEEN
VICTORIA
MARKET**

National
Heritage
List

Final boundary
Land parcel

I.D. 106277

Source: National Heritage Register, 2018

2.7.2 Victorian State Government

Triggers for approvals and consents for proposed works will be specific to the statutory requirements of heritage and other agencies. In summary, key agency controls for works are:

Heritage Act 2017 and Victoria Heritage Register (VHR) Queen Victoria Market (HO496)

Queen Victoria Market was included in the Victorian Heritage Register in 1989. The Victorian Heritage Register – (State Level) values cover the place as a whole, including all buildings and structures and the archaeological values. The heritage significance can be summarised as historical, archaeological, social, architectural and aesthetic:

- Historically, Queen Victoria Market is one of the great 19th century markets of Victoria. It is the only one surviving from a group of important central markets built by the Corporation of the City of Melbourne and has remained in operation from the 1870s. This function is recognised through the original buildings and structures on the site.
- Historically, Queen Victoria Market is the site of Melbourne's first official cemetery, which was in use between 1837 and 1854, until its final closure in 1917.
- Archaeologically, the former cemetery contained large numbers of burials and has the potential to provide information about the early population of Melbourne, both Aboriginal and non-Aboriginal.
- Socially, for its ongoing role and popularity as a fresh food market, shopping and meeting place
- Architecturally for its intact collection of 19th and early 20th century market buildings.
- Aesthetically, for the Elizabeth and Victoria street shop terraces.

Heritage Victoria is the key agency responsible for the assessment and approval of any works at the market under the *Heritage Act (Victoria) 2017*.

Permits are generally required from Heritage Victoria for all physical changes to the market, other than for minor maintenance works.

As part of the Victorian Heritage Register listing, the market is also listed as an archaeological place and all subsurface works within the precinct will require consideration and assessment of potential archaeological values in the area. Historical archaeological values are not confined to the cemetery but can relate to previous land uses on the site. For example, in 2017 in preparation for the proposed Quarter 2 basement, a number of test excavations were completed to ascertain if any evidence of the former Drill Hall and Fulton Street still remained under the current A - C sheds. Through the preliminary investigations archaeologists uncovered artefacts from the late 1800s under Shed A. The pre-market artefacts included the likely foundations of the Volunteer Rifle Corps' Orderly Room, the bluestone column of a veranda post and remains of a garden.

Aboriginal Heritage Act 2006

The market contains two registered historic sites associated with the Aboriginal burial area, part of the former Old Melbourne Cemetery. Aboriginal Victoria is the agency responsible for approval of Cultural Heritage Management Plans (CHMPs).

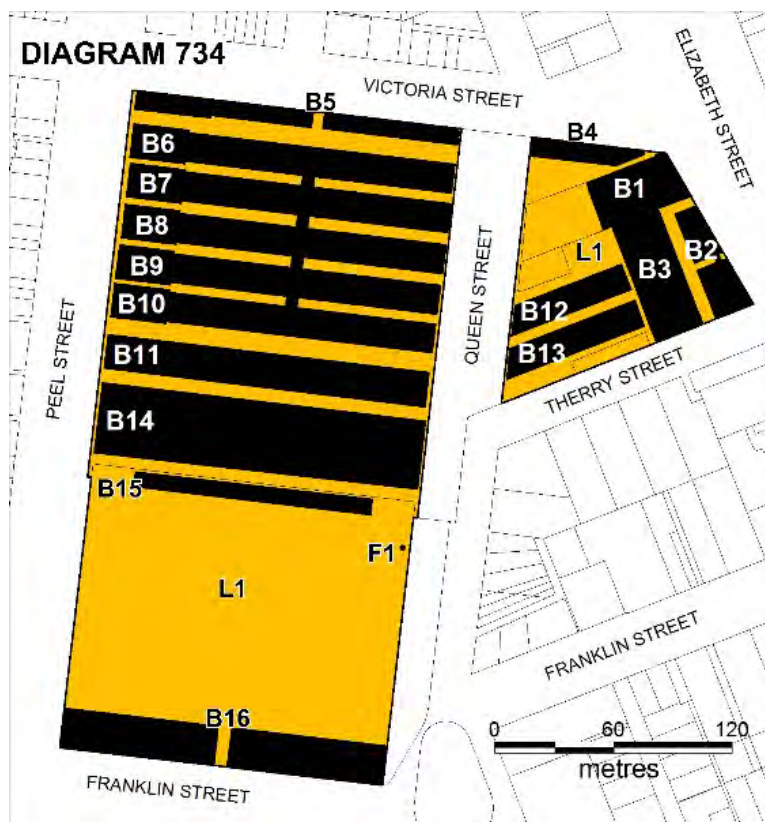
Cemetery and Crematoria Act (2003)

With reference to works within the Old Melbourne Cemetery, the Cemetery and Crematoria Act (2003) sets out what must happen if burials in both operating and closed Cemeteries need to be exhumed. It is an offence to exhume or remove human remains from a place of interment, unless in accordance with the Cemetery and Crematoria Act. Exhumation and re-internment of remains requires approval from the Secretary of the Department of Health. This approval would most likely take the form of an exhumation license.

Local heritage planning controls – Melbourne Planning Scheme

The market is within a Heritage Overlay in the Melbourne Planning Scheme. This overlay reflects the same general heritage values as those represented at the State level. Generally, the State control (Victorian Heritage Register) takes precedence over the local Heritage Overlay.

Diagram - Victoria Heritage Register extent of registration for Queen Victoria Market.



Source: Victorian Heritage Database

The extent of registration for the building and land indicated in the Victorian Government Gazette, No. G 20, 17 May 2012, p. 998-999. It is described as:

1. All the land marked L1 on Diagram 734 being all of Crown Allotments 5, 6, and 7, Section F Parish of Melbourne North, Township of Melbourne at West Melbourne.
2. All of the buildings marked on Diagram 734:
 - B1 Meat Market
 - B2 Shops at 507-523 Elizabeth Street
 - B3 Dairy Hall
 - B4 Shops at 65-81 Victoria Street (between Elizabeth and Queen Streets)
 - B5 Shops at 83-159 Victoria Street (between Queen and Peel Streets)
 - B6 Shed A
 - B7 Shed B
 - B8 Shed C
 - B9 Shed D
 - B10 Shed E
 - B11 Shed F
 - B12 Shed H
 - B13 Shed I
 - B14 Sheds K and L
 - B15 Shed M
 - B16 Franklin Street Stores at 154-190 Franklin Street
 - F1 John Batman Memorial

2.8 Understanding the planning framework for the site

Similar to the details of heritage legislation, as a People's Panel participant you will not need to understand the Melbourne Planning Scheme in detail. Below is a summary of the Planning Scheme as it currently applies to the Queen Victoria Market precinct.

2.1 *Planning controls*

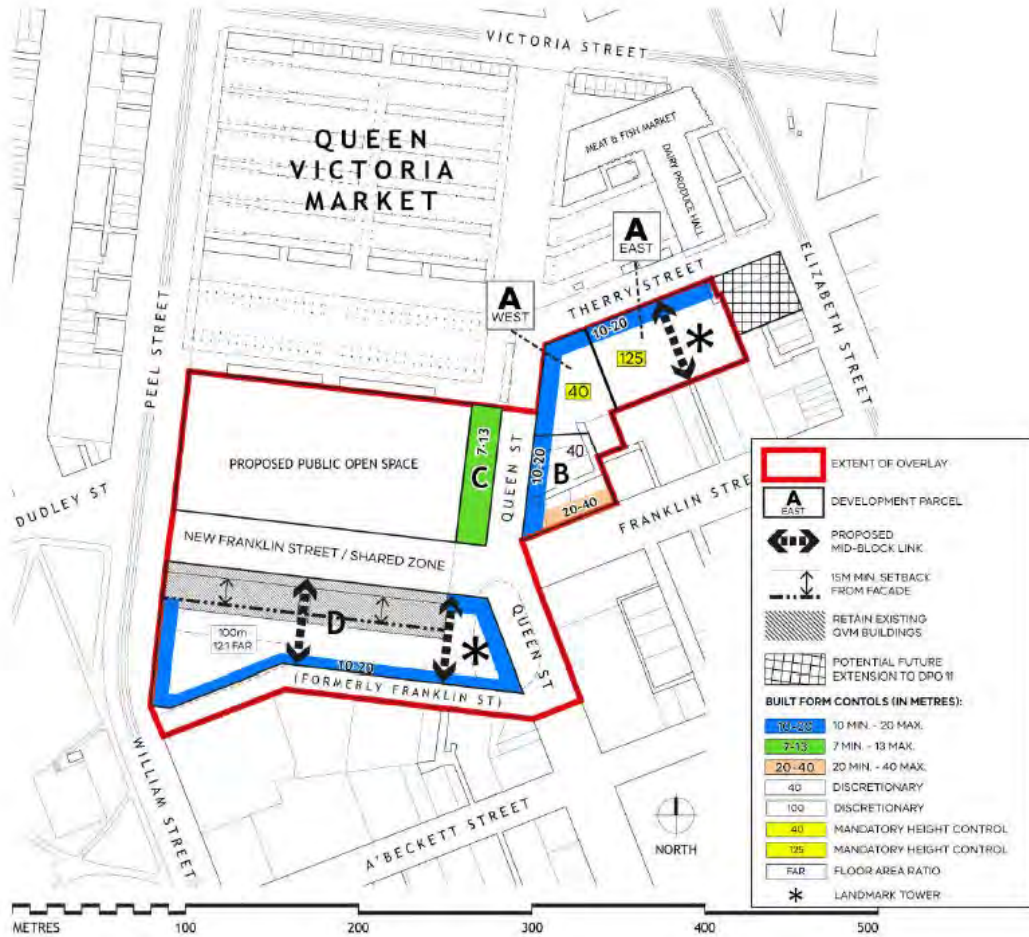
In August 2017, the State Government approved new planning controls for Queen Victoria Market precinct following a formal public exhibition period and planning panel process.

Amendment C245 as gazetted included the following changes to the Planning Scheme:

- Rezoned the market car park currently zoned Capital City Zone (CCZ1) to Public Park and Recreation Zone (PPRZ). The remainder of the land remains in the Capital City Zone.
- Applied a new Schedule to the Development Plan Overlay (DPO11), which incorporates a vision and design requirements for the development of land within and adjacent to the market. This overlay applies to the market car park, existing store buildings to the south and the land opposite the market along Therry Street, Queen Street and Franklin Street. It includes built form requirements relating to podium height, tower setbacks, tower separation, building heights and floor area ratios. These are expressed as mandatory or discretionary depending on the location and the requirement.
- Extended Design and Development Overlay (DDO10) as introduced by Amendment C270 to the Planning Scheme in November 2016, to the remainder of the Amendment C245 area, consistent with the remainder of the Hoddle Grid.
- Amended the existing clause 22.02, Sunlight to Public Spaces, to include a provision that development should not overshadow Flagstaff Gardens between 11am and 2pm on 22 June.
- Amended the existing Schedule to clause 61.01 to make the Minister for Planning the responsible authority for approval of any development plan or planning permit application within the area covered by DPO11.

Diagram: Development Plan Overlay (DPO)11

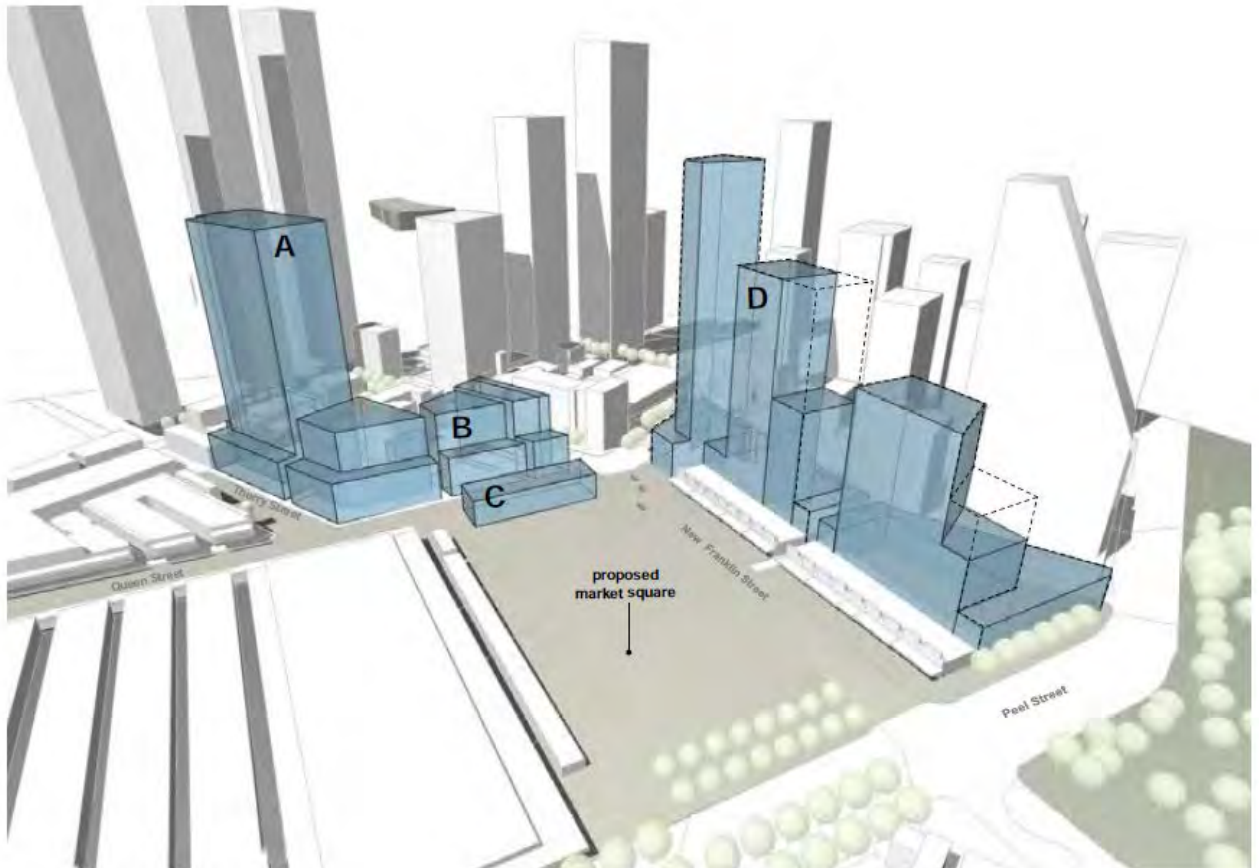
Four development parcels are identified: A, B, C, D and the existing on grade car park.



Source: Queen Victoria Market Renewal Built Form Review & Recommendations, April 2015. Queen Victoria Market Precinct Renewal Master Plan 2015.

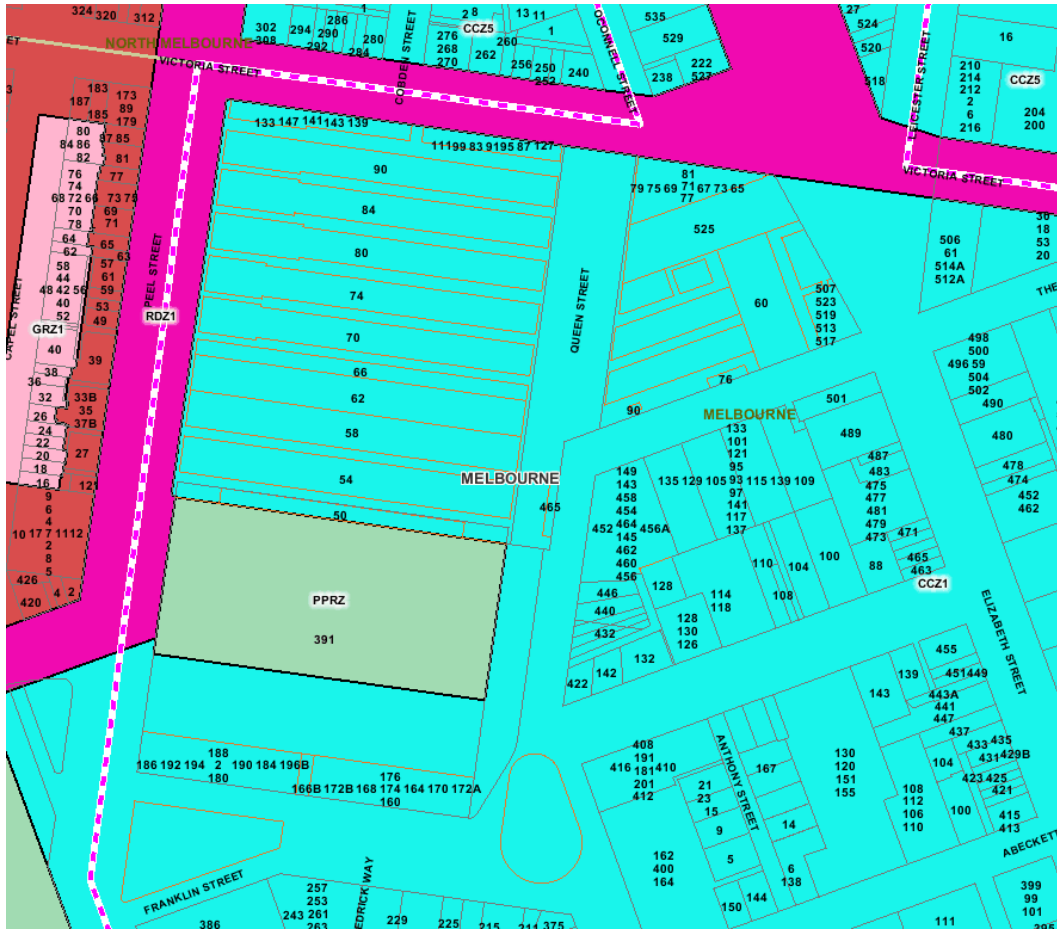
Diagram: Built form and envelopes across the market precinct

A 3D representation of the building placement and building heights for the market precinct. The overarching principle is that the proposed built form contributes to the Melbourne CBDs distinctive character by reinforcing the distinction between the Hoddle Grid and adjoining areas whilst not adversely affecting the heritage significance of the Queen Victoria Market.



Source: *Queen Victoria Market Renewal Built Form Review & Recommendations*, April 2015.

Diagram: Queen Victoria Market car park rezoned to Public Park and Recreation Zone (PPRZ)



- Capital City Zone - Schedule 1
- Road Zone - Category 1
- Mixed Use Zone
- Public Park and Recreation Zone
- General Residential Zone - Schedule 1

Source: Melbourne Planning Scheme

3.0 QUEEN VICTORIA MARKET PRECINCT RENEWAL

In October 2013, the City of Melbourne announced the largest investment in its history to preserve and renew Queen Victoria Market, creating an expanded market precinct.

The Queen Victoria Market Precinct Renewal Master Plan was adopted by Council in July 2015, outlining a number of proposals to restore and retain the market's heritage sheds and buildings, traditions and authenticity while delivering essential infrastructure.

Currently, the market is not meeting today's safety standards due to inadequate loading and vehicle segregation, access to power and running water, storage and poor facilities for managing food waste, recycling and other rubbish.

In addition to market infrastructure for traders, the market's open-air heritage sheds are in a poor state and require significant restoration works.

New infrastructure will improve safety and efficiency of operations, make it easier for traders to run their businesses and ensure the financial viability of the market for generations to come. With better trader facilities, the customer experience can be enhanced with removal of vehicles and forklifts from pedestrian areas, providing more space for improved customer amenities such as seating, toilets, and improved better accessibility.

Alongside improved market infrastructure, the renewal program seeks to deliver extensive new open space and improved public realm across the seven hectare site. The renewal program will also better connect the market into the growing City North precinct through enhanced streetscapes, and deliver high quality mixed use development sites adjacent to the market.

The development of the Munro site, at the corner of Therry and Queen streets, will be one of Australia's most sustainable mixed-use developments. The Munro development will deliver substantial public benefit to the growing City North precinct including a 120 place childcare facility, family services, a community centre and kitchen, 56 affordable housing units, a city room gallery, customer car parking for Queen Victoria Market, a hotel, residential apartments and complementary retail. Franchises and a supermarket are prohibited as part of the Munro development.

3.1 Council commitments as part of the market renewal

Council has made a range of key commitments to traders as key stakeholders in the renewal program.

- In July 2016, Council guaranteed each trader a place to trade throughout renewal.
- In May 2017, the Queen Victoria Market Pty Ltd Retail Plan outlined the commitment to maintain affordability, with stable lease and licence fees for existing traders (average annual increases will be no greater than 3 per cent per annum).
- In August 2017, Council committed at least \$8 million to establish Trader Connect; a program and fund to provide dedicated business support and financial assistance where renewal has had a demonstrated negative impact on profits.
- In August 2017, and then updated in September 2018 to reflect new governance arrangements, Council approved a Statement of expectations, which outlines the City of Melbourne's expectations of the operations and performance of Queen Victoria Market during the market renewal program, or until otherwise amended. Refer appendix for full document.
- In July 2018, Council approved the creation of new Committee of Trustees to ensure a stronger trader, customer and community voice at the centre of Council stewardship and decision making regarding the market renewal program and operational matters. It also seeks to achieve much greater integration and alignment between the market renewal program and operations, ensuring that Council accountability is clear.

3.2 Renewal program to date

The Queen Victoria Market Precinct Renewal (QVMPR) Master Plan was developed following extensive trader and community consultation. This included three phases of public engagement which took place to develop the QVMPR Master Plan, involving feedback from 7500 people. It also included the trader direct engagement with the Queen Victoria Market management team in 2015, working with 238 of 500 invited traders through one-on-one detailed discussion.

Following the finalisation of the Master Plan, an Implementation Framework was developed, outlining staging and proposed delivery of key renewal projects.

In 2017, an updated business case was released reinforcing the need to renew the market to secure its future. A planning scheme amendment for the precinct was also approved.

A proposal to address the market's infrastructure needs was prepared and submitted to Heritage Victoria. However, in March 2018, Heritage Victoria refused a City of Melbourne permit to dismantle, restore and reconstruct the western section of Sheds A to D as well as the construction of a three level (plus mezzanine) basement to accommodate customer car parking, trader facilities and operational areas to support the market.

In May 2018, Council noted management's decision to advise Heritage Victoria that it wished to work with them, along with traders, customers and other key stakeholders to submit a revised proposal for the provision of market infrastructure. It also agreed that a proposed stakeholder engagement approach and timeline would be brought back to a future Council meeting for endorsement.

In August 2018, Council resolved to establish a 40-person People Panel to deliberate on a range of options to address the market's infrastructure, current operational requirements and future business needs and ensure there is adequate car parking.

You are now a key participant in this People's Panel to shape the recommendations to Council on how to move forward on the delivery of market infrastructure.

Diagram: summary of key renewal documents to date.



Please refer to Participate Melbourne for copies of full reports.

3.3 The Master Plan

As a People's Panel member, it is important you understand the context and structure of the QVMPR Master Plan to inform your deliberations on the location and delivery of market infrastructure.

The QVMPR Master Plan divides the market into 'quarters' highlighting the vision, priorities and key improvements to be delivered in these specific areas and the issues and challenges to be addressed. Refer to map on page 56.

As related to market infrastructure:

Quarter 1 (Q1)

Lower market: shop front trading and market halls: This area has a need for improved market infrastructure, although this cannot be delivered within the produce halls or shop fronts. Consideration can be given to locating facilities in G Shed (not-heritage listed) or within sheds H and I.

Quarter 2 (Q2)

The upper market sheds: This area has a need for improved market infrastructure, and this is a key focus area for the People's Panel.

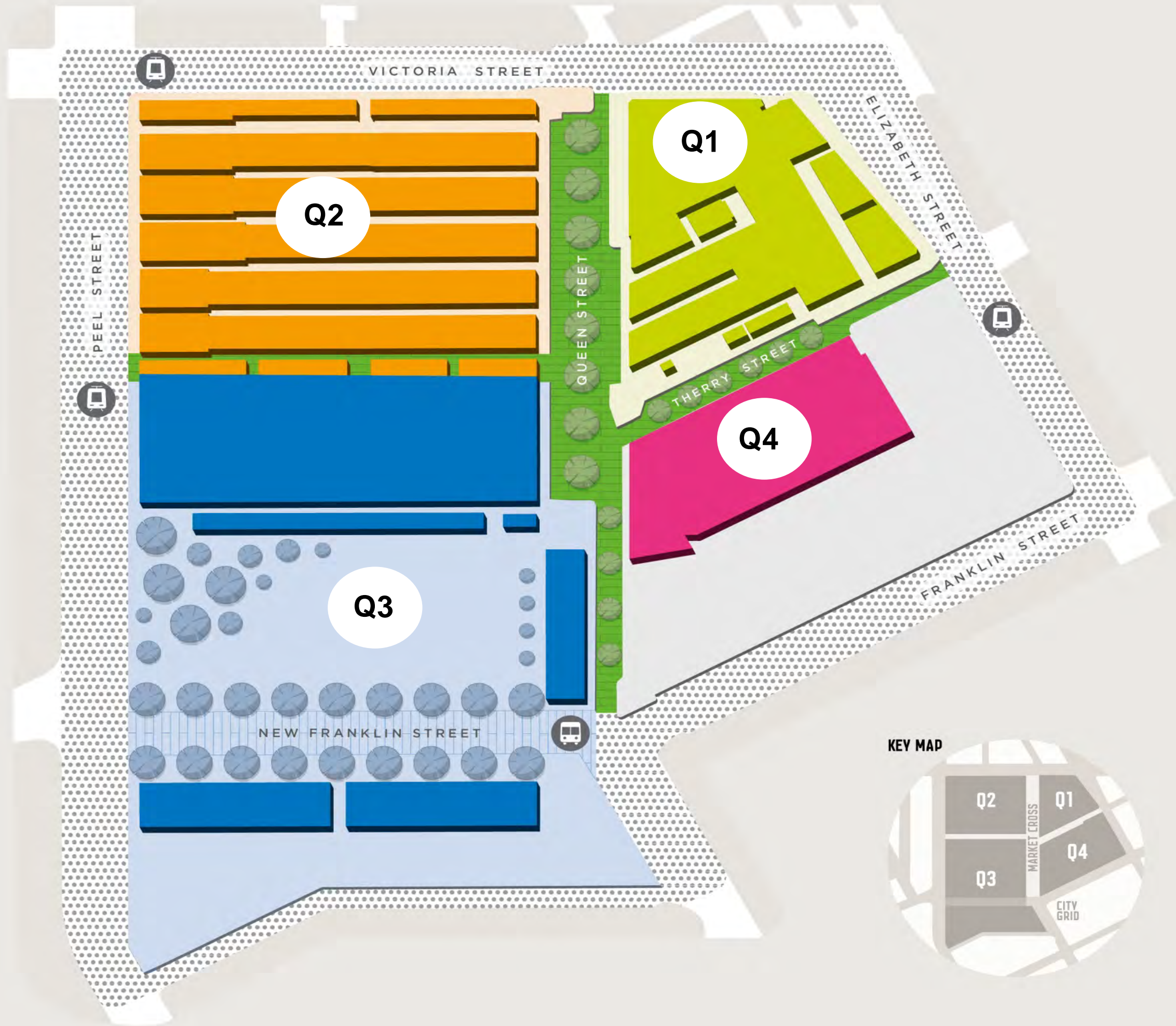
Quarter 3 (Q3)

The current customer car park: This is the proposed location for new open space, following the relocation of the current car park elsewhere within the market precinct.

Quarter 4 (Q4)

Munro site: This site will deliver the city's largest community hub with child care, community spaces, residential apartments and a proposed boutique hotel as well as 500 new market car parks. This quarter of the market is not under consideration by the People's Panel.

Queen Victoria Market Precinct Renewal Master Plan



There are some additional components of the QVMPR Master Plan which could influence the delivery options and location of market infrastructure within the precinct. These are all specifically referenced in an agreement made between the State Government and the City of Melbourne in 2014 and updated in 2015 to include the Munro site.

These include:

- Improved traffic conditions: replacement of roundabouts with intersections and creation of new connections between Dudley and Franklin streets to meet the future needs of the area.
- Delivery of the Southern Development site: including a proposed mixed-use development and adaptation of the Franklin Street stores following the reconfiguration of land enabled by the Victorian Government Agreement.
- Delivery of Queen's Corner Building: including the construction of a new visitor centre in Queen Street, overlooking the current market car park which is proposed to be turned into public open space. The centre would provide a central information point for visitors and tourists to engage with the market and the cultural heritage of the site.
- Delivery of open space: as explained later in this document.

The State Government Agreement can be read in full on the City of Melbourne website. The agreement, including the sequencing and scale of development and key project deliverables, may require further review and renegotiation pending the outcomes of the People's Panel process and Council's decision.

3.4 6-star Green Star - Communities Rating for the precinct

In January 2018, the QVMPR program was awarded a 6-star Green Star - Communities certified rating by the Green Business Council of Australia. This is the highest achievable rating and represents world leadership in sustainable building practices. An independent third party certification, the rating benchmarks planning for the renewal program as international best practice.

Green Star Communities provides a framework to evaluate the social, economic and environmentally sustainability attributes of the planning, design and construction stages of large scale development projects. Projects are rigorously evaluated against a holistic set of criteria covering:

- Governance
- Liveability
- Economic prosperity
- Environment
- Innovation

The Green Star Communities accreditation highlights the QVMPR Master Plans commitments to zero carbon, zero waste, climate resilience and sustainable buildings across the precinct.

3.5 Improving sustainability

Improving the sustainability of the market precinct is a key driver of the QVMPR Master Plan. New market infrastructure needs to enable better waste separation at the source and consolidate and centralise of waste management within the site for great efficiency and reduced cost.

The QVMPR Master Plan also proposes initiatives such as solar power, stormwater harvesting and an on-site organic waste recycling facility.

Renewal will focus on four key areas to make the market more sustainable:

| Sustainability Goals | Pathway | Actions |
|--|--|---|
| Zero Carbon | Energy and carbon Deliver a zero net emission outcome for the Queen Victoria Market precinct. | <ul style="list-style-type: none"> • Implement energy efficiency measures in both new and existing buildings. • Generate on-site renewable energy through large-scale solar power and battery storage where viable, purchase offsite renewable energy for remaining electricity and source offsets for any other emissions. • Maximise energy efficiency across the Queen Victoria Market precinct through use of technologies to monitor and manage energy sources and loads across the site. • Explore opportunities with commercial and residential operators within the precinct to contribute to the zero carbon goal. |
| Zero Waste Resource Efficient | Waste and resource efficiency Achieve a zero net waste-to-landfill target for the Queen Victoria Market precinct as well as leading recycling and waste diversion targets for renewal construction programs. | <ul style="list-style-type: none"> • Develop an on-site collection, separation and organic recycling facility. • Work with market traders on an effective waste reduction campaign. • Meet best practice standards for renewal works construction waste. • Explore other local waste reduction and organic recycling options in the surrounding community. |
| Climate Resilient | Climate resilience and water Reduce the use of potable water in the Queen Victoria Market precinct and potentially the adjacent Flagstaff Gardens through rainwater and stormwater collection and recycling. | <ul style="list-style-type: none"> • Reduce potable water consumption in the precinct through rainwater collection, stormwater harvesting and water recycling. • Improve climate resilience within the precinct through increased planting, trees and water sensitive landscaping. |
| Economically and Socially Sustainable | Economic and social sustainability Ensure the long-term economic and social sustainability of the Queen Victoria Market precinct. | <ul style="list-style-type: none"> • Use the Green Star Communities framework to evaluate the social, economic and environmental sustainability attributes of the QVMPR Program. |

Source: QVMPR Sustainability Fact Sheet 2017



SECTION C

Why the market needs new infrastructure

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1.0 SUMMARY OF THE CURRENT STATE

As much-loved as Queen Victoria Market is, the market is in physical and financial decline and is not meeting today's safety and operating standards. The QVMPR program is seeking to respond to the following issues and opportunities.

Key issues are:

- Ageing infrastructure and heritage buildings.
- Poor amenity and safety.
- Poor customer and trader amenities.
- Inefficient operating modes and business attractiveness
- Inadequate waste management.
- Adapting to the changing retail environment and evolving customer needs.

Key opportunities are:

- Improved precinct wide safety, security and compliance with health standards.
- Improved business (operation and trader/tenant) viability by modernising operating practices.
- Improved amenity, connectivity and community services in the growing City North precinct, bringing new customers and visitors to the market precinct.
- Improved precinct wide sustainability, with effective recycling and waste management facilities.
- Restored the site's heritage buildings and create fit for purpose infrastructure
- Improved customer and trader experience.

As a participant in the People's Panel, we are seeking your input on the delivery of new infrastructure to support traders, Queen Victoria Market Pty Ltd operations and improve the experience of customers.

Market infrastructure includes storage, delivery areas, waste management systems, car parking and customer and trader amenities such as toilets, showers and seating.


Your deliberations will help us retain and enhance the market's fresh food offer through more viable trading practices, while respecting the heritage of the site and improving its overall safety and sustainability.

We are seeking your help to carefully consider the needs of:

- A key heritage site for the city and the nation.
- The current 600+ small businesses that operate at the site, and the future businesses that may operate here.
- The current and future customers of the market.
- How market operations can help this community meeting place and market thrive into the future.

1.1 Queen Victoria Market Precinct Renewal Business Case

The 2017 Business Case for the renewal program reflected the key challenges facing the market, and the potential benefits of investing in the precinct.

| Future options for the Queen Victoria Market | PROBLEMS | BENEFITS |
|--|---|--|
| <p>The rationale for undertaking the renewal program is first and foremost predicated on securing the market's place as a traditional open air market – retaining its heritage, traditions, unique offer and authenticity by making it financially viable and equipped to support contemporary business requirements into the future.</p> <p>The Business Case tests three key options for securing the market's long-term future, to address four key problems and best realise the desired benefits.</p> | Queen Victoria Market's constrained offer cannot adapt to meet evolving consumer expectations |  Improved customer and visitor value |
| | Underperforming public assets at Queen Victoria Market hamper CBD North's liveability |  Improved CBD North liveability |
| | Inadequate facilities compromise Queen Victoria Market's security, safety and compliance |  Improved precinct security, safety and compliance |
| | Outdated operating modes undermine Queen Victoria Market's sustainability |  Improved business (operator and tenant) viability |

Source: QVMPP Independent Business Case Fact Sheet July 2017

The Business Case considered the renewal program as outlined in the 2015 Master Plan (including market infrastructure delivered below-ground), and compared this Plan to 1) a business as usual model with no increased investment; and 2) a limited intervention model. The Business Case strongly found that Council's \$250 million investment in renewal would secure the market's long term viability.

Key findings from the Business Case include:

- To continue with a business as usual approach would require Council to subsidise the market's operations at an estimated cost of \$100 million over the next 30 years.
- The cost of operating the market has continued to grow, with annual repair and maintenance costs increasing by more than 70 per cent in the last 10 years.
- Annual capital contributions to maintenance of the market are no longer sufficient to sustain the ageing heritage buildings and provide the trader infrastructure and customer amenity required to support the market's operations and viability.

- Facilities repairs and maintenance costs at Queen Victoria Market have increased by more than 70 per cent over the past 10 years. In the 2015-16 financial year, expenditure on facilities repairs and maintenance costs was over \$1.1 million.
- The profitability of Queen Victoria Market Pty Ltd has declined consistently since the late 1990s
- Over the past five years the profitability of Queen Victoria Market Pty Ltd has declined to zero.
- The delivery of the 2015 Master Plan would deliver a benefit cost ratio of 5.5 'which represents excellent community value for money and far exceeds many other comparable government-funded projects'.

Once the People's Panel has made its recommendations to Council, the 2017 Business Case will be updated to reflect any subsequent changes arising from the recommendation of option/s for the delivery of market infrastructure and car parking.

1.2 Queen Victoria Market Pty Ltd financials

The profitability of Queen Victoria Market Pty Ltd has declined consistently since the late 1990s, due to a number of key contributing factors. While revenue has steadily increased during this period, this has been driven by non-core market areas such as car parking and the night market, not from traditional, open air market trading comprising fruit and vegetable and general merchandise traders.

Expenditure has also grown at a disproportionate rate, with the market's overall profitability dropping significantly over this period. Annual capital contributions to maintenance are no longer sufficient to sustain the market's ageing heritage buildings and provide the trader infrastructure and customer amenity required to support day-to-day operations and viability. Over the past five years, the market's profitability has declined to zero. This is illustrated in the figure below.

Graph: Queen Victoria P/L Total Revenue vs Total Profit (1997/98-2015/16)



Source: SGS Economics & Planning (2017) based on Queen Victoria Market Pty Ltd profit and loss statements.

Note: Car parking and night market revenues have been increasingly important over the past 5 years.

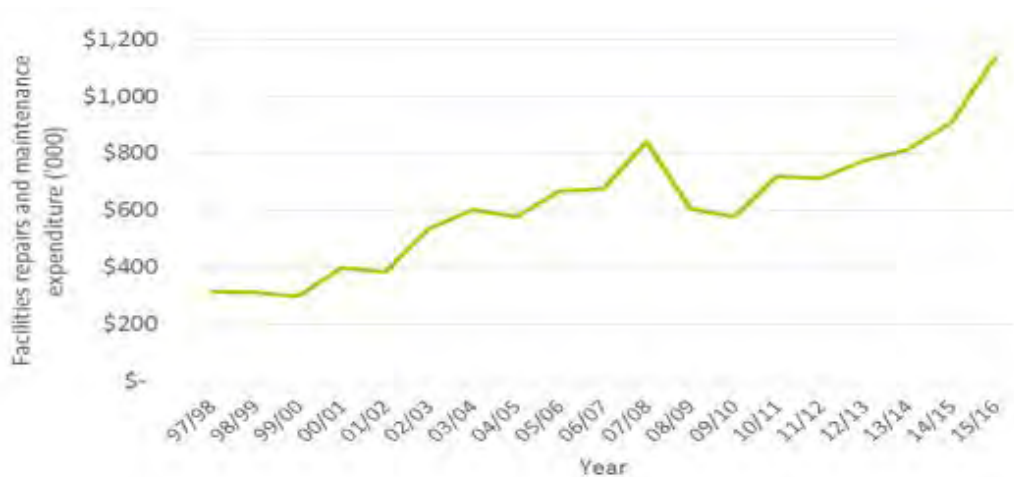
Note: State government congestion levies and stagnant market rentals/ licence fees have also contributed significantly to the deteriorating financial performance over the past 5 years.

Currently, a significant proportion of Queen Victoria Market's \$4.4 million cleaning costs, one of the largest contributors to its total expenditure, is dedicated to the removal of waste as a result of inadequate waste removal systems and facilities. The market has no centralised waste transfer area or recycling station. This results in considerable spending on the collection and disposal of waste generated by market operations, including fish and meat offal, organics and packaging.

Cleaning costs at the market have increased by \$1.8 million (71 per cent) over the past 10 years. The lack of waste management facilities also has implications for the visitor amenity of the market and results in a large proportion of potentially recyclable waste being sent to landfill.

Facilities repairs and maintenance costs at Queen Victoria Market have increased by more than 70 per cent over the past 10 years. This is a result of the low level of capital improvements made in the precinct since the 1990s. In 2015/16 expenditure on facilities repairs and maintenance costs amounted to over \$1.1 million. While at present this figure only comprises 5 per cent of total market expenditure, the trend over recent years suggests that repairs and maintenance costs are likely to escalate significantly in the future.

Graph: Queen Victoria P/L Total Expenditure on Facilities Repairs and Maintenance (1997/98-2015/16)



Source: SGS Economics & Planning (2017) based on Queen Victoria Market Pty Ltd profit and loss statements.

Reference documents:

Queen Victoria Market Pty Ltd 2016-17 Annual Report

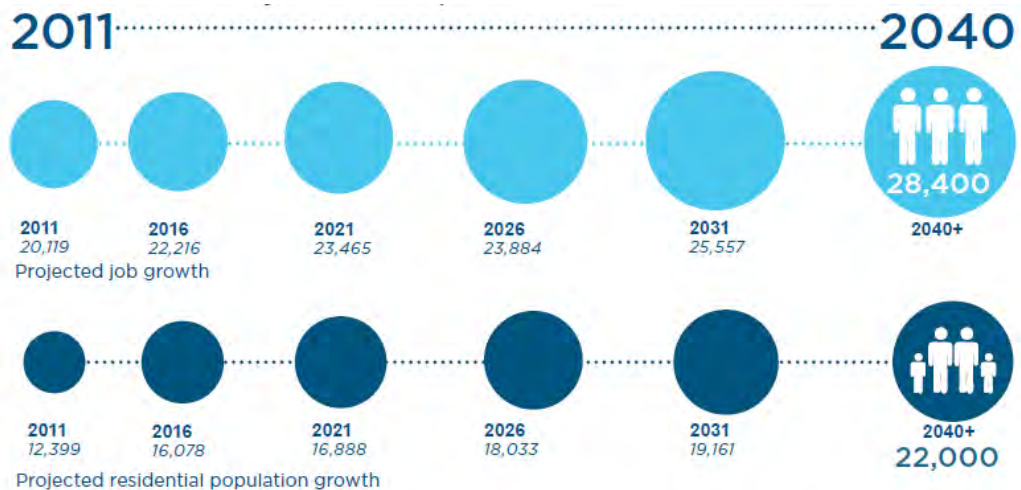
1.3 Changing needs of the city

Growth in the number of residents, workers and students in the City North precinct will drive demand for increased local services such as convenience retailing, shopping, entertainment, social venues and community services.

Queen Victoria Market is currently only a part time hub of activity in City North, being active for community use approximately 48 hours per week. The limited opening hours and retail offer do not comprehensively service local retail needs and when the site is inactive, it limits activation and new business in surrounding streets.

The delivery of new community services at the Munro development site will address a deficit in community services in the City North precinct, and bring new user groups to the area throughout the week. The provision of new open space will also serve this growing community.

Diagram: Urban renewal of City North – A snapshot



2016-2031 estimated rate of population growth shown. 2040 estimate based on development capacity.

Source: City North Structure Plan, 2012

The Queen Victoria Market precinct, is within the larger City North Urban Renewal Area and is a pivotal location between:

- The Hoddle Grid to the south-east.
- An emerging high density residential neighbourhood to the south-west.
- Flagstaff Gardens to the west.
- The generally lower scale West Melbourne and North mixed use neighbourhoods to the north-west.
- The education and health precinct associated with RMIT University, Melbourne University and various hospital facilities to the north and north east.



Figure 7: Surrounding Precincts Diagram (Courtesy of PDG)

Source: PDG Corporation, 2017.

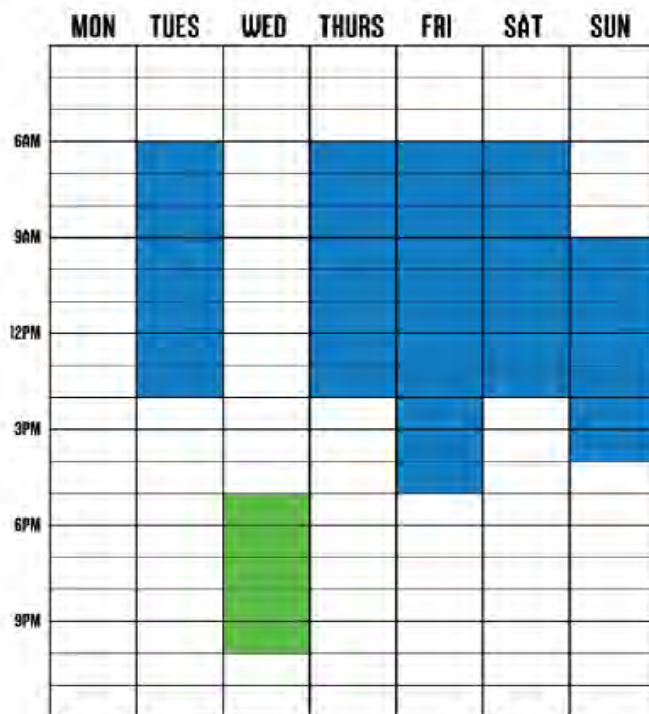
1.4 Changing retail environment

Queen Victoria Market was once Melbourne's premier location for sourcing fresh produce. However, in recent decades the market has been impacted by a number of changing retail conditions. This has included the rise of convenient, local supermarkets, the upsurge of competition from farmers' markets, other speciality markets, online retail and the relocation of the wholesale fruit and vegetable market to Epping.

For the Queen Victoria Market to remain competitive its offer must be suitable and attractive to an increasingly time-poor and discerning consumer base that has access to a wide range of retail options.

Customers continue to visit the market in high numbers, and on the whole, show a high satisfaction for the market offer in general. But customers are telling us that current trading hours (48 hours across the week) are not always meeting their needs and expectations, nor is the retail offer responding to the changing retail environment.

Diagram: Current Queen Victoria Market trading hours.

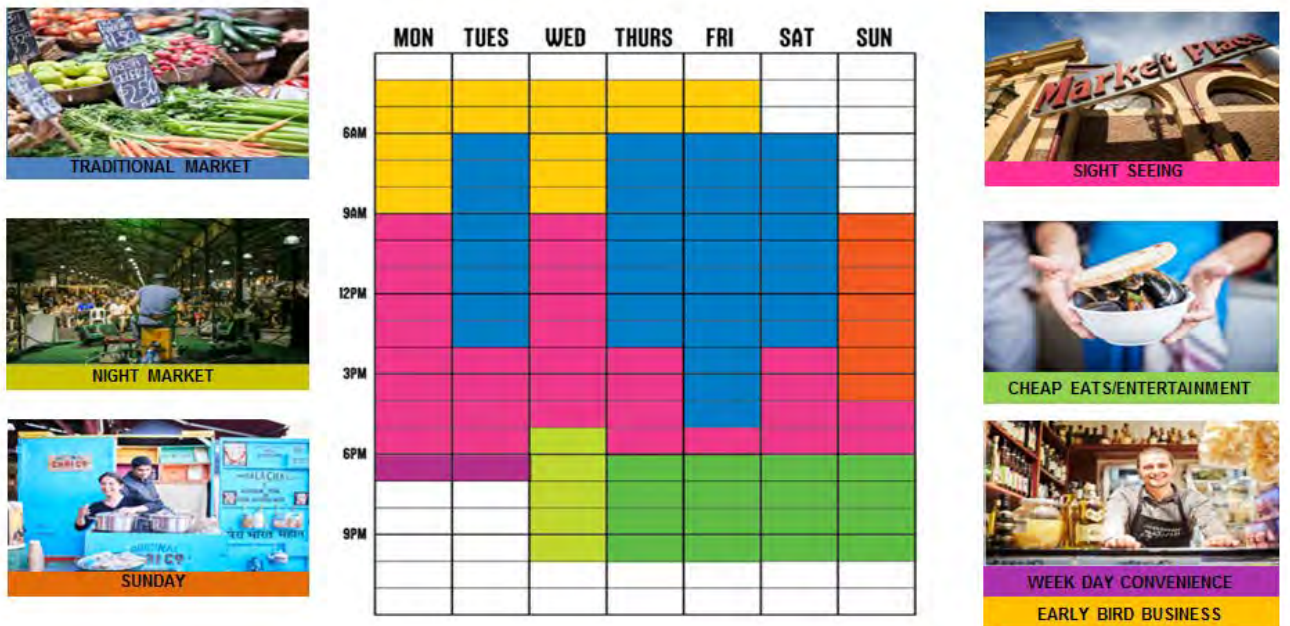


Source: QVM P/L Retail Plan, 2017

During community engagement to shape the QVMPR Master Plan, participants expressed a preference for longer and more consistent trading hours and making the precinct more accessible to tourists and visitors throughout the week with better use of public spaces and more at night-time use.

Opening Hours: A total of 63 per cent of the public supported enhancing the market as a destination by providing a changeable array of offers seven days a week from morning to night. A total of 20 per cent were not supportive of the concept. A total of 50 per cent of the traders were supportive of the concept, with 38 per cent not supportive.
 - Phase Three Community Engagement report, Capire 2015

Diagram: Potential expanded Queen Victoria Market retail offer.



Source: QVM P/L Retail Plan 2017

Some parts of the market are at full occupancy, with 100 per cent occupancy rate in areas of the market that provide shop fronts and lockable infrastructure, such as Elizabeth and Victoria Street shopfronts and produce halls. But in other parts of the market, in particular the open air sheds which are lacking in essential infrastructure for business operations, the ability to attract new businesses is limited and there is not a sufficient replacement rate for businesses that leave the market, with the sheds currently at 66 per cent occupancy for highest use days.

The Queen Victoria Market Pty Ltd Retail Plan identifies the opportunity to grow the fresh produce offer and introduce new growth through improved use across the 7-hectare site through-out the week. This is not about asking individual businesses to operate seven days a week, but more about enabling a variety of activations across the precinct at any given time of the week.

Queen Victoria Market Pty Ltd Retail Plan May 2017

The Retail Plan and the Business Case link this activation plan with a commitment to affordability thereby achieving growth through better use of the site not through rent increases in excess of CPI growth for existing stallholders and traders.

STRATEGIC DIRECTION 1:



Benefits

Economic – business

Measures

Business opportunities – diversity, access, scale, jobs
Economic value add – turnover, trading hours
Customer research – spend, visitation, length of stay

A place that supports and encourages authentic market trading in all its varieties.

- 1.1 Upgrade existing market facilities
- 1.2 Welcome people 7 days a week
- 1.3 Support emerging small businesses
- 1.4 Introduce new markets and attract new customers
- 1.5 Encourage longer visits

STRATEGIC DIRECTION 2:



Benefits

**Economic – tourism
Environmental Sustainability**

Measures

Tourism - visitation & repeat visitation
Quality/Depth of experiences – NPS, satisfaction
Sustainability – food miles, zero waste, carbon reduction

A place to experience Melbourne's local character and culture.

- 2.1 Inspire discovery
- 2.2 Embrace street life
- 2.3 Demonstrate environmental sustainability
- 2.4 Promote our local produce
- 2.5 Celebrate our heritage

STRATEGIC DIRECTION 3:



Benefits

Social Sustainability

Measures

Participation – customer, visitor, business, communities
Affordability
Programs and events - cultural diversity, access, inclusion

A place to connect with the people of Melbourne.

- 3.1 Put people first
- 3.2 Bring people together
- 3.3 Look after the locals
- 3.4 Create shared experiences that make social connections
- 3.5 Tell our stories, share our knowledge

2.0 OPERATING CHALLENGES AND NEEDS

2.1 Inefficient operating modes and business attractiveness

Traders at Queen Victoria Market face a range of operational issues that compromise the efficiency and productivity of their work and diminish the appeal of the market as a place to operate a business.

Consultation with traders in 2015 found that 90 per cent of all fruit and vegetable traders raised facilities and infrastructure as a key issue, and 65 per cent of general merchandise traders raised similar concerns.

74 per cent of traders identified facilities and infrastructure as the most important issue affecting their tenancy. For fruit and vegetable traders, 81 per cent identified the need to improve facilities and infrastructure as important. Other issues raised by traders included customer experience (60 per cent), weather protection (56 per cent), car parking (53 per cent), waste management (33 per cent) and event management (29 per cent).

- *Trader 1-2-1 report, 2015*

With a lack of back-of-house facilities, many hours are spent each day by traders setting up and packing down stalls, relocating stock to other parts of the market site, and finding alternatives to inadequate storage and loading facilities. Other issues include limited access to power, water and the internet, insufficient trader amenities and lack of weather protection.

Given the reasons listed above, the Business Case states that Queen Victoria Market's attractiveness to new retail traders, formats and offers is very limited. In addition, there is a low level of short-term business confidence among current traders.

The lack of quality, reliable facilities and infrastructure were identified as a constraint for traders, an inconvenience for customers, and an obstacle for the market in progressing into a more contemporary retail environment. Traders raised inconsistent access to power, water and cool storage as key issues. Those who did not have access believe their operations and ability to expand were limited by the lack of amenities. It was also noted that potential or current traders may choose to trade at other markets as their operational requirements were not met.

- *Trader 1-2-1 report, 2015*

2.2 Poor amenities and safety

Queen Victoria Market is lacking amenities, facilities and spaces to adequately provide for present-day needs. Its heritage buildings are also in a state of disrepair. Plant and equipment, where it exists, is outdated and fails to meet contemporary standards for sustainable building management. For the market operator, risk mitigations have largely relied on administrative controls due to the constraints of infrastructure, but administrative controls are insufficient to address the relevant requirements and are not a long term solution.

This means the site faces increasing challenges in terms of complying with modern day operating standards and legislative requirements, including with respect to work, health and safety and food safety. The poor standard of trader facilities compromises day-to-day business operations in terms of efficiency, viability and amenities that do not meet customer expectations.

While the overall atmosphere of the Queen Victoria Market is rated highly by visitors, almost a quarter of visitors do not find the appearance of the market satisfactory, while one in three visitors are dissatisfied with its cleanliness. Visitor infrastructure is in need of improvement, including the need for additional seating, particularly in food courts and eating areas. This is supported by recent visitor surveys where more seating was cited as one of the top five suggested improvements for the market.

The need for improved weather protection was also identified as a part of consultation for the QVMPR Master Plan. The Business Case states that while the market's identity as an open air market is invaluable – it is often promoted as the largest open-air market in the southern hemisphere – there is a need for more sheltered areas and weather protection. The market experiences a drop in customer footfall on days of inclement weather and extreme heat. Exposure to the elements, combined with minimal on-site cold and dry storage, poses significant issues for stock in terms of spoilage and damage.

2.3 Efficiency and safety of loading and unloading

To support more than 600 businesses, safe and efficient delivery zones are essential to market operations.

Currently, Queen Street acts as the main logistics spine for the 50+ fruit and vegetable businesses, butchers and a portion of the fishmongers. There are limited designated zones for loading and unloading around the Meat, Fish and Dairy Halls, which means informal locations such as the Elizabeth Street footpath are commonly used.

Franklin and Peel streets are also used, while General Merchandise in the upper market primarily load from the existing car park, with the silver storage boxes, or cars/vans situated within the market footprint.

Low risk, small scale loading and unloading happens across a number of designated zones throughout the day. These zones present a range of challenges including constraints on time of operation, scale and congestion, and by weather (impacts on stock) as they all occur in the open air.

The operations of these spaces also have subsequent safety risks associated with goods moving across the site, and operating during trading hours with customers present.

Identified infrastructure needs for loading/unloading and deliveries include:

- Complete segregation from public customer areas for loading/unloading and set-down.
- Adequate loading dock facilities to allow for peak loading/unloading times at pre and post-trade
- An efficient and effective loading and unloading lay-out that reduces set up times for traders and market staff (which for many is in the order of two to three hours per day).
- A purpose-built-area for general deliveries and pick-ups throughout the day, which provides secure, regulated logistics for the entire market site.
- The ability to accommodate 12 trucks (12.5 metre) associated with the market businesses (currently many park in the customer car park)
- Ideally undercover, with 24/7 access for flexible business requirements.

Images: General loading/unloading Queen Street in front of H & I Shed.



Source: QVM Pty Ltd.

2.4 Storage

The details of current operating conditions are outlined on page 80 - 81, alongside the identified future requirements of 5,030m² for trader storage. Ideally future storage should be purpose built, adaptable, well located to support the business operations for the traders and limit the stock handling across customer zones during trading hours.

Current storage totals is 2065m² across the market site. A significant portion of this storage is within the Franklin Street stores, the furthest point from most traders, which creates significant impact for stock handling, stock movement, and forklifts moving back and forth across the precinct. Across the site, storage limitations create significant time and efficiency impacts for traders in terms of managing their businesses as well as extra costs associated with stock damage and transport.

The other significant storage is for general merchandise traders, who predominantly use relocatable silver boxes for storage or their own vehicles. Although flexible, these also create a large efficiency cost for traders with many hours spent each day setting up and packing down their stalls. At any given time there are approximately 650 box storage units in position or storage within the Upper Market and Franklin Street Stores area (approximately 1000m² in floor area).

A considerable effort is required to move and rearrange boxes ahead of market day trading and this is undertaken by staff from the five box hire companies using forklifts, largely after hours to minimise public safety risks. This process necessitates the closure of the Upper Market to pedestrians after hours. Boxes are currently moved into position by forklift. Casual traders move their own boxes by manually rolling them into position. Outside market hours, the storage boxes are located either within the open-air sheds or within the Franklin Street stores.

For fruit and vegetable traders, almost half the stalls have resorted to using cool rooms within the foot-print of their stalls and some use offsite storage as their space requirements cannot currently be met on site. The cool rooms across the sheds have an increasing visual impact to the heritage view lines within the sheds. The move of the wholesale market to Epping has had impacts on trader logistics including storage, traffic and frequency of restock requirements. Limits to onsite storage means there is an inability to fully service customer expectations, including an inability to offer a full range of stock lines, to value add through provedoring, or to sell in bulk to service other local businesses in the city.

Meeting the existing and future needs of fruit and vegetable traders represent a large component of the identified market infrastructure needs with approximately 3000m² storage required to service a 25 per cent expansion of the fruit and vegetable offer at the market. The approximate allocation of 50m² per fruit and vegetable trader notes that whilst there may be smaller or larger traders within that cohort, an average 50m² in storage can accommodate between 10-20 pallets.

For the meat and dairy hall traders, there is no back of house storage, so stock is stored offsite or within their already space restricted shops. Future storage needs are identified as approximately 15m² per meat and fish trader totalling 552m², and 11m² per dairy hall trader equating to 416m².

A high number of traders considered improving access for delivery including off-street loading and breakdown areas, wash down services and storage facilities to be important and very important upgrades (84 per cent Q2 traders and 54 per cent other traders).
- *Phase Three Community Engagement Report, Capire 2015*

Summarising the QVM P/L operational requirements – People’s Panel – October 2018

| Market Infrastructure requirements – Trader Storage | | | | | | | |
|---|---|--|--|--|--|---|---|
| The following table outlines the existing trading areas and storage, and future requirements to accommodate existing and future business needs. These future requirements (as per m2) will be considered by the People’s Panel in any development of market infrastructure options. | | | | | | | |
| Trader group | Current trader numbers | Total utilisation of existing trading area in m ² (current) | Total onsite storage in m ² (current) | Total utilisation of trading area in m ² (future) | Per trader storage requirements in m ² (future) | Total storage requirements in m ² (future) | Key assumptions <i>Noting that these figures are approximate and subject to the outcomes of the People’s Panel</i> |
| TOTAL | 699 | 22,691 | 2,065 | 28,759 | N/A | 5,030 | Growth Increase in utilisation of existing trading area by 6,068m ² (27 per cent growth) Total storage increase of 2,965m ² (143 per cent growth) |
| Fruit and Vegetable | 57 | 5,721 | 976 | 7,668 | 50 | 3,062 | Growth To support a 25 per cent expansion of fresh food provision, increase lettable area by 1,947m ² (34 per cent growth), and increase storage by 2,086m ² (214 per cent). <i>Noting that 50m²/trader can accommodate approximately 10-20 pallets with forklift access.</i> Trading areas located Sheds A-B, and Sheds H-I |
| Meat and Fish | 37 | 1,103 | 0 | 1,103 | 15 | 552 | Stable Trading area located in Meat and Fish Hall |
| Dairy Hall | 37 | 832 | 89 | 832 | 11 | 416 | Stable Trading area located in Dairy Hall |
| Retail and events | 360 (Day - General merchandise) 140 (Night market traders) | 11,322 | 1,000 | 11,322 | | 1000 | Stable Trading areas from Sheds C-M – includes day market general merchandise traders, and night event activations. No increase in existing area/storage requirements, but will need to be appropriately located. <i>Growth opportunities for trader numbers do exist through increased activation across 7 days through flexible, lockable trading formats which allow for reduced relocatable storage or additional back of house.</i> |
| Shop fronts/retail tenancies | 68 | 3,713 | 0 | 7,834 | | 0 | Growth Current shop fronts include 3,713m ² across Elizabeth Street, Victoria Street, F Shed, and String Bean Alley. The key area of retail growth here relates to an additional 3,130m ² in the Franklin Street stores, once storage is relocated elsewhere in the precinct. No additional storage required. |

| Market Infrastructure requirements – whole of market operations | | | |
|---|---|--|--|
| The following table outlines the existing m ² allocation and future requirements to accommodate existing and growing needs for market operations. These future requirements (as per m ²) will be considered by the People's Panel in any development of market infrastructure options. | | | |
| Function | Existing allocation by m² (current) | Future requirements by m² (future) | Details of requirements |
| Cleaning and waste operations/storage | 629 | 972 | <ul style="list-style-type: none"> • Close proximity to fresh produce traders (ie Fruit and Vegetable, Meat and Fish) • Consolidation where possible, for efficiency and ease of use |
| QVM P/L storage – facilities and operations | 728 | 1,091 | <ul style="list-style-type: none"> • Needed onsite, but not dependent on proximity |
| Events/flexible activation storage | 810 | 1,215 | <ul style="list-style-type: none"> • Proximity to event/flexible activation areas – Sheds C-M, Queen Street |
| Security office/control room facilities | 49 | 260 | <ul style="list-style-type: none"> • Needed onsite, but not dependent on proximity |
| Site forklifts | 0 | 400 | <ul style="list-style-type: none"> • Including 40 forklifts, both trader and Queen Victoria Market Pty Ltd • Proximity to storage and loading areas |
| TOTAL | 2,216 | 3,938 | <p>Growth Total increase in operational requirements 1,722m² (78 per cent growth)</p> |

| Market Infrastructure requirements – logistics including loading/unloading/truck parking | | | |
|--|---|--|--|
| The following table outlines the existing m ² allocation, and future requirements to accommodate existing and growing needs for market operations. These future requirements (as per m ²) will be considered by the People's Panel in any development of market infrastructure options. | | | |
| Function | Allocation by m² (current) | Future allocation by m² (future) | Details of requirements |
| Trader loading and unloading – fresh produce | Currently operating in a range of locations across the market, often with significant restrictions on times of operation. | 1060 | <ul style="list-style-type: none"> • Improved efficiency for traders, in close proximity to storage areas • Clear separation/segregation between loading/unloading and public customer areas, and clearly defined operational vehicle pathways • Purpose design with appropriately contained areas, undercover, and 24/7 access <p>For fruit and vegetable traders, specific requirements include:</p> <ul style="list-style-type: none"> • 4 loading bays suited for 12.5m medium rigid trucks with side loading access to both sides of a vehicle with for a forklift, adjacent set down areas for pallets • Approximately 640m² <p>For meat, fish and dairy traders, specific requirements include:</p> <ul style="list-style-type: none"> • 4 loading bays suited for 12.5m Medium rigid trucks with rear loading capacity, adjacent set down areas • Approximately 420m² |
| Truck parking | Currently accommodated within the at-graded car park, or elsewhere in the precinct. | 700 | <ul style="list-style-type: none"> • Proposed to accommodate 12 x 12.5 metre trucks. • The parking area would be 700m² excluding the access network. • Allocation of the access road will require further study of location and circulation network and could vary. |
| TOTAL | | 1,760 | |

2.5 Trader and customer amenity

For current users of the market, there are 66 public toilets that must be shared between 20,000 and 40,000 people per day, as well as 2000 workers onsite. There are extremely limited and not purpose built facilities for people with a disability or parents and children, often not meeting current compliance standards.

For rest and respite, there is a total of 1351 seats across the site, comprising 832 publicly accessible seats and 519 trader controlled seats.

The market infrastructure needs identified include:

- Doubling the number of public toilets available, including a larger proportion for female use
- Purpose built facilities for people with a disability, including a Changing Places facility with a full size table and hoist to support the needs of people with severe and profound disabilities, and for carers and children, appropriate facilities, well located to customer arrival and circulation points.
- Dedicated facilities for traders and staff, including toilets and showers
- Increased customer seating across the precinct.

Traders identified it is not only themselves who are affected by out-dated facilities and infrastructure at the market. Lack of basic amenities does not promote a comfortable shopping environment, nor does it encourage customers to lengthen their stay at the market.
- *Trader 1-2-1 Report, 2015*

A high number of traders considered that improving trader facilities - with the inclusion of showers, toilets, breakout spaces and storage to be important and very important upgrades (54 per cent Q2 and 59 per cent other traders).
- *Phase Three Community Engagement Report, Capire 2015*

Customer experience – was raised by 60 per cent of interviewed traders. Traders identified that in recent decades, shopping trends have changed, highlighting the need to make the market as convenient, comfortable, and enjoyable as possible. Key opportunities to consider included the market mix and layout, lack of spaces for customer respite and gathering, and inconsistent trading hours.
- *Trader 1-2-1 report, 2015*

2.6 Occupational Health and Safety (OHS) compliance

The key challenges include:

- Limited separation between delivery / trader vehicles, forklifts and pedestrians and workers
- Non-compliance with road/vehicle movement rules, such as one way streets, speeds, and load limits.

The 2017-18 Queen Victoria Market Pty Ltd infringement notices for trader non-compliance included 112 infringements for OHS issues specific to forklift use and another 67 for OHS related matters.

A 2017 independent risk assessment identified significant site safety risks (following a site observation study) including:

- Loading activity outside of designated loading areas
- Forklifts, vans, trailers, small trucks, large trucks and waste collection trucks mixed in with pedestrians in Queen Street
- No segregation between loading activities and pedestrian movements
- Forklifts observed driving with loads stacked high preventing clear vision
- To limit number of trips to stalls, forklifts are often stacked high, sometimes leaning, creating a potential hazard should the stack fall on / near pedestrians
- Loading activities on Elizabeth Street footpath
- Loading vehicles traveling wrong way on Queen Street
- Loading vehicles using pedestrian areas to manoeuvre
- Forklifts travelling via onsite carpark
- Inappropriate forklift movement through Queen Street roundabout (going around roundabout anti clockwise, when travelling against traffic, as a shortcut to Franklin Street stores)
- The study found the likelihood of a forklift or loading vehicle striking a pedestrian to be likely in most circumstances, with the consequences considered major, and the likelihood of a loading vehicle or forklift colliding with another to be possible in most instances.

Any new market infrastructure will seek to address these safety concerns.

A high number of traders considered reducing conflicts between forklifts and other service vehicles and the public to be important and very important upgrades (76 per cent Q2 traders and 60 per cent other traders).

- *Phase Three Community Engagement report, Capire 2015*

2.7 Basic services

Traders have repeatedly identified the needs for access to basic services across the market. There is currently a lack of services such as:

- water / sewer services
- wash down facilities
- food handling / preparation facilities
- electricity (i.e. even limited ability to use electric scales for weighing F&V as very few power points are available across the sheds)
- gas in specific locations
- WiFi currently unreliable.

Inadequate facilities and infrastructure significantly impacts on the ability of traders to meet the required standards of food handling and storage. For example, there are currently no hand and tool washing facilities available for Fruit and Vegetable traders, or sanitised areas for cutting of fruit / preparation of value added products. There is no vermin proof storage for traders, resulting in health and safety issues and the financial impacts of spoiled stock.

Trader engagement: A high number of the traders considered developing precinct-wide infrastructure for power, water, waste management and recycling were important and very important upgrades (81 per cent Q2 traders and 59 per cent other traders).

- *Phase Three Community Engagement report, Capire 2015*

2.8 Site security

With 9 million visitors a year the Queen Victoria Market is one of Victoria's most popular tourist destinations. Given overseas and local incidents, the security and safety of the site continues to be a key priority.

The Victorian Government has identified the market as a high risk target with regards to hostile vehicles and while a range of security measures have been increased over the past 12 months, there are still significant infrastructure challenges associated with providing a safe and secure market including:

- No formal arrangements for deliveries (delivery dock etc), thereby non-descript vehicles can access the market, including under the sheds
- Uncontrolled vehicle access to the site which exposes Queen Victoria Market to hostile vehicle threats
- The market's security facilities are not well equipped to cater for mass events and Emergency management systems are isolated presenting security and operational challenges in a crowded place.

2.9 Waste management

The inefficiencies of waste management at the site are reflected in the operating costs for cleaning of \$4.4 million per year (an increase of 70 per cent in the last 10 years), and the fact that a large portion of the waste management is decentralised and occurs across various areas of the market including Franklin Street Stores, the furthest point from the lower market and Sheds A and B in which the bulk of the waste is generated.

Total waste figures for 2017-18 (tonnage):

Total waste: 4,981

Landfill: 2,209

Recycled: 2,772

The current waste infrastructure within the market precinct takes up approximately 630m² in space.

The market has no centralised waste transfer area or recycling station. This results in considerable resources being spent on collecting and disposing of waste generated by market operations, including fish and meat offal, organics and packaging.

The market currently generates nearly 5000 tonnes of waste per annum. There is limited separation at the source, and very limited infrastructure to encourage substantial behaviour change and sustainability improvements.

While the service lanes within the open air sheds are important to the theatre and heritage of the market, they are currently congested with waste generated by businesses including cardboard and food waste. This waste is a visual eyesore, it smells, and has a general impact on customer amenity. It is also an obstruction to movement across the site and is a considerable financial and human resource burden in terms of collection and disposal. As waste gathers, vermin are attracted to these areas which has further flow on effects in terms of food safety.

Waste management in the lower market is ageing, constrained and not fit for purpose, particularly for the waste associated with fresh produce such as organic waste, offal, etc

A high number of traders considered improving waste management facilities - with a focus on organic waste - to be important and very important upgrades (78 per cent Q2 and 54 per cent other traders).

- *Phase Three Community Engagement Report, Capire 2015*

Waste management was raised by 33 per cent of interviewed traders, with 44 per cent of fruit and vegetable traders raising cleaning and waste management and the need for cool room storage for fresh food storage.

- *Trader 1-2-1 Report, 2015*

Image: waste at end of the day's trade.



2.10 Weather protection

Market trade is heavily impacted by the weather, with days of extreme heat affecting visitation, the integrity of produce and trader opening hours.

- The open air sheds offer a unique and valued experience at the market. However, traders have consistently raised concerns about the need for improved weather protection.
- It can be 5-7 degrees hotter under the sheds, which has a flow on effect to the storage of fresh produce, shelf life of produce for customers and the health and wellbeing of traders and customers.
- Days of inclement weather and extreme heat, impact on customer numbers and reduce the appeal of market trading

Through the QVMPR Program, we want to focus on climate resilience, with new open spaces, more planting, trees and water sensitive design to cool the precinct as well as providing better overall weather protection.

Weather protection was raised by 56 per cent of interviewed traders. Some traders believed that working in an open air market, they should expect to be exposed to the elements while others were concerned about the negative impact on trade. Wind, rain and extreme temperatures were mentioned as impacting traders' day-to-day business.

- *Trader 1-2-1 report 2015*

3.0 OPEN SPACE

The creation of additional public open space within the market precinct has been identified as an important strategy to attract more people to the market and better meet the open space needs of our growing city.

The key changes identified include:

- Relocating the at-grade car park spaces elsewhere within the precinct to create new public open space. This is also reflected in the 2014 State Government agreement.
- Pedestrianising the intersection of Queen and Therry streets (between the upper and lower market) to better connect the market, contribute new open space for customers to gather, and to remove vehicles from this area during market hours.

New open spaces would allow:

- A more appropriate use of land above the former Old Melbourne Cemetery.
- A response to identified customer needs for more areas to sit and gather within the precinct.
- A means to address the identified open space shortage for the growing city resident population. By 2037, 30 per cent of the City of Melbourne's population will live in the central city, which has only 2 per cent of the city's open space.
- Uses that are complementary to the nearby Flagstaff Gardens rather than duplicating existing facilities and together will provide a significant public open space offer
- The urban heat island effect of the current at grade, asphalt car park to be addressed– one of the hottest areas in the CBD – creating subsequent warming impacts for the city's residents.

The open space planning is now reflected in the 2014 State Government Agreement, the 2015 Master Plan, the 2017 Planning Scheme Amendment which designate the at-grade car park as a public park and recreation zone (PPRZ), and the 2018 GBCA 6-Star Green Star Communities Rating.

3.1 Accessibility

It is important to provide for people with mobility challenges. In planning for the market renewal, detailed audit and assessment of the site has been undertaken which identifies a large number of access shortfalls when compared to the current accessibility requirements. This includes footpaths, entrances to shop fronts, access to the market sheds, ground surfaces and toilets and accessible amenities.

In line with the market's heritage setting, City of Melbourne will seek to ensure universal access across the precinct to improve site accessibility for customers, visitors, small business owners, and employees, including for people with a disability. People with a disability and key advocacy/community groups will need to be consulted as part of this infrastructure upgrade.

4.0 CAR PARKING

4.1 Car parking within the market precinct

Many traders and customers have consistently said that car parking is important to them and the function of the market. As part of your deliberations, the People's Panel has been asked to consider the location and number of replacement car parks within the renewed market precinct.

Below is an outline of current car parking arrangements at the market, including usage levels and what is outlined in the QVMPR Master Plan in relation to car parking. Further information on this topic will be provided throughout the People's Panel workshops.

Current car park numbers:

Within the market precinct, there are currently:

- 720 car spaces in the Queen Victoria Market at-grade car park, 50 of which are used for other purposes and unavailable for customer and trader parking
- 91 on street car spaces – Queen Street (between Victoria and Franklin streets)
- 31 on street car spaces – Therry Street (between Queen and Elizabeth streets)
- 180 on-street car spaces – Franklin Street (within the footprint of the future QVMPR Southern Development site)

These equates to 1022 car parks within the market precinct.

**These figures exclude loading zones, car share bays, permit only bays, and bays used for bus parking throughout market trading hours. The trader/market loading and logistics requirements are reflected within the QVM Pty Operational Requirements on pages 80-81.*

Inadequate car parking was raised by 53 per cent of interviewed traders. The most common issues included expense and the number of spaces including short-term parking options, and parking bays for public and tourist buses. On the other hand, some traders believed the market was easily accessible by public transport.

- *Trader 1-2-1 report, 2015*

While traders said that improved car parking would improve access to the market, public participants said that improved pedestrian amenity and safety would make it easier for them to access the market.

- *Phase Three Community Engagement report, Capire 2015*

4.2 Car parking through renewal

4.2.1 QVMPR Master Plan

The QVMPR Masterplan, endorsed by Council in 2015, includes:

- A commitment by Council to replace the 720 car spaces in the Queen Victoria Market at-grade car park elsewhere within the market precinct
- Transform the existing car park into 1.5 hectares of new public open space, once the 720 replacement spaces are constructed and operational.
- This is also reflected in the 2014 State Government Agreement relating to key renewal obligations and the land transfer between the State government and City of Melbourne.

4.2.2 Location of relocated car parking in renewed market precinct:

- Decided: 500 car parks for market customer will be located in the Munro site, located at the corner of Queen and Therry Streets, with early works underway.
- Previously proposed, but not accepted: 220 car parks below sheds A-D were proposed in the permit application to Heritage Victoria, however this was refused.

4.2.3 Loss of car parking through the renewal program

It's anticipated that approximately 302 on-street car parks will be lost on Queen, Therry and Franklin streets as part of renewal. However it is anticipated that accessible car parks will be retained close to the market precinct. This reduction in car parking is to make way for pedestrianised public space on Queen and Therry streets, the proposed Queen's Corner Building and the reconfiguration of portions of the Franklin Street road reserve to create the mixed-use Southern Development site.

It is also noted that approximately 100-150 trader vehicles are frequently parked within the market service lanes, which are not formally designated parking spaces. While some of this usage is reflected within trader licence arrangements, a large portion of this usage is an informal arrangement. The longer term objective for market operations is to link trader parking to lease and licence arrangements, and limit vehicle movement within the market operating zones to improve safety and security.

4.2.4 Future proofing car parks

The delivery of new car parking across the precinct needs to be future proofed and consistent with the City of Melbourne Transport Strategy and Central City Urban Design guide. This would enable these spaces to be transformed into other uses as the market and the city evolves.

4.2.5 *Cost of additional car parking*

The construction cost of below ground car parking is estimated to be \$65,000 per bay. The floor space required per bay is approximately 35m² including access ways.

4.3 **People Panel's remit on car parking**

In August 2018, Council resolved that as part of its deliberations on market infrastructure, the People's Panel should consider the location and number of car spaces to be delivered within the renewed market precinct.

As stated above, 500 car parks will be constructed within the Munro site. This is reflected in the approved planning permit and will not be increased or decreased.

The panel will explore where car parking could be located elsewhere in the market precinct and the number of spaces they think are required.

4.4 **Current car park usage within the market precinct**

4.4.1 *How are people getting to the market?*

A 2017 Queen Victoria Market Pty Ltd customer survey showed that people travel to the market by:

- public transport (39 per cent)
- car (38 per cent)
- foot (33 per cent).

The 38 per cent of customers travelling by car in 2017 showed a downward trend from the reported 50 per cent of customers travelling by car in 2012. The 2017 customer survey suggests pedestrians were frequent shoppers with 61 per cent of that group visiting the market more than once a week.

4.4.2 *What have traders and customers said about parking at the market?*

During the community engagement process in 2015 to inform the QVMPR Master Plan:

- When asked about what would improve access to the market precinct traders showed a clear preference for improved car parking (57 per cent).
- While the public also showed a preference for improved car parking (23 per cent), the highest number of responses (25 per cent) supported improved pedestrian amenity with improved public transport (20 per cent) also important to many.

4.4.3 *How much is available parking being used?*

The City of Melbourne and Queen Victoria Market Pty Ltd usage data for these spaces indicate that:

- For the Queen Victoria Market at grade car park, peak occupancy occurs between 11am - 1pm each market day, remaining under 90 per cent capacity. When at capacity, the median wait time to enter is two minutes. Outside of these peak times, usage is at 80 per cent from 10am - 2pm with a decrease in use both before and after this period (eg 35 per cent at 7am).
- The current visitation to the market is approximately 150,000 people per week (day market trading days only). The current number of cars using the car park in the week is approximately 10,000 across these market trading days.
- For Queen Street, average occupancy on market days between 5am – 7pm is approximately 34 per cent
- For Therry Street, average occupancy on market days between 5am – 7pm is approximately 50 per cent
- For Franklin Street, average occupancy on market days between 5am – 7pm is approximately 28 per cent
- Usage data for on-street car parking within the market precinct indicates there is available parking capacity on-street, with peak occupancy rate of 56 per cent around midday.
- The on-street spaces closest to the market (Queen and Therry streets) show the highest correlation between use and market trading days, but the use of spaces in Franklin Street shows no correlation with market trading hours.
- Trader and trader staff use of the existing market car park is estimated to be approximately 15 per cent of the total use.

Based on the current numbers and usage data within the precinct, the demand for car parking is less than the current provision of 1022 car spaces within the precinct.

4.4.4 *Other nearby car parking*

There is significant off-street commercial parking available within 300m of the market (more than 2000 spaces).

On weekends, which are peak times for market visitation, much of this parking is not used by other city visitors. For example, there are 548 spaces at the corner of A'Beckett and Queen streets available for \$6 per day on weekends.

4.5 Transport in the central city

Below is some additional context on transport trends across the central city.

- The daily population in the central city is expected to grow from about 900,000 today to 1.4 million by 2036. Despite the rapid and prolonged growth in residents and jobs, the number of cars entering the central city is declining. Car ownership amongst residents is declining. In 2016 46 per cent of households in the City of Melbourne did not own a car, an increase from 40 per cent in 2011.
- Most people use public and active transport to go shopping in the municipality: 73 per cent of shopping trips to the city are by non-car modes.
- Across the central city, both State and local government are prioritising public transport, walking and cycling as the dominant modes of transport in inner Melbourne. Planning for the changing nature of transport within the city also includes new public transport provision through Melbourne Metro, improvements to walkability and cycling within the street network, transport phone applications (such as Uber, Mobility as a Service), integrated parking through open data, and future trends such as autonomous vehicles driverless cars.

Reference documents:

- City of Melbourne Transport Strategy 2012
- City of Melbourne Transport Strategy Refresh (draft) 2018.



SECTION D

Guiding your deliberations

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1.0 DEVELOPING SHARED PRINCIPLES

1.1 Purpose of proposed principles

In the first workshop, you and your fellow People's Panel members will be asked to agree to a set of key principles to guide your deliberations on market infrastructure.

The principles will form the basis on which you will assess and consider a range of options to deliver market infrastructure within the precinct.

Agreeing principles is a way for the panel to understand and define what is important, mandatory or optional 'nice to have' when considering the best way to deliver facilities for traders and customers within the market precinct.

1.2 Developing draft principles

The panel will have a lot of complex information to work through in a relatively short space of time. Hence, we have proposed 11 draft principles as a starting point only. You and your fellow panel members will have an opportunity to review, discuss, change and add to what has been drafted, before the panel confirms a set of agreed principles to assess the market infrastructure options.

The draft principles have been developed by the City of Melbourne and QVM Pty Ltd as a summation of the important considerations identified for the Queen Victoria Market to date. This includes the priorities identified through community engagement, consultation with statutory authorities, and commitments made by Council.

The draft principles have been listed in two categories: essential requirements and assessment requirements. The City of Melbourne is proposing that all options for the delivery of market infrastructure must substantially meet the essential requirements in order to be considered viable. Assessment requirements will require more judgement to be applied when considering options.

1.3 Overview of draft principles for review

Each draft principle has a concise objective followed by success measures for options, they are:

ESSENTIAL REQUIREMENTS:

1. Ensure a sustainable economic future for Queen Victoria Market

Objective

Ensure market infrastructure provides the Queen Victoria Market management and traders with the opportunity to grow the market, diversify the offer and free up more space for new traders and events.

Success measures

- That fresh food provision remains at the core of the market offer, and is able to be expanded by 25 per cent.
- That market infrastructure supports a more flexible activation of the market precinct, allowing for different uses across seven days a week, complementing the core market offer.
- The provision of appropriately located market infrastructure including new back of house facilities creates improved and increased trading spaces across the market.

2. Deliver the QVM Pty Ltd operating requirements

Objective

Deliver infrastructure essential to improve operating efficiency for the market as set out in the attached summary. This includes back-of-house trader and operator storage, loading bay requirements, basic services, amenities, cleaning and waste management, and security.

Success measures

- Provide safe and efficient logistics management including access to well-located loading/unloading zones, large vehicle parking and appropriate infrastructure to significantly reduce trader set-up/pack-down times and enable easy pick-up and deliveries.
- Provide more cool and dry storage, conveniently located in close proximity to trading areas to enable logical work flows and efficiencies, for traders and market management.
- Provide improved workplace facilities for traders including toilets, showers, storage, and break out spaces.
- Provide other essential infrastructure for operations such as waste management, events and market activation as set out in the attached summary table.

3. Provide a safe and secure environment for all users of Queen Victoria Market

Objective

Ensure Queen Victoria Market is a safe place for customers, traders and visitors, through the provision of infrastructure that complies with best practice workplace health and safety and food safety, and that minimises risk at the site from security incidents.

Success measures

- Eliminate non-compliance in regards to all relevant legislative requirements, particularly Work & Health and Safety and Food Handling.
- Reduce cross overs between vehicles and people in high pedestrian areas to a minimum.
- Design and manage market infrastructure to minimise the risk of harm and address hazards including hostile vehicles.

4. Minimise disturbance to former Old Melbourne Cemetery

Objective

Avoid impacts to human remains within the boundary of the Old Melbourne Cemetery, and if sub-surface works are required, keep disturbance to a minimum.

Success measures

- No new market infrastructure impacts within the two registered sites associated with Aboriginal burials, in line with the Cultural Heritage Management Plan requirements.
- Protect all burials from unintentional disturbance and implement best practice in archaeological and human remains management if disturbance is unavoidable in the remainder of the cemetery.
- Ensure future use of land above burials shows respect for the presence of human remains and heritage importance and allows for interpretation and memory in its final configuration.

5. Protection of Aboriginal cultural values and sites

Objective

Ensure that the market infrastructure provision protects and recognises Aboriginal cultural sites at the market precinct.

Success measures

- Adherence to Cultural Heritage Management Plan requirements including minimising any harm to Aboriginal heritage places.
- Aboriginal heritage and culture is recognised and explained through greater opportunities for new public spaces, events and design of new facilities.
- Involve Traditional Owners and Melbourne Aboriginal communities in decision making on new market infrastructure options.

6. Minimise impact to the historic, architectural and aesthetic significance of the market

Objective

Ensure that market infrastructure minimises impacts to the historical, architectural and aesthetic values of the site (primarily the market's existing built form and fabric).

Success measures

- Options should be consistent with the recognised market typologies (ie open shed trading spaces divided by lanes, produce halls, stores, and shop fronts).
- Use the Conservation Management Plan policies and guidelines as a key reference for all options.
- Preserve as far as possible to original 'long views' across and through upper market sheds and the open nature of the shed ends.
- The placement and scale of any larger structures should avoid or limit visual impacts on the significant market buildings as listed in the Heritage Victoria registration.
- Implement best practice conservation and restoration processes to ensure buildings and works retain as much existing heritage built fabric as is practical.
- New additions should consider the established principles of heritage charters and not cause confusion between the old and new interventions.

ASSESSMENT REQUIREMENTS:

1. Improve accessibility within the precinct, including provision of customer and trader parking

Objective

Improve accessibility within the precinct for customers, residents and businesses.

Success measures

- Provide customer and trader car parking to meet the changing needs and ensure it is easily accessible and convenient for all users.
- Ensure the precinct and facilities are inviting, engaging and fully accessible to people of all abilities.

2. Sustaining the site's social heritage significance

Objective

Queen Victoria Market is of social significance at both a State and National level due to its 140 years of continued operation as a produce and general market, and in its role in fostering a high degree of social interaction as a shopping and meeting place for the city. Market infrastructure delivery should ensure that the market's authenticity and existing social values are strengthened and protected so that the growing Melbourne community can experience and participate in these elements.

Success measures

- Recognise and protect the market's original and primary role as a fresh food market with continued trade over 140 years.
- Improve heritage recognition; acknowledge its importance as an Aboriginal cultural place, the site of Melbourne's first cemetery and the city's food market.
- Consider the recognised values of authenticity and the cultural experience of market practices such as providing visitors with a sensory experience with unique sights, smells and sounds, avoiding the sanitisation of the market, and highlighting the social interaction between traders, customers and visitors.

3. Provide international best practice environmental sustainability including improved waste management outcomes for the market precinct (in line with 6 Star Green Star Communities)

Objective

Improve the environmental sustainability and climate resilience of the precinct with improved energy, water and heat management. Improve waste management at the market precinct to reduce the volume of waste sent to landfill.

Success measures

- Ensure market infrastructure delivery is in line with both zero net emissions and zero net waste-to-landfill target targets for the precinct.
- Ensure market infrastructure delivers opportunities for waste reduction and recycling through improved waste management facilities for meat and fish offal, organics and packaging.
- Increased green infrastructure and reduce hard surfaces to support climate resilience.
- Ensure new market infrastructure is less resource intensive, embeds renewable energy sources and mitigates greenhouse gas emissions.
- Support sustainable water management including improvements to water conservation, stormwater and groundwater quality, and wastewater reductions.

4. Alignment with Queen Victoria Market Precinct Renewal (QVMPR) Program current commitments and agreements

Objective

Implement proposals and projects in line with the key plans and commitments, established through the planning for market renewal, which aim to revitalise the market precinct with a strong focus on improving the trader, customer and community experience and celebrate the market's long history.

Success measures

- Deliver the key commitments outlined in the QVMPR Master Plan including market infrastructure, improved public realm, and mixed use development sites.
- Improve access to, and provide more public open space to accommodate current visitors and the future growth in the City North.
- Fulfil commitments of the State Government Agreement in relation to the removal of surface level car parking, creation of new public open spaces and the redevelopment of the southern site to ensure investment of these funds back into the market renewal.
- Maintain the highest level of sustainability including measures (6 Star Green Star Communities) for governance, design, liveability, economic prosperity, environment and innovation.

5. Deliverability of options – costs, program (time), risk analysis and impact of construction on market activities

Objective

Consider both the financial and the non-financial aspects of proposed market infrastructure options including capital and operating costs, buildability, timeframe and disruption to market trading.

Success measures

Subject matter experts to independently review options and provide information to the People's Panel in relationship to;

- Construction costs and program (time) (Quantity Surveyor / Program Scheduler)
- Urban design and integration (Urban Designer)
- Buildability, structure and services (Structural Engineer)
- Operations and disruption to ongoing market trading (Project Manager / Market Operator)





APPENDICES

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APPENDIX 1 – National Heritage Listing Values

NATIONAL HERITAGE LISTING – VALUES (IN FULL)

| <i>Criterion</i> | <i>Values</i> |
|--|--|
| (c) the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history | <p>The Queen Victoria Market is of national significance for its research potential as the site of the Old Melbourne Cemetery. As an early colonial multi-denominational and Aboriginal cemetery which represents the founding population of a major state capital, it offers rare potential for study into matters such as the diet, lifestyle, wealth, pathology and burial customs of the full cross-section of early Melbourne society.</p> <p>The anticipated number of burials that remain at the site make it the largest single example of an early 19th century colonial cemetery in Australia, and in particular, one that contains a population not founded as a convict settlement. Although the site has been disturbed and a number of burials exhumed over time, numerous investigations have demonstrated that the level of disturbance is less than at comparable sites and that there is a relative prevalence of complementary documentary evidence, making it the pre-eminent example of such a site in Australia.</p> <p>Features expressing this value include but are not limited to the sub-surface remains within the footprint of the former Old Melbourne Cemetery, the results of earlier archaeological investigations and the existing burial records, particularly those held at St James Old Cathedral. The memorial to John Batman and the remaining section of the 1878 cemetery wall are significant as the only remaining above ground evidence of the Cemetery.</p> |
| (d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of: (i) a class of Australia's natural and cultural places; or (ii) a class of Australia's natural and cultural environments | <p>The Queen Victoria Market demonstrates the principal characteristics of a metropolitan produce market in nineteenth century Australia. Allocated as a market site since 1859 and formally opened as the Queen Victoria Market in 1878, the Market demonstrates the importance of fresh produce markets to Colonial settlements as a primary means of acquiring food at the time. The Market played an important role in the wholesale and later retail trade of meat, fruit and vegetables. It provided vital income for the colony, and opportunities for recently arrived migrants.</p> <p>The Queen Victoria Market represents the important role fresh produce markets have played in the development of Australia as an urbanised nation in both the nineteenth and twentieth centuries, allowing the colonies to grow and prosper. It is representative of an era before major changes in transport, science and communications revolutionised the distribution of fresh produce in Australia's metropolitan areas. Developments such as refrigeration, the widespread use of cars and other modes of mass transport, electricity and improved hygiene have all influenced food distribution in Australia. While evidence of these changes can be seen in modern day market practices, the Queen Victoria Market still retains much of its original nineteenth century character.</p> <p>The Queen Victoria Market is the only nineteenth century market to display all of the building typologies of a market of this time, and is the largest and most intact nineteenth century market in Australia. It continues to operate as a city produce and general market, and exhibits a high degree of social interaction, mixture of cultural</p> |

NATIONAL HERITAGE LISTING – VALUES (IN FULL)

Criterion

Values

experiences and authenticity in its practices, providing a tangible link to the Market's origins in the nineteenth century.

Features expressing these values include but are not limited to the collection of open sheds in upper and lower markets, enclosed market halls, stores and perimeter shops. Significant features of the market sheds include their open design to allow accessibility and circulation, absence of permanent stall structures, layout in regular row pattern flanked by laneways, and construction of post and beam system, with exposed triangulated trusses supporting a gabled roof (sheds A-E) or other original construction design (sheds F, K, L and M).

The enclosed Market Halls are significant as demonstrating another nineteenth century market building typology, and include the Meat Hall and Dairy Produce Hall. Specifically, the Classical façade of the Meat Hall with its regular pattern of brickwork and arch headed openings, as well as the rendered animal relief reflect the building's nineteenth century origins. The wide aisles and other elements of the Meat Hall demonstrating early butchery practice are also significant. Original twentieth century fittings and internal elements of the Dairy Produce Hall designed for food display, including the sawtooth roof form over the hall designed to enhance natural lighting through clerestory windows, vertically balanced sash shutters, unified wall tiling and marble counters are significant, and reflect the market's evolution into the twentieth century.

The Elizabeth Street and Victoria Street Shops are significant as demonstrating the nineteenth century principles associated with perimeter shops, while the Franklin Street Stores illustrate the utilitarian aspect of market buildings as well as the wholesale function of the Market in the early twentieth century. In relation to both the shops/terraces and stores, their uniformity of alignment in row pattern, consistency of features, orientation and original features such as shopfronts and verandahs, are all significant contributory attributes.

The remnant original gate with municipal emblem and Dairy Produce Hall arch are also significant as evidence of the nineteenth century origins and early twentieth century features of the Market, and the associated importance of food markets to society at this time.

The Market's continued operation as a produce market in its original location provides further representation of these values. The intangible and experiential qualities of the Market, including its distinctive character and open setting, cultural variety, liveliness and traditional interactions between customers and traders all contribute to the authenticity and readability of the site as a marketplace with its origins in the nineteenth century.

APPENDIX 1 – Statement of Expectations

Queen Victoria Market Pty. Ltd. Statement of Shareholder Expectations September 2018

The Queen Victoria Market has a proud history, having continuously traded for more than 140 years. Home to more than 650 independently owned businesses that the City values and supports, Queen Victoria Market is renowned for its multicultural community of market traders and its unique offer, with affordability, authenticity, fresh produce and diversity of merchandise underpinning the long held traditions of Melbourne's marketplace.

Through the Queen Victoria Market Precinct Renewal Program (QVMPR), the City of Melbourne has committed to securing Queen Victoria Market as a traditional open air market – retaining its heritage and traditions by equipping it to sustainably meet trading requirements into the future and safeguarding its position as one of Australia's premier tourist destinations.

This Statement of Expectations (SOE) is issued by the City of Melbourne as the sole shareholder of Queen Victoria Market Pty. Ltd ('QVM'). It replaces any previous statements provided to the company.

This SOE outlines the City of Melbourne's expectations of the operations and performance of QVM during the QVM renewal period, or until otherwise amended. The SOE will be updated from time to time to reflect the City of Melbourne's policy positions.

The SOE covers the following City of Melbourne objectives.

- Continuing to support customers and traders;
- Retaining the Market's heritage and traditions;
- Meeting social and environment outcomes; and
- Ensuring effective governance and financial oversight

Supporting customers and traders

1. Recognise, protect and expand the Market's original and primary role as a fresh food market.
2. Enhance the customer experience and ensure customers continue to view the Queen Victoria Market as relevant.
3. Support existing traders during renewal by ensuring average annual increases in fees are based on current lease and licence provisions.
4. Support traders to further develop their businesses, including working with traders to develop and implement a Trader Transition Plan and Trader Support Program during the QVMPR Program.
5. Ensure trading and retail space supports independent retail and small to medium sized businesses, not large chains or supermarkets.

Retaining the market's heritage and traditions

6. Demonstrate stewardship in preserving the Market as one of the great open air markets of the world, retaining its heritage, traditions, unique offer, diverse community of market traders, gritty atmosphere and authenticity into the future.
7. Work collaboratively with the City of Melbourne, traders and the community to ensure the historic and pre and post European cultural heritage of the market is preserved.

Social and environment outcomes

8. Demonstrate efforts to reduce waste and minimise environmental impacts in market operations.
9. Engage with the local community to ensure high levels of local ownership and activation.

Effective governance and financial oversight

10. Ensure the company is financially sustainable and self-sufficient with the aim of break even during renewal after allowing for trader support.
11. Ensure effective operating models and controls are in place to minimise financial, probity, procurement, security and OHS risks to the CoM. This includes abiding by relevant City of Melbourne policies and processes.
12. Work collaboratively with the City of Melbourne management to deliver the key benefits outlined in the QVMPR Program Business Case and other relevant strategic documentation and continue to engage to ensure strong alignment between QVM activities and the City of Melbourne's policy positions.
13. Consider the advice of the Queen Victoria Market Committee of Trustees. These expectations describe the City and QVM's shared strategic objectives. Within this strategic context, the Board and company will primarily focus on operational, financial, risk and customer and trader engagement issues and will formulate strategies and plans to deliver on these issues.

**QUEEN VICTORIA MARKET
PEOPLE'S PANEL**

**QVM CLEANING AND WASTE MANAGEMENT -
CURRENT STATE OCTOBER 2018**

| WASTE | 2017-18 | OPERATIONS |
|---|---------------------------------------|--|
| 630M² of space currently used for on-site waste management | 4,981 TONNES of total waste | There is no centralised waste transfer area or recycling station. This results in considerable resources being spent on collecting and disposing of waste generated by market operations, including fish and meat offal, organics and packaging such as cardboard and polystyrene. |
| 5,000 TONNES of waste generated per year | 2,209 TONNES of landfill | Centrally located, fit for purpose waste management and recycling facilities would support more efficient business operations and improved sustainability. |
| \$4.4 MILLION a year on cleaning, with removal of waste one of largest contributors | 2,772 TONNES of recycling | Future requirements for waste management are estimated to be 972m ³ . |
| \$1 MILLION spent on waste removal per year | | |
| 71% OR \$1.8 MILLION increase in cleaning costs over the past 10 years | | |



QUEEN VICTORIA MARKET PEOPLE'S PANEL

QVM STORAGE - CURRENT STATE OCTOBER 2018

STORAGE BOXES

**650
UNITS**

of box storage in use or storage within the upper market and Franklin Street Stores area. This equates to approximately:

| TRADER GROUP | EXISTING ON-SITE STORAGE (m ²) | TOTAL STORAGE REQUIREMENTS (m ²) | PER TRADER STORAGE REQUIREMENTS (m ²) |
|---------------------|--|--|---|
| FRUIT AND VEGETABLE | 276 | 1062 | 10 |
| MEAT AND FISH | 0 | 112 | 16 |
| DAIRY HALL | 60 | 416 | 11 |
| RETAIL AND EVENTS | 1000 | 1000 | - |
| TOTAL | 2046 | 1030 | N/A |

1000 M²

In floor space.

| FUNCTION | EXISTING ON-SITE STORAGE (m ²) | TOTAL STORAGE REQUIREMENTS (m ²) |
|--|--|--|
| CLEANING AND WASTE OPERATIONS/STORAGE | 276 | 1062 |
| QVM PL STORAGE FACILITIES AND OPERATIONS | 0 | 112 |
| EVENTS/FLEXIBLE ACTIVATION STORAGE | 60 | 416 |
| SECURITY OFFICE/CONTROL ROOM FACILITIES | 60 | 416 |
| SITE FORKLIFTS | 1000 | 1000 |
| TOTAL | 2062 | 1030 |

STALL SET-UP AND RACK DOWN

**2-3
HOURS**

is spent by the majority of traders setting up and packing down stalls each day.

COOL ROOMS

22

cool rooms in upper market sheds, located within the footprint of stalls with some traders using off-site cool storage.

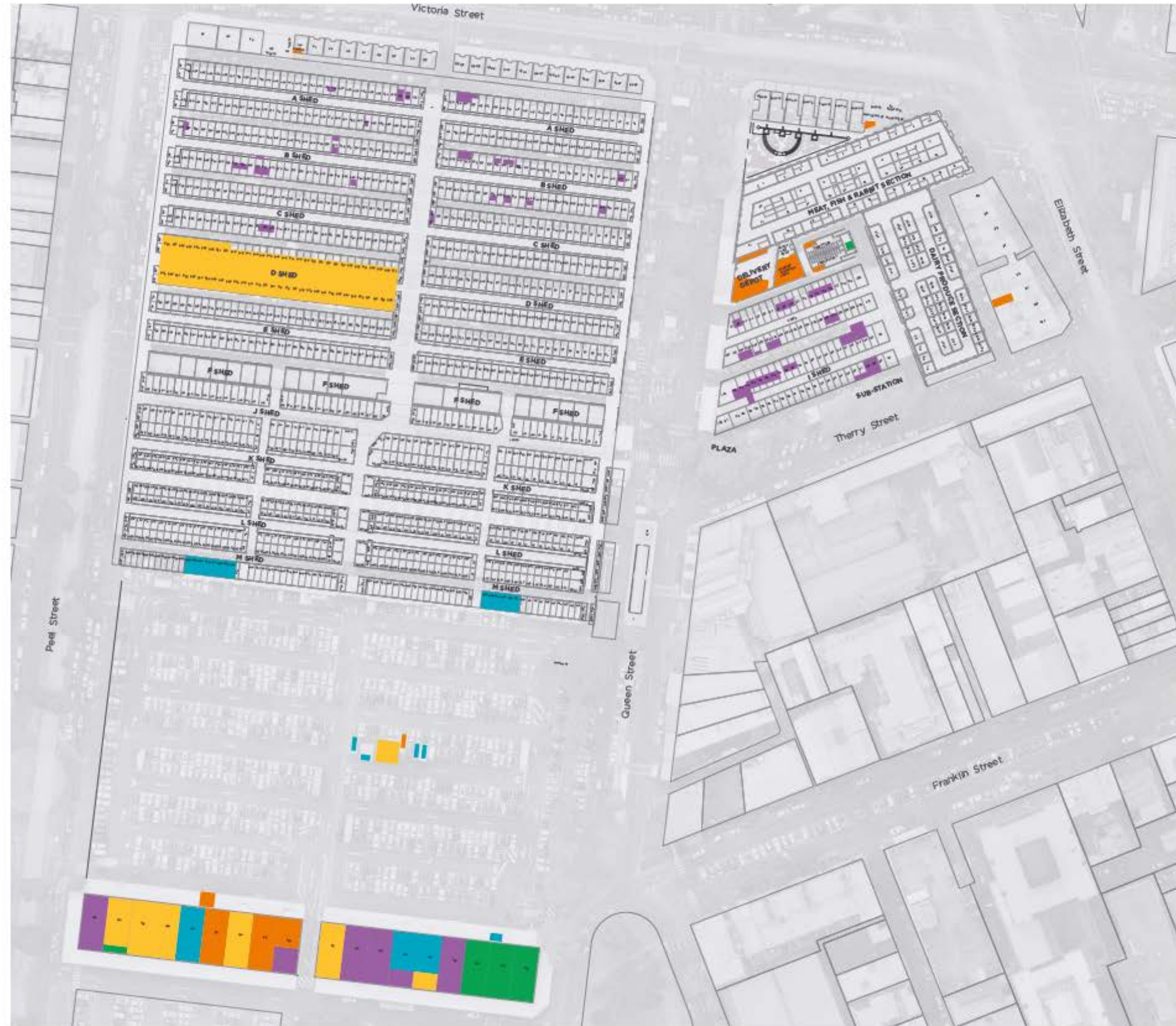
EXISTING AND FUTURE NEEDS

Meeting the existing and future needs of fruit and vegetable traders represent a large component of the identified market infrastructure needs with approximately 1000m² storage required to service a 25 per cent expansion of the fruit and vegetable offer at the market. The approximate allocation of 50m² per fruit and vegetable trader notes that whilst there may be smaller or larger traders within that cohort, an average 50m² in storage can accommodate between 10-20 pallets.

For the meat and dairy hall traders, there is no back of house storage, so stock is stored offsite or within their already space restricted shops. Future storage needs are identified as approximately 15m² per meat and fish trader totaling 652m², and 1m² per dairy hall trader equating to 416m².

MAP LEGEND

- F&V Dell Traders' Storage across site 1.067sqm
- GM Storage (1000sqm excl. under the sheds)
- Cleaners Storage (630sqm)
- Facilities Management (728sqm)
- Events/Activation Storage (810sqm)



QUEEN VICTORIA MARKET PEOPLE'S PANEL

QVM LOADING AND UNLOADING - CURRENT STATE OCTOBER 2018

LOADING

Currently, Queen Street acts as the main logistics spine for the fruit and vegetable businesses, butchers and a portion of the fishmongers. There are limited designated zones for loading and unloading around the Meat, Fish and Dairy Halls, which means informal locations such as the Elizabeth Street footpath are commonly used.

Franklin and Peel streets are also used while General Merchandise in the upper market primarily load from the existing car park, with the silver storage boxes, or canyons situated within the market footprint.

Future requirements for loading and unloading requirements are estimated to be 1,000m² and involve complete segregation from public customer areas of loading and unloading and efficient and effective loading facilities to reduce the set up time for trader.

LWBV

Type: Long Wheel Base Vehicle
Length: 6 metres



ELWBV

Type: Extra Long Wheel Base Vehicle
Length: 6.7 metres



SRV

Type: Small Rigid Vehicle
Length: 6.4 metres



HRV

Type: Medium Rigid Vehicle
Length: 8.8 metres



HRV

Type: Heavy Rigid Vehicle
Length: 12.5 - 19 metres



1. VICTORIA STREET

Peak: 6:00 - 06:59
Deliveries (peak): 2
Most Used Vehicle: SRV/HRV
Average Time Spent: 1hr 21mins

2. ELIZABETH STREET

Peak: 05:00 - 05:59
Deliveries (peak): 4
Most Used Vehicle: LWBV
Average Time Spent: 53mins

3. FISH LANE

Peak: 05:00 - 05:59
Deliveries (peak): 3
Most Used Vehicle: SRV
Average Time Spent: 1hr 18mins

4. MEAT LOADING BAY

Peak: 05:00 - 05:59
Deliveries (peak): 5
Most Used Vehicle: SRV
Average Time Spent: 54mins

5. A & B LOADING

Peak: 06:00 - 08:59
Deliveries (peak): 8
Most Used Vehicle: SRV/ELWBV/
LWBV
Average Time Spent: 37mins

6. H & I LOADING

Peak: 06:00 - 06:59
Deliveries (peak): 8
Most Used Vehicle: HRV/SRV/
LWBV
Average Time Spent: 37mins

7. THEBRY STREET

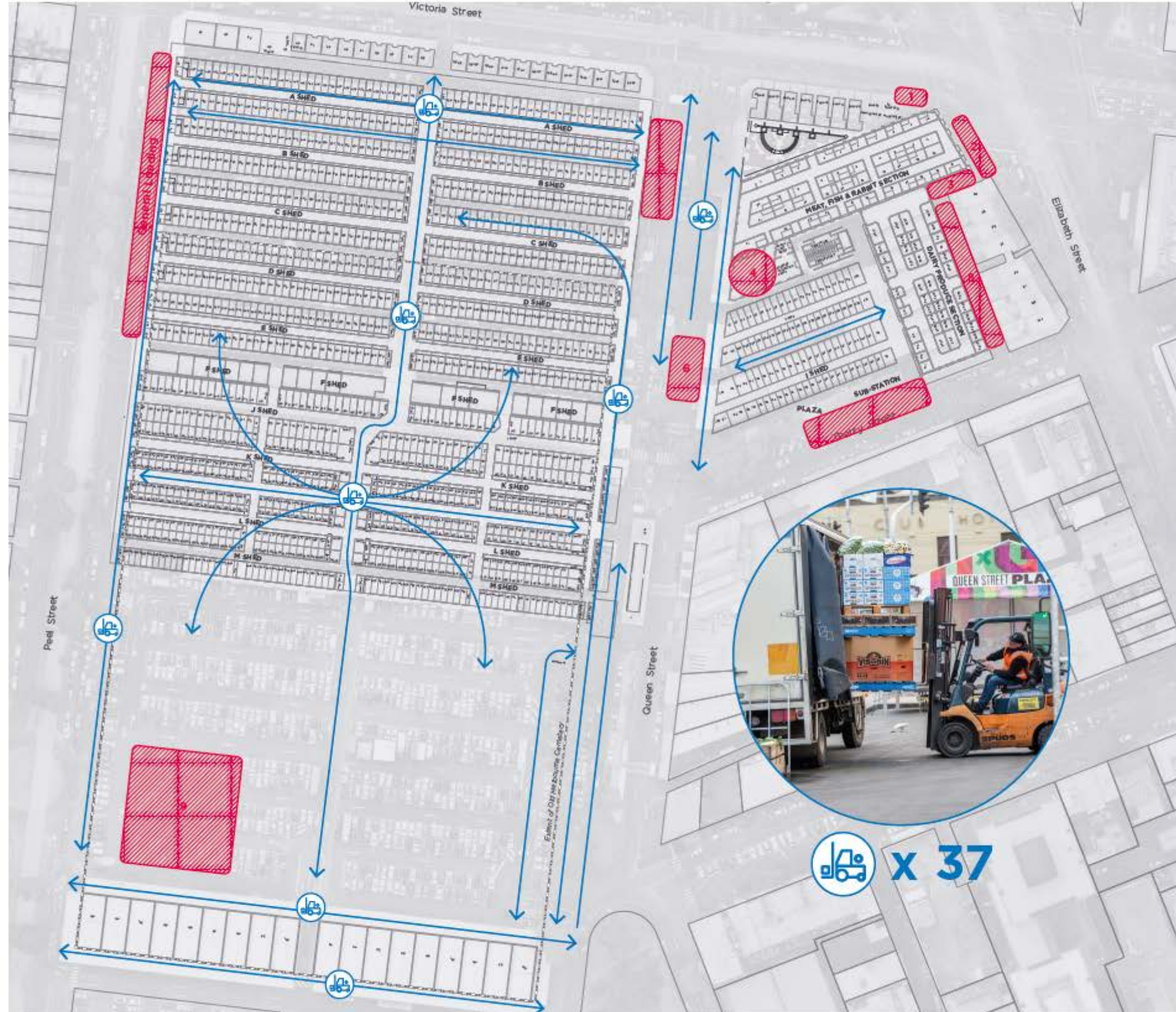
Peak: 05:00 - 05:59
Deliveries (peak): 10
Most Used Vehicle: SRV
Average Time Spent: 6mins

8. DELI LANE

Peak: 05:00 - 05:59
Deliveries (peak): 9
Most Used Vehicle: ELWBV
Average Time Spent: 53mins

9. CAR PARK

Peak: 8:00 - 08:59
Deliveries (peak): 2
Most Used Vehicle: HRV
Average Time Spent: 1hr 18mins



QUEEN VICTORIA MARKET PEOPLE'S PANEL

QVM AMENITIES - CURRENT STATE OCTOBER 2018

| TRADER AMENITIES | CUSTOMER AND TRADER AMENITIES | VISITORS |
|--|--------------------------------|---|
| 0 showers for traders | 33 female toilets | 24,000 visitors on average on a Tuesday and Thursday |
| 0 dedicated trader toilets | 25 male toilets | 30,000 TO 41,000 visitors on average on Friday, Saturday, Sunday |
| 0 break out spaces for the 600+ businesses and their 2,000 workers | 3 accessible toilets | 2,000 staff on site each day |
| 12 General Merchandise (PE/SL Licences) out of 360 have access to power. | 1 parent room | MAP LEGEND <ul style="list-style-type: none"> Trader owned seats Public use seats |
| 35% of Fruit and vegetable traders have access to water at their stall. | 1,351 seats | |
| There is no hot water access to any traders other than lease hold. | 519 | |
| No access to hand washing facilities at their stall for any trader. | 832 | |



QUEEN VICTORIA MARKET PEOPLE'S PANEL

GVM CARPARKING - CURRENT STATE OCTOBER 2018

CAR PARK NUMBERS

1,022

car parks within the market precinct

720

car spaces in the Queen Victoria Market at-grade car park

50

of which are used for other purposes and unavailable to customers/traders parking

91

on street car spaces: Queen Street (between Victoria and Franklin streets)

31

on street car spaces: Therry Street (between Queen and Elizabeth streets)

180

on-street car spaces: Franklin Street

CAR PARKING THROUGH RENEWAL

The QVMPP Masterplan, endorsed by Council in 2015, includes:

A commitment by Council to replace the 720 car spaces in the Queen Victoria Market at-grade car park elsewhere within the market precinct.

Transform the existing car park into new public open space, once the 720 replacement spaces are constructed and operational.

500 car parks will be located in the Munro site, at the corner of Queen and Therry Streets. People's Panel to decide number and location of additional car parks within the precinct.

LOSS OF CAR PARKING THROUGH RENEWAL

Approximately 302 on-street car parks will be lost on Queen, Therry and Franklin streets as part of renewal. Accessible car parks will be retained close by.

CAR PARK USAGE

Peak occupancy rate for at-grade car park is 90% between 11am - 1pm, market days.

Usage sits between 35% at 7am/3.30pm to 80% at 10am/2pm, outside of this peak time.

Peak occupancy rate for on-street parking within the market precinct is 96% at around midday.

GETTING TO THE MARKET

39%

by public transport

38%

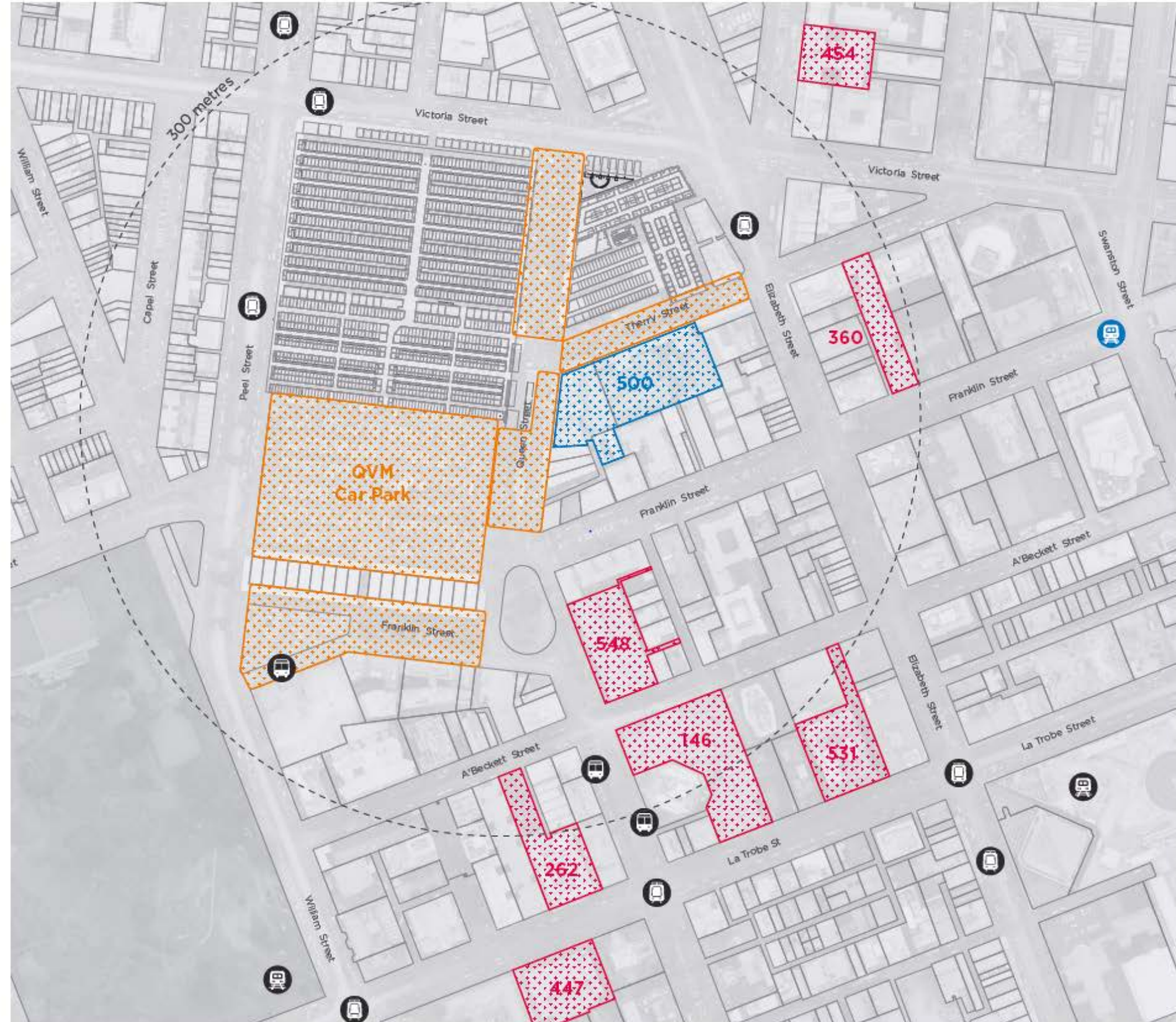
by car

33%

by foot

MAP LEGEND

- Current QVM car park and nearby on-street car parking areas
- Current off-street commercial car parking
- Proposed off-street car parking at Munro site
-  Tram stop
-  Existing train station
-  Proposed Metro station
-  Bus stop



QUEEN VICTORIA MARKET PEOPLE'S PANEL

QVM HERITAGE LISTINGS - CURRENT STATE OCTOBER 2018

MAP LEGEND

- Area covered by Victorian Heritage Register
- Area covered by National Heritage Listing
- Old Melbourne Cemetery boundary

