

Management report to Future Melbourne Major Projects Committee

Agenda item 6.4

Future Melbourne Committee

Market Square Charter and Place Name

2 June 2020

Presenter: Chris Lamont, General Manager Capital Projects and Infrastructure

Purpose and background

1. The purpose of this report is to request that the Future Melbourne Committee recommend that Council adopt the Market Square Charter (the Charter (Attachment 2 of the report from management)) for the new public open space at Queen Victoria Market (QVM), and recommend that management pursue an Aboriginal place name for Market Square.
2. Since the Council adoption of the QVM Master Plan in 2015, Council decisions and QVM project delivery have reaffirmed the commitment to deliver this new public open space for Melbourne whilst also ensuring the replacement of up to 1,000 market car parking spaces elsewhere in the precinct. This has included:
 - 2.1. 2014 Agreement with State Government to deliver the market renewal program, updated in 2020.
 - 2.2. August 2017 gazettal of C245 planning scheme amendment and DP011, which rezoned the car park site to Public Park and Recreation Zone (PPRZ).
 - 2.3. May 2018 commencement of the Munro site redevelopment, including provision of 500 car parks for market use, anticipated delivery by mid-2021.
 - 2.4. August 2018 Council approval that the number of car parks delivered through the renewal program would be increased from a previous commitment of 720 up to 1000 within the precinct.
 - 2.5. December 2018 consideration of the People's Panel Report, and a request that management in addition to the 500 car parks in Munro, investigate an additional 500 car parks in the precinct, with current at grade car park to become an open space once transitional car parking there is no longer required.
 - 2.6. April and September 2019 Council decisions on delivery of market infrastructure, including direction on engagement to develop a charter to confirm the purpose, objectives and function of the new public space.
 - 2.7. December 2019 Future Melbourne Committee endorsement of management's intention to develop a Charter for Market Square informed by the community engagement findings. At this time Council requested management to ensure the charter informed the future design brief for Market Square, and that the design brief should include a requirement for robust surfaces and paving treatments in appropriate areas to meet the operational needs of traders and the community at QVM, including vehicle access at designated times.

Key issues

3. The Charter provides a high-level framework and guiding principles to direct decision-making on the activities, uses and management of Market Square. The Charter and principles have been shaped by the community priorities and will inform both the future design and the operational arrangements at the square.
4. The use of a charter to guide the design and management of a new open space is a new approach for CoM. With the multiple values and stakeholders involved with this site, the adoption of the Charter will set out an agreed approach to the delivery of this space.
5. CoM will be the public land manager for Market Square and accountable for the management of this new public open space in line with the Charter. This includes arrangements for programming of events, activities and bookable spaces, and implementation of any arrangements for QVM P/L use of the site.
6. The Charter consolidates a range of community input and priorities for Market Square to define the unique characteristics and requirements for the space. The Charter links to the site's tangible and intangible heritage values, reflected in the National, Victorian and Aboriginal Heritage listings, and builds upon the CoM policy and planning context for public open space.
7. Recognition of Aboriginal custodianship has emerged as an important principle of the Charter, and the Traditional Owner groups have identified Aboriginal place naming of the square as an opportunity to reflect this. Subject to the agreement of the Future Melbourne Committee, CoM will work with Traditional Owner groups to recommend a new name for the site, in line with CoM standard operating procedures.
8. Subject to the adoption of the Charter, CoM will finalise a design brief for Market Square to deliver the square in two phases, timed with the relocation of existing car parking to the Munro site in 2021 and the future Southern Site in 2024.

Recommendation from management

9. That the Future Melbourne Committee recommends that Council:
 - 9.1. Endorses the Market Square Charter (the Charter (Attachment 2 of the report from management)) as the framework for the new public open space, to inform the design and guide future management and operations.
 - 9.2. Endorses management, in conjunction with Aboriginal Melbourne, consulting with the relevant Traditional Owner groups and determining an Aboriginal place name for the new public open space.
 - 9.3. Authorises the General Manager Capital Projects and Infrastructure to make any further minor editorial changes to the Charter prior to publication.
 - 9.4. Acknowledges the Charter will be reviewed and updated at two key points: when a new place name is established, and when the design process is complete and the square is operational to ensure that the Charter accurately reflects the final outcomes.

Attachments:

1. Supporting Attachment (Page 3 of 6)
2. Market Square Charter (Page 4 of 6)

Supporting Attachment

Legal

1. There are no direct legal implications that arise from the Market Square Charter (the Charter).

Finance

2. The Charter itself does not hold financial implications. The commencement of the Market Square design and capital works process has \$350,000 allocated in FY2019-20 and \$1m in FY2020-21, with a total budget of \$24.3m allocated for completion. CoM will be responsible for ongoing maintenance and capital upgrades as required at Market Square in the future.

Conflict of interest

3. The Council's General Manager City Design and the General Manager Finance and Corporate are Board directors of Queen Victoria Market Pty Ltd (QVM P/L). No other member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Health and Safety

4. In developing this proposal, no Health and Safety issues or opportunities have been identified.

Stakeholder consultation

5. The community engagement process for the charter included:
 - 5.1. 2014-15 Master Plan engagement outcomes on open space within the precinct, along with continued consultation with Traditional Owner groups, traders, and other key stakeholders such as the CoM Parks and Gardens Advisory Committee in 2018 and 2019.
 - 5.2. October 2019 community engagement which provided an opportunity to test and validate the previous ideas identified for Market Square, and seek other items for the development of the charter (outcomes report presented to Council in December 2019).
 - 5.3. Four workshops with key stakeholders including representatives of National Trust, Citizens for Melbourne, CoM Parks and Gardens Advisory Committee, QVM Committee of Trustees and QVM P/L Renewal Committee.
 - 5.4. Workshop with Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation, Bunurong Land Council Aboriginal Corporation, Boon Wurrung Land and Sea Aboriginal Corporation, and representation from the QVM Committee of Trustees.
6. In accordance with governance arrangements, the April meeting of the QVM Renewal Committee recommended the Charter and Aboriginal place name for Market Square be endorsed by Council.

Relation to Council policy

7. Market Square is a key project of the 2015 QVMPR Master Plan and a commitment of the State Government Agreement with CoM. It will also deliver on the need to provide more local open space in this precinct, as identified in the CoM Open Space Strategy (2012).
8. CoM actively encourages and supports names that act as a reminder of local history, culture and citizens with an emphasis on the themes of Aboriginal naming and women in history. The opportunity for Aboriginal place naming of Market Square also aligns with the Future Melbourne Plan, Goal 9 – a city with an Aboriginal focus, reflecting Aboriginal identity and culture.

Environmental sustainability

9. In developing this proposal, the Market Square charter outlines the commitment to implement sustainability outcomes through the future design and operation of the public open space. The conversion of the 1.75 hectare at-grade car park to new public open space will address the car park's current impact as one of the largest urban heat islands in the city. The new public open space will also deliver increased tree planting, better outcomes for stormwater management and opportunities to introduce a variety of plantings in the space.

Market Square Charter

(Aboriginal place name, to be developed after June 2020)

May 2020

Market Square is a unique public open space within the City of Melbourne, a place of and for the community.

Drawing on the site's history, context and relationship to the Queen Victoria Market, Market Square is a place for social and community exchange. It responds to both the diversity of the city, and the fine grain mercantile nature of the Queen Victoria Market.

Market Square is a community space for reflection, relaxation, and informal recreation, and allows for the community to come together for activities and events.

Purpose of a charter

In keeping with the City of Melbourne's public open space commitments, this charter provides a framework to direct decision making on the activities, uses and management of Market Square. The charter will foster the desired sense of place and identity and ensure the intended purpose for this new public open space is realised and protected.

The charter particularly applies to the curation and management of the space and the approach to programmed activities, alongside informal recreation, reflection and relaxation.

Background

The Market Square site has many layers of history and rich local context which shapes what people both value today and wish to sustain for future generations.

Market Square is on the lands of the Eastern Kulin. Today's Aboriginal culture is part of the longest continuous living culture in the world, and the City of Melbourne acknowledges that the traditional custodians of the land have an important role in shaping its future.

The square is within the site of Melbourne's first official cemetery, which operated from 1837 to 1854, and it is estimated that at least 6000 burials still remain within the former cemetery site. Market Square provides an opportunity to respect and reflect this part of Melbourne's history.

Market Square is also shaped by its relationship to the Queen Victoria Market. Operating since 1878, the Queen Victoria Market contributes significant social, cultural and economic value to the city. The market has evolved with time, shaped by migrant communities to Melbourne and the square provides further opportunity to celebrate this diversity and vibrancy.

Today the Queen Victoria Market precinct is again growing and changing. Between 2020 and 2037, the City of Melbourne resident numbers are forecast to increase by 44 per cent to 266,000 and daily population within the city to grow by 55 per cent to 1.4 million.

As part of Melbourne's open space network, Market Square responds to the public recreation and open space needs of the community it serves, amplifying and adapting to the activities and lived experiences within it. It provides for the daily population of the city and the surrounding residents, and the diverse Queen Victoria Market community.

Principles

A diversity of uses of the square will be supported through the application of the following principles of place management and curation:

- Work in partnership with the Eastern Kulin and the Aboriginal community to reflect **Aboriginal custodianship** of the land, to share the cultural values important to community today, and to welcome and involve the Aboriginal community within the city.
- Encourage public curiosity and participation in the dynamic **stories of the place** and its surrounds. As a living and evolving place, Market Square will serve as a canvas for an exploration of the past, and enable new experiences and appreciation of the precinct.
- Enhance the public's **Queen Victoria Market experience**, by supporting activities and events that complement market visits. The activities in the square should respond to existing community and individual **rituals** and allow for new ritual and activity to emerge.
- Enable the **community to come together** through social events, cultural expression and civic celebrations. It will provide a place for culture, innovation and exchange.
- Deliver activities and events which realise the City of Melbourne's vision for a **sustainable, inventive and inclusive** city, and support people's **wellbeing** and connection.
- Provide opportunity for informal **recreation, rest** and quiet **reflection**.

Key considerations for implementation of the charter

Design

This charter will inform the design brief for Market Square. The design brief will seek to uplift and facilitate public use, and set out parameters and opportunities within the space. The design should:

- Demonstrate collaboration with the traditional custodians, in line with the Australian Indigenous Design Charter and the appropriate protocols for sharing Aboriginal knowledge in design practice.
- Facilitate and inspire community use and participation within the space.
- Promote reflection and relaxation, together with meeting the local community's informal recreational needs.
- Include spaces for informal public access and use, and spaces for programmed activities, available at a range of times and for a variety of purposes.
- Include necessary community infrastructure for programmed events and informal use, and consider the visual impact of this.
- Promote social, environmental and economic sustainability.
- Be resilient and allow flexibility to adapt to changing community needs over time.

Operations

The City of Melbourne will be the public land manager, accountable for the management of Market Square. This will include accountability for any arrangements for programming of events, activities, and bookable spaces, and the implementation of any agreed arrangements for Queen Victoria Market Pty Ltd use and curation of the site.

Operational guidelines will be developed on how Market Square and the specific areas within in it will be used, managed and booked with particular consideration to programmed activities, and will:

- Align with the principles of the Market Square Charter.
- Include cultural protocols to recognise Aboriginal custodianship, including protocols for 'Welcome to Country' and 'Acknowledgement of the traditional custodians', and approaches to education and programming as integral to the site's operations.
- Facilitate curation of and support for programmed activity and uses that embrace contemporary strategies for expression of the charter's principles, to ensure that all are actively considered.
- Maintain opportunities for passive, unprogrammed and informal community use at all times.
- Ensure that all booked and programmed activity and use has been assessed against the charter principles prior to approval, including consideration of the public benefit to the precinct delivered by the activity.
- Provide processes for booking and hiring of relevant areas to ensure that activity and use are well coordinated, considered on merit and consistent with wider City of Melbourne policies.
- Set parameters for infrastructure, equipment, capacity, hours of use and compliance for designated areas.
- Encourage events and activities which promote social, environmental and economic sustainability.
- Promote free entry events, while closely managing ticketed events to ensure public benefit outcomes and that these events do not restrict access to the entirety of the public space.
- Promote collaboration and good decision making between management agencies, whilst achieving high level of amenity, safety and security.

The charter and principles will be reviewed once the design process is complete and the square is operational, to ensure that the charter accurately reflects the final outcomes.

The implementation of the charter principles and ongoing operational management will also be reviewed at regular intervals to ensure that Market Square's use is in keeping with the charter, and reported to Council.

The City of Melbourne will ensure public consultation on matters that require significant change to the Market Square charter, design or operations, in addition to any required statutory approvals process.