

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Mia Zar

**Email address: \***

[REDACTED]

**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.1 Planning Permit Application: TP-2021-603, Queen Victoria Market, Food Hall, 68-81 Victoria Street, Melbourne

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

Yes

**If yes, please indicate if you would like to make your submission in person, or via a virtual link (Zoom) to the meeting. Please note, physical attendance will be limited in accordance with City of Melbourne security protocols and COVID-safe plans and be allocated on a first registered, first served basis. \***

I wish to make my submission in person

Future Melbourne Committee  
City of Melbourne  
*via online portal*

9 November 2021

Dear Lord Mayor, Deputy Lord Mayor and Councillors,

**Agenda Item 6.1: TP-2021-603, Queen Victoria Market Food Hall, 68-81 Victoria Street, Melbourne**

Tract acts on behalf of City of Melbourne with respect to the planning permit application for the Queen Victoria Market (QVM) Food Hall, which is due to be considered as Agenda Item 6.1 at the Future Melbourne Committee (FMC) meeting this evening.

From a town planning perspective, this is a very unusual application with just a single planning permit requirement – demolition in the Capital City Zone, Schedule 1 (CCZ1). This is due to the cost of the proposed buildings and works being under \$1M (and therefore benefitting from the Clause 62.02-1 planning permit exemption for *'Buildings or works with an estimated cost of \$1,000,000 or less carried out by or on behalf of a municipality'*).

In most council areas, this project would be entirely exempt from planning permission – there are very few instances where a planning permit is required for demolition. Outside of the heritage overlay, the demolition control is generally limited to major redevelopment precincts where it is applied to ensure that demolition is not permitted without there being an approved plan for redevelopment - minimising the risk that a building will be demolished and site left vacant for an extended period (as is the case in the CCZ).

In this case, where the Site is on the Victorian Heritage Register, the heritage considerations for the demolition have been assessed by Heritage Victoria, and therefore the scope of consideration for the demolition is limited to the provisions of the CCZ which state that:

*A permit and prior approval for the redevelopment of the site are required to demolish or remove a building or works.*

We note that a permit for the redevelopment of the site has been granted by Heritage Victoria (Permit Reference P35301).

Whilst the recent introduction of Clause 52.31 by the Minister for Planning provides an exemption from notice and review for the development of land by or on behalf of a municipal council, this exemption did not extend to the Heritage Victoria process. The Heritage Victoria permit application (which included demolition as well as the new building) was subject to public notice (including signs on site and publication on the Heritage Victoria website) and resulted in two submissions of support, and no objections.

Notwithstanding that the application is exempt from requiring planning approval for buildings and works, we note:

- The Site is affected to Heritage Overlay, Schedules 7 and 496 (HO7 and HO496), Design and Development Overlay, Schedules 1 and 14 (DDO1 and DDO14) and Parking Overlay, Schedule 1 (PO1). The Site is also identified as an area of potential aboriginal cultural heritage sensitivity.

- The proposal is a response to Recommendation 6 of the People’s Panel which was to refurbish the food court with a focus on improved amenity and infrastructure of the food court (noting that, pre-COVID, the existing food court accommodates over 2,000 people per weekday (and many more on weekends).
- The design of the Food Hall commenced in late 2020 with the expectation that a full planning permit application would be required (including public notice under Section 96A of the Planning and Environment Act 1987 / Clause 67 of the Melbourne Planning Scheme). Throughout the design process, the project team have been cognisant of the sensitivity of the QVM - its importance to Melbourne’s architectural and cultural heritage, and its authentic character as a metropolitan produce market.
- The Concept Design for the Food Hall was endorsed by the FMC on 13 April 2021. The new building which has been approved by Heritage Victoria retains the same form, massing and materiality as the concept design that was approved by the FMC.
- As noted above, the Heritage Victoria application underwent full public notice resulting in two submissions of support and no objections. The Heritage Victoria permit has been granted and does not require any amendments to the externally visible fabric of the new building (with amendments limited to a minor reduction to the extent of internal demolition).
- The new Food Hall building responds positively to the design requirements set out in DDO1, with an interface to Queen Street which will contribute to the use, activity, safety and interest of the public realm.
- DDO14 includes a preferred maximum building height of 10m for this part of the QVM with the associated ‘Built form outcome’ requiring that *“Development maintains the consistency of scale and built form of the historic Queen Victoria Market.”* The new building is consistent with DDO14, noting:
  - The overall maximum building height (to highest part of roof) sits at 8.55m, and well below the ridgelines of the adjacent Victoria Street terraces and the adjoining Meat Hall.
  - Heritage Victoria’s approval of the development confirms that new building is consistent with the heritage character of the Market, and therefore achieves the built form outcome.
- The development has been designed to integrate with the public realm works which were approved as part of the QVM Northern Shed with no additional tree removal or civil works proposed.
- Waste and loading will continue to operate as they do for the existing Food Hall.
- The approved Cultural Heritage Management Plan which is in place for the QVM covers the proposed works.

We thank you for your time and consideration of this matter. I have also lodged a request to speak and would be happy to answer any questions that arise over the evening.

Yours sincerely,

Mia Zar  
Principal Town Planner  
Tract

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Stan Liacos

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.1 Planning Permit Application: TP-2021-603, Queen Victoria Market, Food Hall, 68-81 Victoria Street, Melbourne

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting.**

Please find submission from Queen Victoria Market Pty Ltd attached.

**Submissions will not be accepted after 10am.**

**Alternatively you may attach your written submission by uploading your file here:**



[fmc\\_submission\\_\\_food\\_hall\\_planning\\_permit\\_application.pdf](#)

181.68 KB • PDF

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No



8 November 2021

**Re: Planning Permit Application: TP-2021-603, Queen Victoria Market, Food Hall, 68-81 Victoria Street, Melbourne**

I write to confirm Queen Victoria Market (QVM) Pty Ltd's strong support of the planning permit application for the Queen Victoria Market Food Court being considered by the Future Melbourne Committee on Tuesday 9 November 2021.

Our team has worked closely with representatives at the City of Melbourne throughout the planning and design of this proposed project to ensure it meets the needs of Market traders, operations, customers and visitors, while respectfully retaining the heritage and character of the Market. The recent granting of a permit by Heritage Victoria demonstrates this project appropriately strikes this balance.

Many of the great traditional markets around the world have undergone significant restoration and reinvention to remain relevant and meet modern standards and expectations. This has particularly been the case in notable great market cities including Barcelona, Madrid, London, Porto, Tokyo, Vancouver and Seattle. Sydney's popular and famous Fish Market is also currently undergoing a complete redevelopment and reinvention.

The Food Court has received no capital investment since the 1990s and the building and facilities are in urgent need of essential repairs, upgrades and compliance works, including the replacement of the roof which requires significant ongoing maintenance due to leaks and recurring flooding issues. The Food Court dining area is outdated and tired, requiring investment to better connect it to the rest of the Market and transform it into a contemporary, accessible and appealing space for a range of customers and visitors, as well as serving nearby workers, residents and students.

The proposed works and dining area improvements are critical to the future viability of this space as a functioning food court. It will further enable greater utilisation of the dining area out of traditional Day Market trading hours for events and other activities in line with QVM Pty Ltd's *Future Market Strategy*.

**Queen Victoria Market Pty Ltd**

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ABN 44 069 959 771



The plans for the future Food Hall have been informed by feedback from current Food Court operators who have been generally supportive.

QVM Pty Ltd recently conducted an open expression of interest for the tenancies in the future Food Hall, including current Food Court traders whose leases expire at the end of 2021. This process will ensure the future hospitality offer and mix in the Food Hall will be commensurate with the significant investment proposed by Council.

Yours sincerely,

Stan Liacos  
Chief Executive  
Queen Victoria Market Pty Ltd

RE: Report to the Future Melbourne Committee Agenda item 6.1, 09 November 2021

**'6.1, Planning Permit Application: TP-2021-603, Queen Victoria Market, Food Hall, 68-81 Victoria Street, Melbourne'**

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Submission to Lord Mayor and Councillors

From: B. McNicholas, Director, Walk in St Kilda Rd & Environs

9 November 2021

Dear Lord Mayor and Councillors,

I am writing to request this Agenda item be deferred.

**There is no Queen Victoria Market Master Plan – and that is needed.**

**The Precinct Master Plan is not adequate for planning and protection of Queen Victoria Market**

**The Precinct Master Plan 2015 is outdated and no longer relevant in the Covid world.**

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**See page 11: "2.3.1 Queen Victoria Market Precinct Renewal Master Plan 2015**

**The Queen Victoria Market Precinct Renewal Master Plan (the Master Plan)** is a reference document under Clause 21.17 of the Melbourne Planning Scheme (MPS)"

- However, we are **still missing a dedicated Master Plan for Queen Victoria Market**, and this is critical document and is urgently needed. It should inform the *Precinct* Master Plan, acting as its base and ensuring Queen Victoria Market is not subsumed, diffused, neglected and/or diminished by Precinct development interests as is indicated in this Agenda item.
  - The documentation refers to '*The Master Plan*', which is actually for a Precinct or surrounding area, predominantly, overridingly, a Precinct development Master Plan and it is most definitely not a Master Plan for outstandingly significant heritage place Queen Victoria Market.
  - This is a significant error and is misleading. It is misleading for CoM and for how you think, assess and form plans and is misleading for the community and stakeholders. It leads to confused thinking.
  - It presents an unresolved conflict of interest whilst QVM is without its own dedicated Master Plan, one which is then encompassed in the Precinct Master Plan. This is a risk and disadvantage for Queen Victoria Market. It leaves the heritage

place without adequate focus and protection for its cultural heritage values and their attributes.

- This presents significant risks for outstanding heritage place Queen Victoria Market.
- The Precinct Master Plan does not focus on QVM and its listed cultural heritage values and attributes. It focusses on other matters and developments around QVM, in a general Precinct.
- A Master Plan for Queen Victoria Market (QVM), focussing on QVM and its values and attributes is needed first, before a Master Plan for the Precinct should be finalised, and the Precinct MP should encompass what is in the QVM MP to protect its cultural heritage values and attributes and appropriately and successfully manage the place.
  - Comments in the documentation such as “*Develop sustainable precinct-wide infrastructure*” - are about the Precinct, NOT about Queen Victoria Market ; “*Focus on ... and hospitality uses*” – is about entertainment, hospitality and events, which are not listed values and attributes of QVM and are not about its core business and *raison d’etre*; - are thus alarming and red flags.
  - “*Integrate with trading opportunities in Victoria Street*” should be part of an integrated management approach for the whole of heritage listed Queen Victoria Market. It is important to maintain the integrity and identity of Queen Victoria Market (QVM), the significant listed heritage place and QVM must be considered holistically, including the Food Hall area, and visual sightlines are critically important and impactful.

We await a Master Plan for Queen Victoria Market and understand one will (should) be done following the updated Conservation Management Plan for Queen Victoria Market, said to be scheduled for April 2022. This Agenda item, which relies on an out-dated 2015 *Precinct* Master Plan rather than a best practice dedicated **current Master Plan for QVM** itself, should be reviewed and reassessed following completion of these pivotal updated documents. Otherwise plans, including those for the Food Hall in this application and documentation, lack relevance and currency and will thus present a serious risk for Queen Victoria Market and potential loss for Melbourne and its liveability and character.

The Burra Charter (ICOMOS) stresses a cautious approach to change and to managing heritage places of outstanding cultural heritage significance to the Australian people, which includes Queen Victoria Market. Proceeding without a dedicated current QVM MP and basing change on a 2015, pre-Covid **Precinct development** MP would be misguided, poor planning, engagement and heritage practice and would be irresponsible and lacking needed resilience in a enormously changed Covid urban world.

“Article 3. **Cautious approach** 3.1 Conservation is based on a respect for the existing fabric, use, associations and meanings. *It requires a cautious approach of changing as much as necessary but as little as possible.*”

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### 2.3.2 QVM Peoples Panel Report 2018 (page 20)

As stated in the documentation this was to inform future recommendations to Council.

- Now dated and pre-Covid, the PP recommendations are greatly diminished in relevance and applicability to the now greatly-changed future
- There are considerable **issues and reported errors with People's Panel's recommendations** in this document, as advised by participants, including traders, the Friends of QVM and the RHSV participants. These need to be corrected and rectified. This includes on infrastructure, operational requirements, trader's needs and, significantly, car parking.

Reassessment is needed for the changed Covid world with its altered (diminished) CBD use, retail, social gathering and events in the urban environment in this new, unprecedented future.

Key principles and objectives listed such as "*diversify the offer and free up more space for new traders and events*" is not supported as a true outcome of the PP by many participants and is also not supported in the current Covid city environment. No projected studies or evidence indicate change in that direction, indeed it is contraindicated with a very significant decline in urban events. A back-to-basics traditional fresh food and produce market shopping *experience* is, however, favoured, that is, with authentic use of QVM for its listed cultural heritage values, also capitalising on the national and international high growth area of *cultural heritage tourism*, an authentic experience, a valuing of the traditional. Hence the genuine historic, architectural and aesthetic values and attributes of QVM including sightlines are critical to maintain and are an increased asset and drawcard if managed appropriately. Open air parking convenience for market shoppers begs re-consideration for a myriad of reasons now including health and safety, accessibility and the integrated traditional market experience as theatre.

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### The new Covid world and its significant changes demands reassessment

#### Council needs to be resilient in the face of this crisis

#### Pre-2020 plans are redundant and irrelevant

Things have changed significantly since early 2020, and even since August 2021. **New, post-Covid urban considerations, consultations and plans are needed.** Previous assessments and plans are no longer relevant, applicable or reasonable in this significantly altered retail, CBD, trading and public gathering environment.

- The Market was not traditionally an event, entertainment and hospitality venue and this introduces a totally new use. This is not substantiated by a current business case.
- The kind of '*hospitality*' referred to in this documentation is reported widely as in serious economic difficulty, along with '*events*' - they have very significantly declined in the CBD, with no confirmed path for growth into the future, one which remains insecure and unknown. General business is also severely impacted. The

previous Future Market Strategy is in these exceptional circumstances meaningfully outdated. The previous 'market renewal program' has lost relevance in this new, unprecedented Covid world.

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**Adequate time has not been provided for the community and key stakeholders to read, assess and write considered submissions** (including the documents referred to). This is inconsistent with various City of Melbourne strategies and policies. Refer, for example, to the copy endorsed by FMC recently for the CoM "*Draft Inclusive Melbourne Strategy 2021-31 for community engagement*", and my submission, 19 October 2021. (copy of my previous submission to this is attached to Agenda item 6.6)

In line with stated inclusion and community engagement priorities, unanimously endorsed at FMC 19/10/21, it was requested:

- "some specific outcomes such as a Community and Stakeholder Reference Group for Queen Victoria Market and a Community Advisory Group for Heritage, both which have already been long requested by community members, stakeholders and committed resident, friends and community groups who have been seeking inclusion and participation in planning and decision making. Formation and embedding of these Committees into city decision-making processes..." is requested.

"Priority 3: (is) **Empowered, participatory communities** *We want to encourage participation from all community members, ensuring that people feel heard and their needs are addressed.*" We urge implementation of this.

It continues:

- " People have the capacity to identify local needs and are empowered to lead change in their neighbourhoods. .
- All people can participate in city decision-making."

We are urging CoM to enable us to have the time to participate and make considered submissions to FMC, something still denied in these two Applications on the FMC Agenda today. Hence we are requesting a deferment of the two Agenda items.

Page 14 of the above CoM document states: "The community engagement provided valuable insights centred on themes of **representation, opportunity, accessibility and participation**. People understood inclusion as feeling a sense of belonging, **having a voice** in community decisions, and visible diversity in the community."

- However, we feel we are being excluded not included and enabled here and our voices are being denied, curtailed or disadvantaged by the inadequate timeframes between receiving FMC Agenda items and their documentation and the 2 to 2 and a half business days allowed for very significant amounts of complex reading, analysis, research, consultation and the writing of submissions..

Page 16: "Our services, programs and places **We commit to making all services, programs and places delivered by the City of Melbourne accessible and equitable.** Accessibility includes physical access, as well as making everyone feel secure, comfortable and welcomed. **Our programs will support the needs and priorities of all communities."**

- We are not receiving this commitment in the two QVM Agenda items in today's FMC.

... Page 21: "Priority 3. Empowered, participatory communities This priority aims to build connection and empowerment. We want to encourage participation from all members of our community."

- Yet we have possibly hundreds of pages of documentation attached and referred to as relevant and between Thursday evening and 10am Tuesday to research, analyse, consult, form assessments and write submissions! Even CoM staff who were contactable such as Director Rob Moore agreed it was not reasonable and deferral was an appropriate request and action. He understood relevant CoM staff would be pleased to consider our **request for these two Agenda items to be deferred for at least two weeks**, to enable time for community inclusion and participation in submissions and decision-making at FMC. (reasonable time for community and stakeholders.) Larry Parsons, who is presenting 6.1 was not contactable by phone (necessary with one business day remaining), with Council advising he did not have a telephone number listed at CoM, and his new senior manager, Kristal Maynard tried to make herself available and it is reported was/is sympathetic.

On page 3 of the pdf of my previous submission re Community Engagement, 19/20/21 I requested CoM "makes documentation for FMC available to the community and stakeholders (and Councillors) one month prior to the FMC at which it will be presented.

- o Currently documentation, amounting sometimes to hundreds of pages of complex maps and materials, is listed late on Thursday for public submissions by 10.00am Tuesday. This effectively amounts to two business days for the community, and limits community participation in council decision-making.
- o Community groups are volunteer based, often have other jobs and occupations, and much greater time is often needed for submissions to be discussed amongst community groups and associations and submissions prepared.
- o Best practice community consultation and opportunity for participation and inclusion in decision-making such as this requested extension of time between document provision by Council and deadline for submissions to council (FMC) will allow greater time for consultation, result in more participation by community, enable more of the inclusion this Strategy states it seeks, and you will end up with better submissions and better outcomes for Council, for Melbourne and for communities."

Yet the community and stakeholders have faced the same impossible, inconsiderate, *dis-able-ing* 2 effective business days and multiple Agenda items for QVM for today's FMC. Our voices have not been heard and/or have not been acted on yet and CoM are not acting on implementing their

written and endorsed principles of enabled participation of community in decision-making, including at FMC. We request that changes. At least two weeks minimum should be allowed for community to read, consider and write submissions, and preferably one month for complex items such as these two in the Agenda for QVM today.

It is also a health and safety issue for community and stakeholders, whereby those who do not heave a sigh and give up, finding the requirements, task and timeframes provided by CoM impossible for them to participate, find themselves required regularly to forgo sleep or 'do an all-nighter' in order to complete some sort of adequate submission. Loss of sleep is known to have a serious impact on health and well-being, to the extent that CoM has for years now responded promptly and efficiently to residents reporting light intrusion affecting their sleep. This duty of care in relation to Community inclusion and to enabling community participation in reasonable, ways with acceptable timeframes and workloads has not yet been acknowledged and resolved by Council and at FMC.

We urge implementation of the principles and priorities espoused re Council's community engagement strategies, principles and priorities and inclusion in decision-making..

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"We have requested a **Community and Stakeholder Reference Group for Queen Victoria Market**, which considers plans and proposals before they are finalised, presented to FMC or enacted, and that it includes representation from The Friends of Queen Victoria Market, the Royal Historical Society of Victoria, Protectors of Public Lands, Walk in St Kilda Rd & Environs, the National Trust of Australia (Vic.), the Queen Victoria Market Traders, experts in heritage, marketing, planning and markets, and community members.

o This is supported by this draft inclusion Strategy document and its Priorities, for example Priority 3 Outcomes and the other priorities listed above. It will help embed community participation in city decision-making." (B. McN submission Community Engagement, 19/10/2021)

Without this the voices of community and stakeholders are not included, plans and outcomes are not best practice and community engagement and participation will remain compromised.

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### **Permit issues**

Re: Key issue: "9. *The proposed demolition is supported as it is associated with redevelopment of the site, with prior approval for the redevelopment granted by Heritage Victoria (Heritage Permit P35301).*"

However, the public, community and key stakeholders are not informed and have not been engaged or enabled to participate.

Additionally tests, investigations, plan documentation and information that are a condition of the HV permit and form part of that Permit have not been provided, the Permit thus not being complete. Should that not be completed first so that the HV Permit is final and complete, including prior completion of investigative testing?

- A **construction management plan** was required to be prepared and submitted to HV, and reviewed and endorsed by HV first. It was to become part of the HV Permit. Has this been done? If so, this has not been shared with the community and key stakeholders, and that engagement and documentation provision should occur and is requested prior to submission to HV and prior to planning permit request/application.
- The **name of a suitably qualified structural engineer** for proposed demolition works was to be sourced and provided to HV prior to works progression, and, it is thus assumed, application for a Planning Permit (as it is a condition of the HV Permit)
- **Final detailed design drawings** were to be submitted to HV as a condition of the Permit and required the written approval of Heritage Victoria. This has not been disclosed to the community and key stakeholders.
- **Historical archaeological investigative report** – this was to be prepared and should be disclosed to the community and key stakeholders prior to submission to HV and prior to planning permit request.
- **Investigations of excavation of two test trenches** were to be conducted as a trial, and these should be shared with community and key stakeholders prior to submission to HV and prior to planning permit application.

It is understood that as the above are required or conditions of a Heritage Permit and as the community and key stakeholders have not been provided with this information and documentation and it is not provided with the Agenda item documentation, that these should be completed and disclosed to community and stakeholders first, then provided to Heritage Victoria for their review and assessment, which should then be shared with the community and stakeholders, before the planning permit application is made.

The above are requirements of Permit P35301 including test investigations and are conditions of the Permit, necessitating submission to HV for their assessment, review and satisfaction prior to the final Permit and work commencement. Until that is done, including community engagement, the permit is not enabled and it is understood this Agenda item 6.1 for a planning permit application is thus premature.

There are issues in the 'Notes' and permit details in the documentation for this Agenda item. There are apparent confusions between permits and approvals and requirements and the order or timing of each, eg between "planning approval for the demolition in the Capital City Zone, Schedule 1 (CCZ1)" (page 19) and the requirements of the as-yet incomplete Heritage Victoria Permit. On page 19 it is stated that "The considerations relevant to this application are limited to the purpose and decision guidelines of the CCZ1 regarding demolition" and "Heritage is not considered in this assessment as Heritage Victoria is the decision maker for heritage matters in this instance." Yet HV specifies the previously listed requirements, including plans and test investigations, to complete its permit, and that is not yet done. At the same time this document claims, implies or assumes the HV Permit is final and complete, and it appears that is not so. It seems, in the absence of allowing adequate community engagement and sufficient time for consideration of the large amount of relevant documentation, that the cart may also be being put before the horse here.

Whilst relevant Permits are required prior to commencement of the work, it would seem that the test trenches would and should comprise the initial planning permit and not the full works (yet to be finalised for the HV permit).

This needs reconsideration and clarification to the community and stakeholders before the matter is voted at FMC.

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**Re: Key issue 8:** “8. Key issues for consideration of the application is **the appropriateness of the proposed demolition in the Capital City Zone, Schedule 1 (CCZ1).**”

This is important, but adequate time has not been allowed for community and key stakeholders to research, consider and assess this.

**Re: Key issue no. 10:** It is a significant omission not to include heritage and fresh food and produce operating 19<sup>th</sup> century market along with “retail and visitor destination”, as this is listed as a significant heritage value (VHR): “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. [Criterion G]

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**Dozens of documents and hundreds of pages – ‘Mission Impossible’ is the task set by CoM for community – not engagement and decision-making participation**

Other relevant documents referred to but not provided and for which the public was not allowed reasonable time needed to source, read, assess, consult and consider in the (effectively) two business days provided for this Agenda item at FMC include:

- “The applicant has provided an approved **Cultural Heritage Management Plan (CHMP)** in support of the application “, page 8.
- Melbourne Planning Scheme Incorporated document: *Heritage Places Inventory February 2020 Part A (Amended May 2021)* (the **Inventory**), page 8.
- Victorian Heritage Register (**VHR**) (Reference Number H0734)
- the National Heritage List (Place ID 106277)
- “These trees are planned to be removed as part of a separate approved planning permit application (**TP-2020-101**) that will introduce a new waste and service hub and provide hard and soft landscaping.” – page 9.
- Pages 10-11: **seven relevant Permits** listed
- **Victorian Planning Scheme Amendment VC211** – stated as “of relevance” on page 11.
- **Queen Victoria Market Precinct Renewal Master Plan 2015**, page 11
- Clause 21.17 of the Melbourne Planning Scheme (MPS), page 11
- **QVM Peoples Panel Report 2018**, page 12
- The Table **2: Plans / Reports considered in assessment**, on page 13, lists 5 drawings/reports used in the assessment, including quantity survey, planning reports and copy of title, for which completely inadequate time has been provided for public,

community and stakeholders to access, limiting our assessments , preventing submissions and our participation in decision-making at CoM and in this Agenda item.

- Statutory controls in the Melbourne Planning Scheme, various listed over pages 15 to 19.
- The **Capital City Zone, Schedule 1 (CCZ1)**, page 2.

### **Inclusion in Principle but not in Practice**

Matters are listed for Future Melbourne Committee, stated and intended to include community and stakeholder engagement and allow their submissions and participation in FMC decision-making.

Allowing effectively two business days however dis-allows and prevents that engagement and participation. It does not provide adequate time for, researched, effective participation and properly considered submissions. Fir example, this Agenda item and its listed and referred to relevant documentation amounts to possibly several hundred pages.

**It is requested that this Agenda item be deferred and that more time be provided for community and stakeholders to consider the matters and to access, read and consider the extensive documentation.**

This is needed to comply with inclusion, to enable informed, effective, considered submissions and community participation in decision-making, in compliance with various policies and strategies of CoM, including those endorsed at FMC 19 October 2021 "*Draft Inclusive Melbourne Strategy 2021-31 for community engagement*".

I hope this is helpful. It us important.

## Draft Inclusive Melbourne Strategy 2021-31 for community engagement

Agenda item 6.5, 19 October 2021

Presenter: Linda Weatherson, General Manager Community and City Services

Submission: B. McNicholas, heritage, marketing and planning professional; Director. Walk in St Kilda Rd & Environs

18 October 2021

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Dear Lord Mayor Sally Capp and Councillors,

Of course, the principles in this draft Strategy for inclusive community engagement are applauded and supported.

It is requested that you **add to the Strategy document** some additional specific inclusions, such as **heritage considerations**, which seem to have been excluded but heritage is a major feature of the CoM, its lands, liveability and its management responsibilities, as well as a significant **priority** to many in the community, meriting inclusion to specify that heritage places are discretely managed for their specific listed attributes and values, and are not part of non-heritage listed place recovery plans and general events.; and some specific **outcomes** such as a **Community and Stakeholder Reference Group for Queen Victoria Market** and a **Community Advisory Group for Heritage**, both which have already been long requested by community members, stakeholders and committed resident, friends and community groups who have been seeking inclusion and participation in planning and decision making. Formation and embedding of these Committees into city decision-making processes would be a welcome addition to this document, belonging there as demonstrated Outcomes of this Strategy work for inclusive, responsive community engagement implementation to embed community decision-making at Council.

Whilst social, economic and environmental are listed as the three integrated considerations, heritage should be considered as a **fourth key parameter or priority**, but it is important to note that heritage needs to be considered in terms of excluding heritage places from general events and general open space areas.

**Note:** The heritage inclusion is for assurance that heritage considerations will occur so that heritage places and heritage greenspaces **will not** be considered general open space for events, for recovery or other etc ... but afforded the protections warranted by their heritage listing, and activities in their sites and land spaces considered under Heritage policies and planning dedicated to the heritage place itself and its values and attributes, as discrete heritage-place-specific management.

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## For Priority One:

- “● Our services, programs and places are responsive to the evolving priorities of our diverse communities.
- Our services, programs and places are welcoming, safe, accessible and affordable for all.
- Our information is accessible, and messaging is inclusive.”

## Priority 3:

**Empowered, participatory communities** We want to encourage participation from all community members, ensuring that people feel heard and their needs are addressed.

- People have the capacity to identify local needs and are empowered to lead change in their neighbourhoods.
- People and communities are connected and participate fully in community life.
- **All people can participate in city decision-making**.”

Page 14: “The community engagement provided valuable insights centred on themes of **representation, opportunity, accessibility and participation**. People understood inclusion as feeling a sense of belonging, **having a voice** in community decisions, and visible diversity in the community.”

Page 16: “Our services, programs and places We commit to making all services, programs and places delivered by the City of Melbourne accessible and equitable. Accessibility includes physical access, as well as making everyone feel secure, comfortable and welcomed. Our programs will support the needs and priorities of all communities.” ...

“We will create safe, inclusive recreation facilities and programs that support the community’s physical health and mental wellbeing. We will improve the accessibility of our facilities...”

Page 21: “**Priority 3. Empowered, participatory communities**

This priority aims to **build connection and empowerment**. We want to encourage participation from all members of our community.”

“We will foster reciprocal relationships with different parts of our communities, including Traditional Custodians, community organisations, residents, workers, businesses, students and other precinct and neighbourhood-based stakeholders. We will bring groups together to forge connections, share ideas and learn from each other.”

## Outcomes:

“**People** have the capacity to identify local needs and are **empowered to lead change in their neighbourhoods**.”

“**All people can participate in city decision-making**”.

Page 23:

“**Working in partnership will be vital to creating a genuinely Inclusive Melbourne.**

In implementing the strategy, we will collaborate with Traditional Owners, government, business, community organisations and stakeholder groups. We will achieve the priorities and outcomes through delivering them ourselves, **collaborating with others and advocating for change**. We will advocate with all levels of government and other partners to deliver this strategy acknowledging our shared **responsibilities in progressing inclusion. We**

Embedding a community development approach”

---

**Recommendation:**

We have already requested this year, and now recommend these be included in Outcomes in this Strategy, that for accessibility, safety, community participation, health and well-being and in response to community request, that CoM:

- makes documentation for FMC available to the community and stakeholders (and Councillors) one month prior to the FMC at which it will be presented.
  - Currently documentation, amounting sometimes to hundreds of pages of complex maps and materials, is listed late on Thursday for public submissions by 10.00am Tuesday. This effectively amounts to two business days for the community, and limits community participation in council decision-making.
  - Community groups are volunteer based, often have other jobs and occupations, and much greater time is often needed for submissions to be discussed amongst community groups and associations and submissions prepared.
  - **Best practice** community consultation and opportunity for participation and inclusion in decision-making such as this requested extension of time between document provision by Council and deadline for submissions to council (FMC) will allow greater time for consultation, result in more participation by community, enable more of the inclusion this Strategy states it seeks, and you will end up with better submissions and better outcomes for Council, for Melbourne and for communities.
- As requested, limiting Future Melbourne Committee meetings to once a month will enable community, stakeholders and Councillors time to prepare, consult and research, rather than being overwhelmed by the current system which hardly allows a break between meetings and their significant agenda items. Best practice would provide the space and time for more effective considerations and best practice outcomes.
- Allow community to attend FMC and ask questions in person
- When using zoom for FMC meetings, allow visuals of community members and allow community members who have presented the right of reply to comments by Councillors.
- Officers and Councillors should be contactable. That Council officers and Councillors have a telephone number that is accessible to the community (in lockdown and outside of it).
- That all Councillors should be available to meet with community, by zoom or in person (now that lockdown is ending)
- That a draft is circulated for comment before the final document is sent to FMC
  - This would allow for the identification of any errors before it goes to council – and is an avenue for greater participation for the community in decision-making as you state is a strategy here. It would be a best practice, inclusive approach.

- We have requested a **Community Advisory Group for Heritage**, which considers proposals and plans for heritage listed lands/parks and places before they are finalised or presented to FMC, for a new Heritage area at the City of Melbourne, for some time now.
  - This is supported by this draft document and the listed Priorities in this draft Strategy, for example Priority 3 Outcomes and the other priorities listed above. This will help embed community participation in city decision-making.
- We have requested a **Community and Stakeholder Reference Group for Queen Victoria Market**, which considers plans and proposals before they are finalised, presented to FMC or enacted, and that it includes representation from The Friends of Queen Victoria Market, the Royal Historical Society of Victoria, Protectors of Public Lands, Walk in St Kilda Rd & Environs, the National Trust of Australia (Vic.), the Queen Victoria Market Traders, experts in heritage, marketing, planning and markets, and community members.
  - This is supported by this draft inclusion Strategy document and the Priorities, for example Priority 3 Outcomes and the other priorities listed above. It will help embed community participation in city decision-making.

---

### **Greater Privacy provision will assist Inclusion and Participation**

That CoM also respect the right of community members to choose privacy.

e.g. In a recent CoM submission age/DoB was requested, yet some people do not want their age registered with the City of Melbourne, and this can discourage community participation, inclusion, messaging and submissions.

### **Medical Health Privacy**

Similarly, it is known that some people in the community who are eligible for reduced rates of Fire and other services no longer claim them since the City of Melbourne has added them to their Rates accounts as they feel it is humiliating for them to be declared and listed formally in their community, at their Council, as *'disabled'* or a *"pensioner"*. Some do not claim these, Rates discounts and other services and discounts they are entitled to at CoM as a disabled person or vulnerable pensioner, again, because they do not want to be listed in their community, at their local council, as such and fear, feel, it would affect their standing and may impact opportunities. For example, Disabled or pensioner discount is listed on Rates information documents and that is included in documentation for home sales and becomes part of a publicised record widely distributed. Perhaps the words could be excluded on the Rates documentation, or, for example, using *'discounted rate'*, if it is necessary to even list that rather than simply an amount.

### **Recommendation:**

That you add:

- CoM will organise to provide secured privacy eg options on not having to record, submit or publicise personal identifying and medical health information. This will enable greater inclusion and participation.
- CoM will consider ways to allow disabled community members and pensioners to access their offered Rates discounts, Fire Services Property Levy discount (State Government but

now added to Rates, CoM) and services in a way that restricts that information in a 'ring of steel' and does not share it throughout the CoM or with the general public or list it on Rates notices, (which are published for property sales, sometimes shared and used for other purposes... )

- CoM may consider separation of Fire Services Property Levy from Rates accounts etc ...

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Page 17:

"Our services, programs and places are responsive to the evolving priorities of our diverse communities. Our services, programs and places are welcoming, safe, accessible and affordable for all".

"Our information is accessible, and messaging is inclusive."

- Add – **Messaging and communications to be secure and private for the community when requested.**

### **Recommendations:**

**Increased security for personal information at Council**

**Greater security of personal email addresses and community contact information at Council.**

**Formal Council Blocking and Prohibition of email (and other community personal data) harvesting from Council.**

'Messaging' is two -way and is currently not assured as safe and secured for community participation, limiting inclusion.

- It was requested early in 2021 at FMC, that the CEO CoM formally regulates that LM and Councillors and prospective LM and Councillors (or others) may not harvest email addresses or other community personal information from Council.
  - o eg Harvesting of community email addresses from Council communications by Team Capp at the end of 2020 for private campaigning purposes may act as a deterrent for community participation and messaging, hence acting against inclusion and this Strategy.
  - o It is again requested to the CEO and in this Strategy that an outcome be that community email addresses are given greater IT protection in the form of **blocking from harvesting** and are thus offered more security at CoM.
  - o This assurance that community email addresses and other personal information will not be appropriated from Council for other purposes is best practice and will result in more confidence of community in communicating and messaging with Council and making submissions ie will result in greater participation and more inclusion.

---

Page 20:

"Our Council Plan initiatives deliver a long-term, sustainable recovery through integrating social, economic and environmental priorities."

### **Recommendation:**

**Note** that heritage must be given separate, elevated status and managed independent of general events and recovery plans. This must be clear and considered. The many heritage-listed places and parklands in the City of Melbourne need to be discretely considered under specific heritage management plans for each heritage listed place. When you state in this draft Strategy that: *'Our Council Plan initiatives deliver a long-term, sustainable recovery through integrating social, economic, and environmental priorities'*, this must be clear.

---

Thank you for this opportunity to make a submission to this draft Strategy, albeit, given the very limited time frame provided, a hurried one. I hope it is helpful.

It reflects broad community feedback and requests for inclusion and accessible, embedded participation.

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Mary-Lou Howie

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.1, Planning Permit Application: TP-2021-603, Queen Victoria Market, Food Hall, 68-81 Victoria Street, Melbourne

Alternatively you may attach your written submission by uploading your file here:



[food\\_court\\_submission\\_agenda\\_6.1\\_9\\_nov21.docx](#) 1.58 MB ·

DOCX

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

## 6.1, Planning Permit Application: TP-2021-603, Queen Victoria Market, Food Hall, 68-81 Victoria Street, Melbourne

Dear Lord Mayor, Deputy Lord Mayor and Councillors,

As there are few planning and heritage constraints outlined on this agenda item I would like to comment on the following points only:

Reference to the *Queen Victoria Market Precinct Renewal Master Plan 2015*

### *2.3 Relevant Strategic Documents*

#### *2.3.1 Queen Victoria Market Precinct Renewal Master Plan 2015*

*The Queen Victoria Market Precinct Renewal Master Plan (the Master Plan) is a reference document under Clause 21.17 of the Melbourne Planning Scheme (MPS).*

*The Master Plan sets a broad vision for the market ... with commendable sentiments that follow this statement. However*

- Melbourne is still reeling from the effects of the COVID catastrophe. Melbourne has changed. COVID has created a whole new dynamic not reflected in the in the QVM *Market Precinct Renewal Master Plan 2015*. There are far fewer international students living in the CBD and the effects of the hybrid working model will severely effect how Melbourne operates. I therefore believe that this document which was written 6 years ago, the *Queen Victoria Market Precinct Renewal Master Plan 2015*, is now outdated and irrelevant and a re-think and review must take place.
- The reference cites a 'QVM Precinct Renewal Master Plan', which is confusingly shortened to '(the Master Plan)'. There is no discreet QVM Master Plan document that protects QVM's elevated heritage significance. There is only a QVM **Precinct** Master Plan which includes the surrounding area in which QVM is located and it is used interchangeably and confusingly as **the** QVM Master plan.
- If the CoM is dedicated to protecting QVM's heritage and the economic benefits it brings to Melbourne, a specific, discreet QVM Heritage Master Plan that protects this place, Queen Victoria Market which is of elevated heritage significance, must be created and enshrined.

### **2.1 Planning Application History.**

This details the multiple building constructions TP that will take place on site mainly in and around Queen St between the Upper and Lower Markets. This does not include the construction of the proposed high rise developments on QVM's perimeter on Queen St (opposite the car park) and on Franklin St (Southern Site). 2.1 cites the demolition and refurbishment of the Food Court, a new centralised waste and recycling facility ( an untested facility weirdly placed in the centre of the market), retractable gates and bollards and associated landscaping, demolition of the meat market annex and toilet block, the demolition and construction of the 'Trader' shed and the demolition and construction of the 'Northern' shed.

The market traders who have suffered so much through COVID will not survive this mega construction that is planned in and around the market. Neither will it attract or retain customers, international students nor tourists if and when they return. QVM will become a

construction zone, a deterrent to visitation, driving away all that makes it great and will become Melbourne's great white elephant. Activating a post construction dead city will be impossible. QVM's reputation as an example of the last remaining of Melbourne's great 19<sup>th</sup> century markets will be thoroughly trashed.

In addition, customers and traders hope many lessons have been learned from the appalling demolition and construction process experienced in the restoration of the heritage sheds. Customers and traders were subject to continual and unbearable construction noise, dust and toxic air. Ineffective shielding and curtaining allowed dust particles to cover fresh food and merchandise. Poorly thought out customer access to the trading sheds infuriated traders and inconvenienced shoppers, caused a huge drop in custom and income to traders who were also coping with COVID restrictions.

My last point concerns the misrepresentation of the **People's Panel recommendations**.

As one of the stakeholder members of the People's Panel, I can attest that the panel did NOT form many of 'the following key principles (and objectives)' cited in 2.3.2 relating to QVM's aging infrastructure, operational requirements, trader needs and car parking.'

To follow, the key People's Panel recommendation regarding trader infrastructure:

**'People's Panel Recommendation 1:** Infrastructure for traders: review of infrastructure (storage and amenities)

- Re-test initial consultation with traders
- Undertake a thorough audit of trader wants and needs – Trader feedback is that much of the infrastructure is not required & that such gold plating will lead to higher costs and rent to their businesses
- Questioned the excessive amount of storage being offered
- Recommended a formal and regular review and consultation process to ensure future upgrades are aligned with trader wants and needs
- **Recommend that trader surveys be conducted by independent auditors.**

Rationale: Feedback from traders on the people's panel suggest that the infrastructure provided is **excessive and unnecessary**.'

(In effect the traders on the panel questioned/mistrusted the consultation process, its veracity and outcomes and want an independent audit)

Recommendation 6: Food Court – improve infrastructure/amenities

- Upgrade the Food Court toilets
- Include air conditioning
- Pre-COVID the food court caters for 2000 people per week day and is a strong link between the meat, fish and Victoria St shops. Need a sheltered airconditioned space to relax and eat between shopping.

Note: the recommendation was simple with no mention of demolition and redesign.

There were 14 Recommendations in total. All were arrived at through majority support. I have included photos of 6 key People's Panel recommendations as examples below.



## Recommendation 1

**Recommendation:**

Review of infrastructure for traders (storage & amenities)

**Description:**

1. Re-clarify and test initial 'consultations' and data collection process  
Undertake another more thorough audit of trader wants and needs. Feedback from many of the traders involved in this panel has been that much of the infrastructure (change rooms, showers, lunchrooms) given in our remit is not desired by the traders. Traders are concerned that the gold plating of infrastructure will lead to higher costs and rent to their businesses.

There are also questions around whether the amount of storage being offered to traders is excessive, and may not be justified in all cases.

It is recommended that a formal review and consultation process be implemented at regular intervals (suggest 2-yearly as a minimum), with QVM management working in closer collaboration with traders to ensure future upgrade work is aligned with trader wants and needs.

It is recommended that surveys of traders be conducted by independent auditors to more clearly understand trader infrastructure requirements. The results of these surveys need to be communicated to all traders to provide greater transparency and foster improved collaboration between traders and QVM management.

**Rationale/Reasoning:**

Feedback from many traders involved on the people's panel suggests that the infrastructure provided on the second session for placement in the market is excessive and unnecessary. There is a concern that increasing infrastructure to that proposed scale could result in a larger redevelopment than what is needed.

## Recommendation 3

**Recommendation Heading:**

500 car parks in Munro street, plus 500 car parks to be maintained in existing location (Peel Street side) with the remaining land to be repurposed into open space.

**Description:**

1. Improved flow into split parking facilities (Munro & existing) resulting in improved flow into the market
2. Greening and beautifying the at grade car park plus 500 spaces. This greened car park could be used flexibly for the night market, and other events on non-market days.
3. Principle is that council revisit and reduce parking as required (based on a thorough review of current customer demand for parking and car use in city, and changing customer profiles).
4. Council to introduce a easy-to-use parking validation system (at visitor hub) for car parking to ensure QVM car park is not being used by city workers (or other people who are not shopping at the QVM).
5. Traders should continue to park within their stalls, or provision should be made in the southern development site.

**Rationale/Reasoning:**

- Flexible space
- Less disruption than underground option
- Customer friendly, with choice of above and below ground (Munro) car parking options
- Economically viable
- Flexible for low cost changes in the future.
- In line with supporting the cultural heritage of the market as we know it.
- Ability to use this beautified car park and green open area for cultural and social events outside of core/day market hours
- Validating parking will ensure that only QVM customers park in the market.
- Does not disrupt the cemetery
- Customer flow as we know it maintained

## Recommendation 4

**Recommendation:**

Allow for car parking spaces for vans, buses and large vehicles.

**Description:** Explain what sort of changes you might expect to see in the market with this recommendation (add pictures/drawings to explain practical changes)

1. Caters for the small and large tourist busses, allowing easy navigation to and from their transport
2. Parking for large trader vehicles separate to the public, fulfilling OH&S and Worksafe requirements
3. These larger spaces can be repurposed as required after-market hours usage such as parking for tourist busses or large trucks overnight or for market/public/private event space

**Rationale/Reasoning:**

The large vehicles need convenient parking next to the market, but away from the public  
The tourists need an easy to find parking area with quick access to the market, including and not limited to drop off and pick up points, making it easier for non-English speaking visitors to find their way around.  
The repurposing of this area makes it a more viable option for future use.

The market has had large conventions bring their groups to the market, bringing over 10 busses at a time, e.g. the Jehovahs Witnesses/the Tupperware convention and the number of school groups and when it's cruise ship season.  
The non-English speaking tourists get lost at times, as they get dropped off at one point and picked up at another.

## Recommendation 6

**Recommendation:**

FOOD COURT -IMPROVE INFRASTRUCTURE / AMENITIES

**Description:**

1. Upgrading the toilets in the Food Court
2. Include air conditioning
3. The food court caters for over 10 thousand people a week used by the public as a break in between shopping, school groups, tourist purchasing seafood from the fish section and eating in the food court. It seats over 500 people at a time. In definite need of refurbishment.

**Rationale/Reasoning:**

The food court caters for over 2000 people per week day and is a strong link between the Meat and Fish and the Victoria Streets. You need a sheltered space to relax with a bite to eat and a coffee in between your shopping. In this day and age there is no food court without air-conditioning.

## Recommendation 7

**Recommendation:**

Dedicated Recycling Stations ground level and or below G Shed

**Description:**

1. More Recycling Stations strategically spread around for Customer & Trader convenience
2. Five main Recycling / Waste streams will lead to a Sustainable & Cleaner market
3. 5 Main streams include: Organics/Cardboard/Commingled(Plastic/Glass Food & Beverage Containers)/Plastic Film (LDPE) & General Waste. Increased resource recovery will lead to time efficient & cost effective market operations
4. Recycling Stations Improves OHS / safety due to less movement in around sheds
5. Continue with Central Recycling & Waste Transfer Station in G Shed either above ground or below where practical.
6. Suggested areas for Recycling Stations could include main walk- ways / centre ways , particularly A & B Shed / Queen St / heavy foot traffic areas & food courts
7. Central Recycling area in G Shed may be able to have below ground Meat Rendering & Fish Offal sorting handling area
8. Ongoing Education Program for the traders & public critical for success

**Rationale/Reasoning:**

1. Improves resource recovery rates and therefore reduction in general waste disposal.
2. Improved recycling stations will lead to a cleaner & sustainable market
3. Easier customer & trader usage and a more cost effective compared to the current system
4. Revamped Recycling & Waste System in line with worlds best practice and other markets
5. Revamped Recycling improves safety due to less movement and current outdated system
6. Visually better recycling/waste system for the benefit of customers & traders

## Recommendation 10

**Recommendation:**

Increased customer focus for the Market

**Description:**

1. Further qualitative research should be undertaken (customers and non-customers) to determine what they would like to see at the market.
2. Increased promotional marketing of the day market to drive people to the market.
3. Improved directional signage within the market.

**Rationale/Reasoning:**

Customer needs to be at the heart of everything we do - symbiotic relationship between traders and customers.

In conclusion, the Council might like to refer to the Burra Charter when considering changes to a place of Victorian and National significance such as QVM.

The Burra Charter is a document published by ICOMOS (International Council on Monuments and Sites) which defines the basic principles and procedures to be followed in the conservation of Australian Heritage places.

It states:

Page 3, "Why conserve?"

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience."

"These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained."

Submitted by Mary-Lou Howie, President, Friends of Queen Victoria Market Inc

Tel:            Email: [Howie.marylou@gmail.com](mailto:Howie.marylou@gmail.com)

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Chris Langford

**Email address: \***

[REDACTED]

**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.2 Planning Permit Application: TP-2021-318, 299 Bourke Street and 278-286 Little Collins Street, Melbourne

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

Yes

**If yes, please indicate if you would like to make your submission in person, or via a virtual link (Zoom) to the meeting. Please note, physical attendance will be limited in accordance with City of Melbourne security protocols and COVID-safe plans and be allocated on a first registered, first served basis. \***

I wish to make by submission via Zoom

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Simon T. Morris

**Email address: \***

[REDACTED]

**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.2 Planning Permit Application: TP-2021-318, 299 Bourke Street and 278-286 Little Collins Street, Melbourne

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

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I wish to make by submission via Zoom

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Vaughan Connor

**Email address: \***

[REDACTED]

**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.2 299 Bourke Stret, Melbourne

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

Yes

**If yes, please indicate if you would like to make your submission in person, or via a virtual link (Zoom) to the meeting. Please note, physical attendance will be limited in accordance with City of Melbourne security protocols and COVID-safe plans and be allocated on a first registered, first served basis. \***

I wish to make by submission via Zoom

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Tristan Davies

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title: \*** 6.2 Planning Permit Application TP-2021-318, 299 Bourke Street and 278-286 Little Collins Street, Melbourne

\*

Alternatively you may attach your written



submission by uploading your file here:

[6.2\\_planning\\_permit\\_application\\_tp2021318\\_299\\_bourke\\_street\\_and\\_278286\\_little\\_collins\\_street\\_melbourne.docx](#)

91.90 KB · DOCX

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

Melbourne Heritage Action supports council's concerns about the integration of shopfronts with the upper heritage facades, and would go a step further by suggesting to the developers the possibility of recreating the form of the building's original shopfronts

Overall the additions proposed to the building are very acceptable from a heritage perspective, and should be supported. We would however like to see stronger council support in advising Heritage Victoria that retention of interior elements is important on this site, especially with the intact columns, tiles, staircase and ceilings on the 1st Floor (previously Coles Cafeteria). We would also like to see further evidence of the level of intactness of the upper floor gymnasium with a full heritage impact statement, before support of its destruction is given by Council.

Given Bates Smart were ironically responsible for the loss of much of the Art Deco interior of the building in the 1980s in a time when Art Deco wasn't often not considered heritage worthy, we would ideally love to see plans that enhance what is left of those interiors, and if possible recreate elements of the Coles Cafeteria as part of the new tenancy on the 1st floor. While the interiors are not listed by council, they should be covered by the HV listing, and therefore council should be able to comment in support of upholding these interiors as part of their input to the final decision.

While the addition of a pedestrian link in Union Lane is a positive in terms of pedestrian amenities, we would again like to point out that this is however another intervention into Union Lane that will likely further diminish the space available for street art in this council approved 'legal lane', after already losing an entire side of the laneway wall for open shopfronts and loading dock facilities, which already will likely make the use of the lane by street artists less likely due to constant surveillance. The loss of Union Lane as a street art destination (coinciding with the council approved demolition of the Hub Arcade laneway and its iconic 'Chuckle Park' laneway bar) removes an important amount of variety from this block of the city, where a mix of its 'grungy', artistic, 'hidden' bar, and cafe culture style laneways now be taken over by a monoculture of upmarket retail.

We also support the council in its disappointment at the loss of a through link between Bourke Street and Little Collins, which precedes even the current heritage building back to the famous Coles Book Arcade in the 19th century. Perhaps when this development proceeds, Council could also look at ways to collaborate with the building's owners and future tenants to bring heritage interpretation of the Coles Book Arcade into the final layout of the ground floor.

Thanks,  
Tristan Davies  
Melbourne Heritage Action





Surviving art deco details on the 1st Floor that should be enhanced.



Photo Evidence of original shopfront layout to Bourke Street.

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Kaye Oddie

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title:** Macaulay Structure Plan 2021

\*

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting.** Please see attached submission.  
**Submissions will not be accepted after 10am.**

Alternatively you may attach your written submission by uploading your file here:



[submission\\_from\\_kaye\\_oddie\\_to\\_fm\\_committee\\_9\\_nov\\_item\\_6.3\\_macaulay\\_structure\\_plan\\_2021.pdf](#)

427.51 KB · PDF

**Please indicate whether you** No

would like to  
address the Future  
Melbourne  
Committee live via  
phone or Zoom in  
support of your  
submission: \*

Kaye Oddie

North Melbourne 3051  
[koddie@bigpond.com](mailto:koddie@bigpond.com)

Nov 3, 2021

Lord Mayor & Councillors  
City of Melbourne

**FUTURE MELBOURNE COMMITTEE MEETING  
TUESDAY 9 NOVEMBER, 2021  
AGENDA ITEM 6.3 - MACAULAY STRUCTURE PLAN**

**SUBMISSION**

The ink is barely dry on Melbourne Planning Scheme Amendment C190Part 2 and its DDO63 controls and the Council is changing the planning rules yet again ... this time with the Macaulay Structure Plan 2021 ... and in a number of ways for the worse.

In this submission, I would like speak in particular about Shiel Street, of which I am a long-time resident.

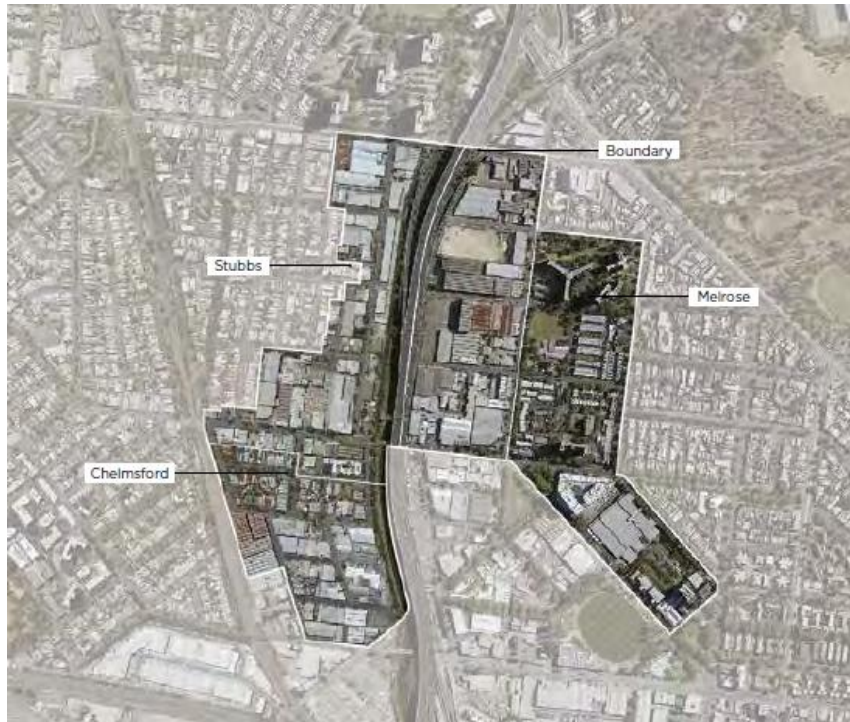
**Background**

It was understood that the AmC190 Clause 43.02 Design and Development Overlay DDO63 controls were interim until the Macaulay Structure Plan was finalised. However, the Minister in his AmC190 Directive (cf Appendix B) did not advocate for a lessening in controls, but sought greater clarity, expression and management. The Council has stated in the Structure Plan that the interim controls, based on building height and setback, had led to (too) high density developments.

Using the recent developments (built or with permit) in Haines St, North Melbourne (now 'Melrose Precinct') as examples, it was Council and VCAT decisions that ignored the emerging 'interim controls' and these decisions contributed to the too high (up to 13 storeys), low/no setbacks, 100% site coverages, overshadowing, high density buildings.

**Shiel Street**

Shiel Street is an established residential street with predominantly low-rise 1-2 storey Victorian buildings along its northern side. It is a Heritage area and is an attractive, wide, tree-lined street. It is part of the Hotham Hill which slopes down to Macaulay Road. It is designated an 'Interface Street' in that the southern side forms part of the Macaulay Structure Plan area (Melrose Precinct).



Under the existing Planning Scheme Clause 43.02 Design and Development Overlay DDO63, the following Objective is directly relevant to Interface Streets (emphasis added):

- To create a compact, high density, predominantly mid-rise 6-12 storey walkable neighbourhood that steps down at the interface with the low scale surrounding established residential neighbourhoods.

and in Built Form Outcomes:

- Deliver a scale of development at the interface with established low-scale residential development that provides an appropriate transition in height and minimises the visual impact of upper levels.

and for Shiel Street, specifically:

- Development at the frontage must not exceed a height of 3 storeys.
- Development above the street wall should be set back at least 2 storeys or every one metre of height.

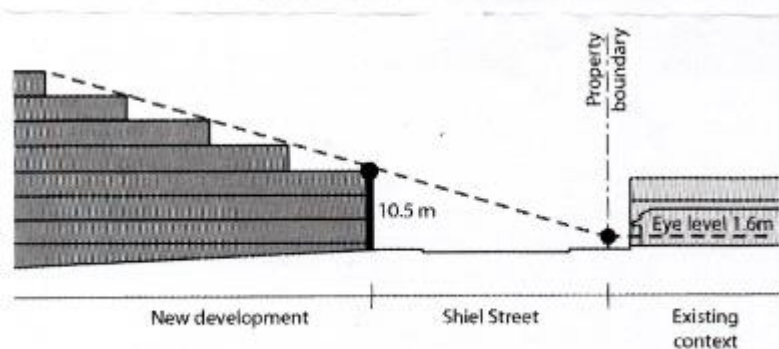


Figure 10: Interface Street

So, why has the Macaulay Structure Plan 2021 ignored DDO63 objectives and any recognition, respect or protection for Shiel Street –an established, residential, low-scale **Interface Street**?

Gone are stated objectives for transitioning in scale, height, setbacks and visual impact; gone is respect for existing established neighbourhood and heritage character. One now only has to consider “adjoining” residential and heritage buildings or the generalist statements that development is “responsive to local context and character” or “responds positively to low-rise residential streets”.

For Shiel Street, the Macaulay Structure Plan 2021 proposes a four storey street wall, virtually no setback (only a ‘preferred’ minimum 5 metres), then a discretionary ‘preferred’ maximum height of 8 storeys. There is no justification for the change from a three storey street wall then the setbacks as shown in the Figure 10: Interface Street diagram above. [There appears no justification for the different treatment of Shiel St and nearby Melrose St, also an Interface Street, where the preferred maximum building height is 6 storeys]

Why are we facing the likes the 3-15 Shiel St Big Housing Build proposal currently being opposed along Shiel St (full site coverage, 4½ storey street wall, 6m front setback, then 9 storeys)?



Or worse. Introduction of Floor Area Ratio (FAR) controls in the Structure Plan with a mandatory 4:1 for Shiel St will in practice have unacceptable outcomes.

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Built form elements will contribute to visual bulk; they will not be visually recessive. A proverbial 'Great Wall of China' will cut across Shiel Street and the Hotham Hill.

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Where are the specific planning provisions for Shiel Street – *a 3 storey front wall and upper level set back 2m for every one metre in height.*

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The Structure Plan has got it wrong! There is no justification for the rejection of planning provisions meant to protect and respect existing, established residential areas at the interface with the urban renewal area and to replace them with provisions that would see the opposite. It is not a case of 'either/or' - FARs or effective height, setback, interface controls.

In preparing the Macaulay Structure Plan 2021, it was recommended by the Victorian Design Review Panel that built form testing and feasibility testing be undertaken in regard to street wall heights and overall building heights. Was this undertaken? I suggest if it had been, it would have shown up the flaws relating to the proposed controls for the southern side of Shiel St.

The Macaulay Structure Plan 2021 sets out admirable Design Recommendations – but these are totally subjective – everything is now left to DDOs that only cover discretionary maximum building heights and FARs!

With the abandonment of more specific controls, the Structure Plan's Vision: "New development .... will deliver amenity for residents, workers and visitors". For Shiel Street residents, such development take away our existing amenity.

The City of Melbourne recently submitted that built form controls put forward in the revised Arden Structure Plan did not meet the original Structure Plan Vision and objectives<sup>1</sup>; perhaps this can be similarly applied to Macaulay, where original DDO63 objectives for Shiel St will not be met by the new controls.

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The Macaulay Structure Plan introduces Special Use Zones – to support mixed use development facilitating a range of residential, business and employment opportunities and states that planning controls could be used to achieve desired outcomes. What would be the implications of SUZ planning controls on the built form, design DDOs and other controls set out for a Precinct?

### **Big Housing Build**

The Structure Plan supports the inclusion of Macaulay in the State Government Big Housing Build program. Where does that leave proposed Macaulay Structure Plan planning controls, given the Big Housing Build under Clause 52.20 does not have to comply with Melbourne Planning Scheme provisions?

### **Summary**

- Shiel Street, North Melbourne is part of the established, residential Hotham Hill neighbourhood. Its built form is low-scale, predominantly 1-2 storey residences, under a heritage overlay. Shiel Street comprises a wide, tree-lined attractive streetscape.
- Shiel Street is a designated 'Interface Street' where the scale of new development should step down, upper levels are recessive and do not contribute to visual bulk, to ensure the existing low-scale residential built form is respected.
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- There is also uncertainty about the application of Special Use Zones (SUZ) and the impact of any associated planning controls. Similarly, support for the Big Housing Build would negate planning controls in Macaulay.
- For Shiel Street, Macaulay must deliver street wall, setback and height controls consistent with current DDO63 provisions, to ensure its status as an Interface Street and its existing, established low-scale residential character and amenity are respected and protected.
- Macaulay Structure Plan 2021 proposes "to give clarity and certainty about the level and type of development in the area by establishing a framework for land use and built form". For Shiel Street, North Melbourne, it does not do this. As such, it is a poorly researched, irresponsible planning strategy.

I respectfully ask Councillors to consider this submission.

Yours sincerely,

Kaye Oddie

**Privacy acknowledgement: \*** I have read and acknowledge how Council will use and disclose my personal information.

**Name: \*** Daphne Liang

**Email address: \*** [REDACTED]

**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title: \*** 6.3 Macaulay Structure Plan

Alternatively you may attach your written submission by uploading your file here:




[dt\\_lowther\\_submission\\_fm\\_committee\\_9\\_nov\\_item\\_6.3\\_macaulay\\_structure\\_plan\\_2021.pdf](#)

295.56 KB · PDF

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \*** No

Daphne Liang & Trent Lowther

North Melbourne 3051  


06 November 2021

Lord Mayor & Councillors  
Melbourne City Council

**RE: SUBMISSION  
FUTURE MELBOURNE COMMITTEE MEETING, TUESDAY 9 NOVEMBER, 2021  
AGENDA ITEM 6.3 - MACAULAY STRUCTURE PLAN**

As residents of Shiel Street, we have previously fought along with other residents for the controls which were put in place under Melbourne Planning Scheme Amendment C190 Part 2, namely the DDO63 controls.

To learn that the now council plans to throw these away in favour of very loose discretionary controls is very frustrating and highly concerning.

These controls are already under attack from the Big Housing Build which has been given carte blanche to ignore any existing planning requirements in the name of fast delivery of social housing.

The scheme proposed by the Big Housing Build is a preview of what is to come if the current controls are replaced with the proposed Macaulay Structure Plan. That scheme coupled with the precedent heights set at Arden Gardens at the end of Shiel Street will no doubt provide a basis for private developers to push the envelope with respect to the discretionary heights and set-backs.

We urge Melbourne City Council to reconsider the suitability of this proposal and instead adopt the interim controls currently in place for Shiel Street with the larger scale development reserved for the south side of Macaulay Rd.

We have attached a copy of our neighbour, Kaye Oddie's more detailed letter which we strongly support and endorse.

Yours Sincerely,

Trent Lowther and Daphne Liang

Nov 3, 2021

Lord Mayor & Councillors  
City of Melbourne

**FUTURE MELBOURNE COMMITTEE MEETING  
TUESDAY 9 NOVEMBER, 2021  
AGENDA ITEM 6.3 - MACAULAY STRUCTURE PLAN**

**SUBMISSION**

The ink is barely dry on Melbourne Planning Scheme Amendment C190Part 2 and its DDO63 controls and the Council is changing the planning rules yet again .... this time with the Macaulay Structure Plan 2021 ... and in a number of ways for the worse.

In this submission, I would like speak in particular about Shiel Street, of which I am a long-time resident.

**Background**

It was understood that the AmC190 Clause 43.02 Design and Development Overlay DDO63 controls were interim until the Macaulay Structure Plan was finalised. However, the Minister in his AmC190 Directive (cf Appendix B) did not advocate for a lessening in controls, but sought greater clarity, expression and management. The Council has stated in the Structure Plan that the interim controls, based on building height and setback, had led to (too) high density developments.

Using the recent developments (built or with permit) in Haines St, North Melbourne (now 'Melrose Precinct') as examples, it was Council and VCAT decisions that ignored the emerging 'interim controls' and these decisions contributed to the too high (up to 13 storeys), low/no setbacks, 100% site coverages, overshadowing, high density buildings.

**Shiel Street**

Shiel Street is an established residential street with predominantly low-rise 1-2 storey Victorian buildings along its northern side. It is a Heritage area and is an attractive, wide, tree-lined street. It is part of the Hotham Hill which slopes down to Macaulay Road. It is designated an 'Interface Street' in that the southern side forms part of the Macaulay Structure Plan area (Melrose Precinct).



Under the existing Planning Scheme Clause 43.02 Design and Development Overlay DDO63, the following Objective is directly relevant to Interface Streets (emphasis added):

- To create a compact, high density, predominantly mid-rise 6-12 storey walkable neighbourhood that steps down at the interface with the low scale surrounding established residential neighbourhoods.

and in Built Form Outcomes:

- Deliver a scale of development at the interface with established low-scale residential development that provides an appropriate transition in height and minimises the visual impact of upper levels.

and for Shiel Street, specifically:

- Development at the frontage must not exceed a height of 3 storeys.
- Development above the street wall should be set back at least 2 storeys or every one metre of height.

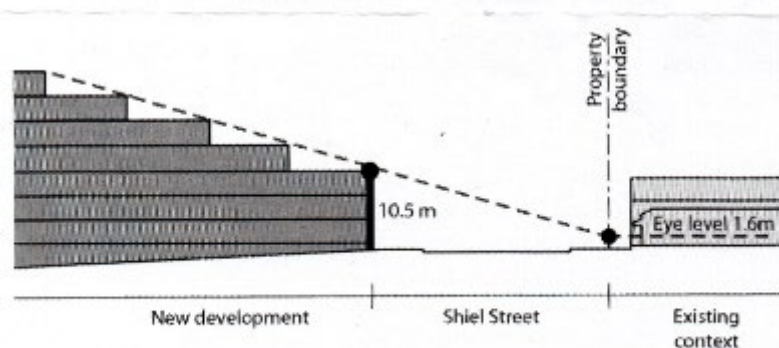


Figure 10: Interface Street

So, why has the Macaulay Structure Plan 2021 ignored DDO63 objectives and any recognition, respect or protection for Shiel Street –an established, residential, low-scale **Interface Street**?

Gone are stated objectives for transitioning in scale, height, setbacks and visual impact; gone is respect for existing established neighbourhood and heritage character. One now only has to consider “adjoining” residential and heritage buildings or the generalist statements that development is “responsive to local context and character” or “responds positively to low-rise residential streets”.

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The Structure Plan supports the inclusion of Macaulay in the State Government Big Housing Build program. Where does that leave proposed Macaulay Structure Plan planning controls, given the Big Housing Build under Clause 52.20 does not have to comply with Melbourne Planning Scheme provisions?

### **Summary**

- Shiel Street, North Melbourne is part of the established, residential Hotham Hill neighbourhood. Its built form is low-scale, predominantly 1-2 storey residences, under a heritage overlay. Shiel Street comprises a wide, tree-lined attractive streetscape.
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I respectfully ask Councillors to consider this submission.

Yours sincerely,

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Stuart Tait

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

Agenda item 6.3 Macaulay Structure Plan 2021

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting.**

See attached submission

**Submissions will not be accepted after 10am.**

**Alternatively you may attach your written submission by uploading your file here:**



[st\\_revised\\_macaulay\\_structure\\_plan.pdf](#) 8.59 MB · PDF

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

## Macaulay Structure Plan revised

We live at Kensington, and our house backs onto Council laneway CL0167, the laneway to the east of Barnett St adjoining the Stubbs Precinct. We have lived continuously in this location as house owner/occupiers since 1986. We previously made submissions to the original 2012 Arden-Macaulay Structure Plan and Macaulay Draft Structure Plan Refresh 2020.

While there is much to congratulate the revised Macaulay Structure Plan 2021 we believe there are issues with some of the underlying assumptions and anomalies in the plan, that if implemented, will not achieve the stated objectives. This submission will focus primarily on the Stubbs and Boundary Precincts but also addresses issues pertinent to the whole Macaulay urban renewal area.

### 1. Density

The proposed population target for residents in the Macaulay precinct is 10,000. We believe, if the current development pipeline is to be realised, that this target of 10,000 is well on the way to be exceeded by thousands and will gravely impact on the quality of life for existing and future residents. Table 1 and Figure 1 below outline the current planning for development activity within Stubbs and Boundary Precincts. The total number of dwellings planned in the pipeline are 2341.

*Table 1: Apartment developments either approved or being assessed in the Stubbs and Boundary Precincts and the number of dwellings per site*

Macaulay	Address	Number of dwellings	Permit Status
<b>Stubbs Precinct</b>			
Vision Australia	346-350 Macaulay Rd	426	Approved
Little Hardiman	347 Macaulay Rd	55	Approved
Assemble	393 Macaulay Rd	73	Approved
Bridport	415-423 Macaulay Rd	41	Approved
Assemble	402-444 Macaulay Rd	364	Application
	69 Hardiman St	8	Approved
	51-61 Hardiman St	32	Approved
	28-32 Albermarle St	52	Approved
Assemble	86-96 Stubbs	196	Application
<b>Stubbs Total</b>		<b>1247</b>	
<b>Boundary Precinct</b>			
	77 Sutton St	213	Approved
	103 Boundary Rd	94	Approved
	9-101 Alfred St	153	Application
	68-102 Alfred St	185	Approved
	139-149 Boundary Rd	84	Application
	87-105 Racecourse Rd	269	Approved
	75 Racecourse Rd	96	Approved
	280-286 Macaulay Rd		Application
<b>Boundary Total</b>		<b>1094</b>	
<b>Total Dwellings</b>		<b>2341</b>	

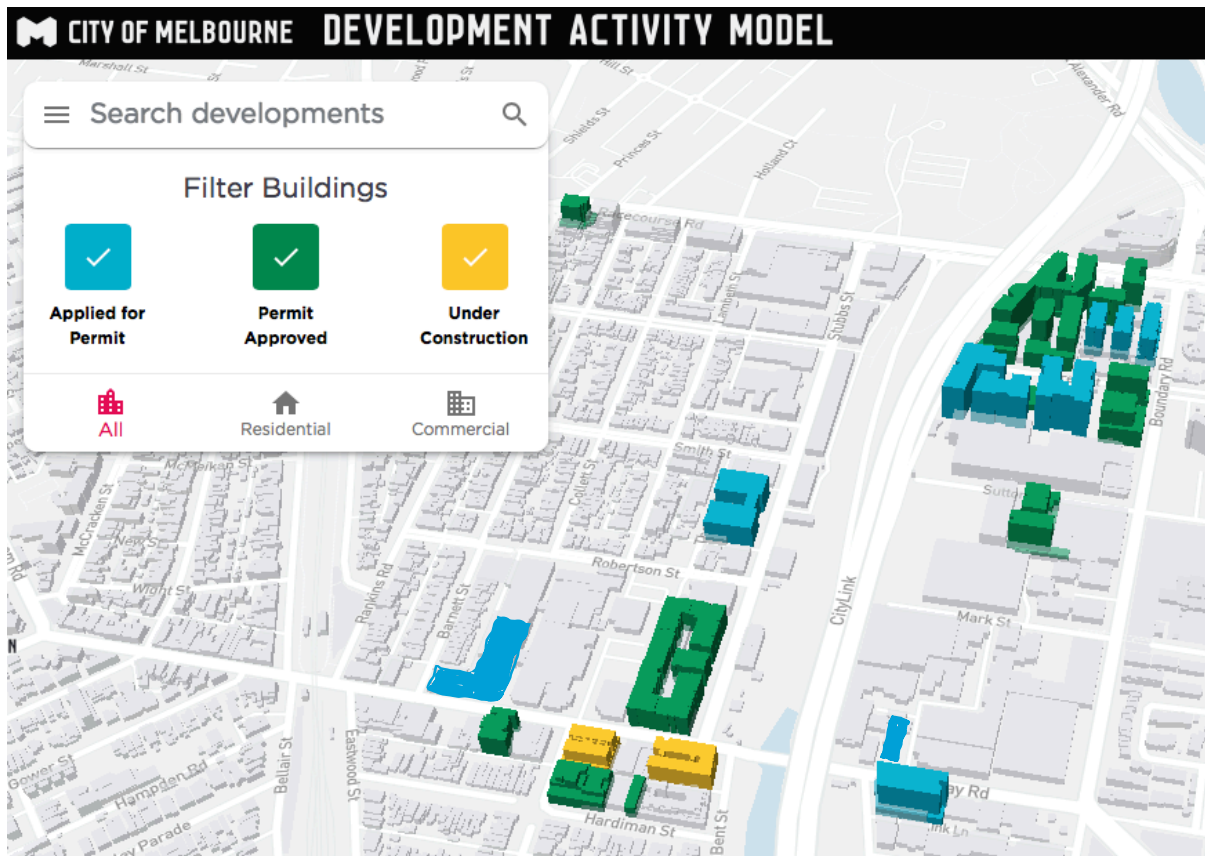


Figure 1: Location of apartments referred to in Table 1

Table 2 illustrates the impact on the population target if all these developments are built as planned. The footprints of these developments occupy 21% of the land area in Stubbs and 35% in Boundary. If the average number of residents in each apartment is 1.5 or 2.0, then the population for both Precincts will be 3,500 or 4,680 respectively, a significant proportion of the Macaulay target population. If this current density of apartments in these two Precincts is allowed to proceed then the target population is exceeded irrespective if the average number of residents is 1.5 or 2.

Table 2: The impact on population targets from current developments either approved or being assessed in the Stubbs and Boundary Precincts

Precinct	Percentage coverage of developments compared to Precinct area	Average number of residents per dwelling	Number of dwellings	Population	Projected population based on current densities
<b>Stubbs</b>					
	21%	1.5	1247	1871	8907
	21%	2	1247	2494	11876
<b>Boundary</b>					
	35%	1.5	1094	1641	4689
	35%	2	1094	2188	6251

## 2. Why is the impact of population density important?

The pace of apartment development within Stubbs and Boundary Precincts will outpace Government's and Council's capacity to provide suitable infrastructure. Community feedback emphasises the significant impact on open space, traffic and public transport congestion and community amenities.

### Public space

COVID has demonstrated how essential it is for residents to have access to recreational space. Figure 2 illustrates the need for public space showing the grassed medium strip in Errol Street. The medium strip is regularly occupied by groups of residents craving for open space!



*Figure 2: Residents resorting to using the grassed medium strip in Errol Street, North Melbourne*

As identified in the City of Melbourne Open Space Strategy Technical Report (June 2012) the provision of open space in the Stubbs and Boundary Precincts is inadequate for future population growth. The revised Plan takes the recommendations from the City of Melbourne's Open Space Strategy (2012) for two new neighbourhood parks in the Stubbs Precinct and two local spaces in the Boundary Precinct. According to the revised Plan these open spaces will be adjacent to or located on the Moonee Ponds Creek embankment. The only additional parkland beyond the Moonee Ponds Creek embankment is to expand the Robertson Street park.

The Open Space Technical Report (June 2012) recommends the provision of these open spaces IN ADDITION to the encumbered open space along Moonee Ponds Creek. This Technical Report recognised the overshadowing and noise created by City Link is unsuitable for neighbourhood open spaces. The report warns that the linear open space of Moonee Ponds Creek is subject to flooding and hence, does not provide year-round access to quality recreation space. At the very least, City of Melbourne should measure the sound levels created by City Link along the creek.

The Plan has missed the opportunity to propose controls to encourage open spaces within the Precincts' blocks where communities can interact through pop-up coffee shops, community gardens, outdoor fitness furniture or even climbing walls.

### Traffic congestion

Pre COVID, peak hour traffic in Macaulay Road is grid locked and backs 75% the length of Stubbs Street. Traffic flow is severely curtailed by the combined impacts of the Macaulay station and Kensington station rail crossings. The majority of this traffic is through traffic, originating from other suburbs. If the behaviour of the proposed 10,000 residents' mirrors existing Kensington residents, where according to the 2016 Census, 50% of workers travel to work by car, then the impact on traffic flow will be dramatic and lengthen the peak hour grid lock.

The revised Plan refers to making both Stubbs and Macaulay more pedestrian friendly but does not provide solutions to alleviate through traffic, something that is probably beyond its scope, but needs to be addressed to avoid increased congestion.

### Public transport

Pre COVID, patronage on Kensington rail station during peak times was at capacity. Anecdotally, Kensington passengers could not access morning peak trains due to overcrowding. According to the Department of Transport during the month of May 2018 and 2019, 23 percent of services on the Craigieburn Line during the AM peak period exceeded the Departments own benchmarks. In other words, four out of twenty-one peak AM trains exceeded benchmark levels.

Macaulay station is less patronised and the May 2018/19 morning peak services on the Upfield line did not exceed benchmark levels. Having said that, the capacity for Macaulay to take on additional patronage is compromised due to the trains not able to be timetabled at intervals less than 18 minutes. Unless the single line beyond Coburg towards Upfield is duplicated or a terminus is enabled at Coburg station, then the timetable cannot be improved.

The revised Plan proposes grade separation of the Upfield line at Macaulay and Arden Streets. It should be noted that the engineers for City Link rejected the tunnel option due to the instability of the floodplain silts along the banks of Moonee Ponds creek. Any option to raise the rail line above Macaulay Road to remove the level crossing will be thwarted by City Link above.

The revised Plan assumes that a large proportion of residents will access public transport. If patronage of both the Craigieburn and Upfield lines return to pre COVID levels, then the stress on the service will only be exacerbated. The new Metro tunnel will enable more frequent services at Kensington but will have little impact on the Upfield line. Ironically, an increased frequency of train services will adversely impact on traffic flow along Macaulay Road and Stubbs Street, disrupting the enhanced bus services highlighted in the revised Plan.

### 3. Planning tools to monitor density and character

The revised Plan would benefit by including tools to allow Planners and Council to monitor the population density as planning applications are received. The revised Plan introduces Floor Area Ratio (FAR) in an attempt to control population density and enhance built form diversity. If each planning application is assessed independently then there is a risk that developers will maximise their development on individual sites and the Precinct overview is lost while planners are focussed on the trees, rather than the woods.

The Assemble development at 393 Macaulay Road is a case in point. The developers were granted permission to build 8 storeys, rather than 6, because they provide social benefits such as low-cost housing. While this is admirable and meets both State and Council priorities, the detrimental impact on the neighbourhood character is glaring. As Figures 3 and 4 demonstrate, the development occupies 100% of the site, overshadows all existing and planned dwellings and its brutalist built form dominates the existing neighbourhood character. Assemble were able to maximise their investment return by maximising loose planning controls.



Figure 3: Assemble 393 Macaulay Road occupying 100% of the site



Figure 4: Brutalist built form dominating the existing neighbourhood character

The revised Plan nominates preferred building heights and Floor Area Ratios across the Precincts. In some instances, these two controls are not aligned and will act against the intended objectives such as encouraging diversity in the built form.

For instance, within the region of Stubbs Precinct bounded by Barnett, Robertson and Stubbs Streets and Macaulay Road, see Figure 5, the propose height maximums are 6 storeys for the lilac shade areas and 8 storeys for the grey shade area.

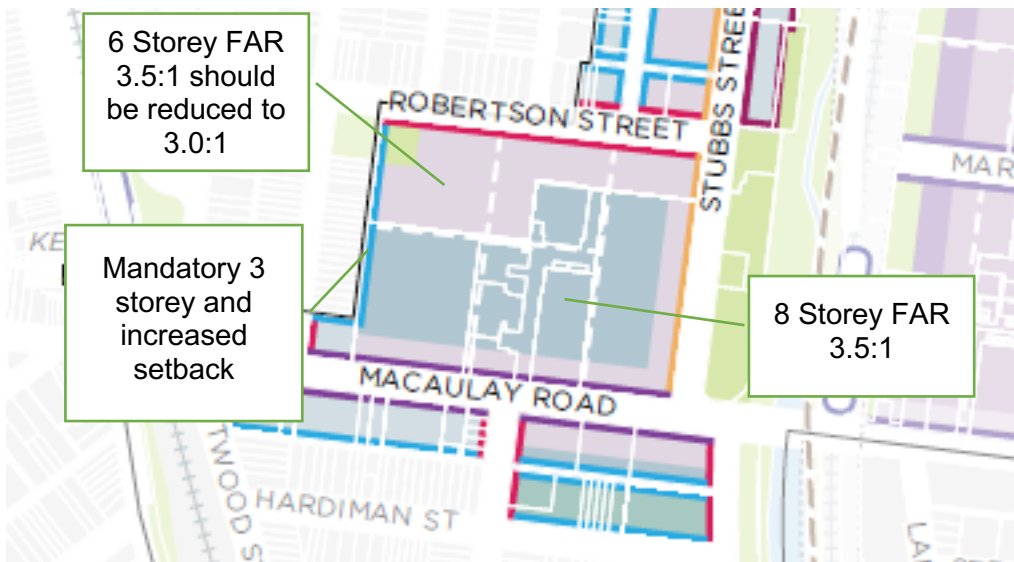


Figure 5: The Stubbs Precinct area bounded by Barnett, Robertson and Stubbs Streets and Macaulay Road

As developers will build to maximise the planning controls the impact of having the same FAR but different building heights will mean that the built form in the lilac region bounded by Robertson Street will be more homogenised with less open space than intended. To encourage heterogeneity the FAR should be reduced to 3.0:1, lowering the density and encouraging more open space between the dwellings.

**Tailored land use zone (Special Use Zone)**

Unfortunately, the new proposed zone lacks definition. While it describes a capacity to enable 20% non-residential floor area it should include a measure of density that correlates with the other controls of storey height and Floor Area Ratio. A measure of density gives the community confidence that the target population will not be excessively exceeded, particularly when potentially 35% to 47% of the target population has already been met with the existing pipeline of developments in only 2 of the 5 Precincts.

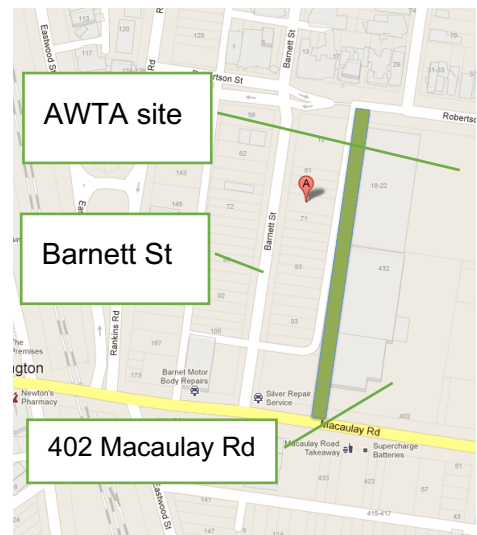
**4. Interfaces with existing residents**

The revised Plan discusses neighbourhood character but needs more detailed treatment of the interfaces between existing residents and the neighbourhood character. The blue line along the laneway between Barnett Street (see Figure 5) and the area to the east provides some certainty by mandating a 3 storeys wall but lacks clarity when it states that “laneways are to be widened through increased setbacks”. While the setback is welcomed, this lack of clarity allows developers to maximise the planning controls.

Physical attributes do not represent the density of the development. A 3 storey single dwelling town house has less impact on existing residents compared to 3 storeys of single bedroom dwellings.

Clarity can be achieved by simply nominating a green buffer zone adjacent to the lane, providing privacy for the existing residents, a transition zone from existing single storey dwellings to high density developments, open space and a pleasant walk through to the Robertson St park.

By mandating 3 storeys and a green buffer zone, existing residents will be afforded protection and the transition from the heritage overlay of Barnett St to high density dwelling will be suitably delimited. The direct impact on developers is that the green buffer zone would occupy 11% of the 402 Macaulay Road site and 5.6% of the AWTA site stretching along Robertson Street.



## 5. Conclusion and recommendations

The revised Macaulay Structure Plan 2021 offers many exciting opportunities to refresh Kensington and North Melbourne. We have witnessed impact of planning controls that are loose and lack clarity. The existing pipeline of development demonstrates that developers will maximise the planning controls and create high density apartment complexes, further stressing community infrastructure and amenities.

The Plan should be strengthened with planning controls to manage density levels, facilitate the transition from existing to new dwellings and support the improvement of existing and introduction of new infrastructure and amenities.

### General recommendations

1. Tailored land use zone (Special Use Zone) should include a density measure to support height and Floor Area Ratio controls

This additional measure will enable planners to manage the density of developments so that the proposed population target is not exceeded.

2. Align Floor Area Ratios to building heights to encourage a heterogenous built form and provision of community space. Those areas designated 6 storeys should have a Floor Area Ratio of 3.0:1, not 3.5:1.

The anomaly of having the same Floor Area Ratio for areas designated 6 storeys as 8 storeys will potentially result in the built form in those areas designated 6 storeys being more homogenous and occupying a maximum footprint and minimising open space.

3. Objective 15 should be amended to: Deliver high-quality new streets on larger land holdings to enhance the permeability of the transport network, *encourage community engagement* and support a high-quality public realm

Adding the words “encourage community engagement” opens the opportunity for community spaces positioned within the high-density development that facilitate community gardens, physical exercise furniture and even pop-up coffee places.

4. Allocate designated open space regions beyond Moonee Ponds creek

While the proposed Moonee Ponds creek masterplan is very welcomed, access to parks that allow open park active recreation are limited to the perimeter of the Macaulay area. Both the Stubbs and Boundary Precincts are devoid of open space suitable for active young people.

5. Add an additional Action to Objective 10: Advocate to reduce through traffic along Stubbs Street and Macaulay Road

6. Amend Action 44, Objective 11, to include advocacy to improve infrastructure on the Upfield line to remove impediments to train timetable intervals which are currently at a minimum of 18 minutes.

### Specific recommendation

7. Mandating a green buffer zone and 3 storey height restriction east and adjacent to laneway CL0167, east of Barnett Street.

The area bound by Barnett, Robertson and Stubbs Streets and Macaulay Road consists of large blocks and allocating a buffer zone will have limited impact on future development footprints. By mandating a height limit of 3 storeys, the privacy of existing residents is preserved and the transition from single storey dwellings with a heritage overlay to new developments is less dramatic. A green buffer zone would connect Macaulay Road to the proposed expanded Robertson St. park with a green corridor which could facilitate community activity such as community gardens.

Stuart Tait and Jane Liefman

Kensington (janestv@netspace.net.au)



**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Stuart Gaunt

**Email address:** [REDACTED]

**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title:** 6.3 – Macaulay Structure Plan 2021

\*

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

Dear Mayor and Melbourne City Councillors,

RE: FUTURE MELBOURNE COMMITTEE MEETING

TUESDAY 9 NOVEMBER, 2021

AGENDA ITEM 6.3 – MACAULAY STRUCTURE PLAN

I'm a resident of Shiel street, North Melbourne and I'm writing to express my concerns over the latest Macaulay Structure Plan 2021.

The latest plan ignores the existing planning controls for Shiel street as set out in Melbourne Planning Scheme Amendment C190 Part 2, DDO63. It would appear that regulations on building heights, set-back and visual impact as set out in Am C190 would be effectively 'trashed' by the latest Structure Plan.

Shiel st, designated an 'Interface Street' consists of predominately two story, Victorian residential buildings, many covered by heritage protection. If the reduced controls in the latest Structure Plan are endorsed we will be left with an incongruous mishmash of heritage on one side of the street and buildings more akin to the Melbourne CBD on

the other. The character of the street will be ruined.

New development that is sensitive to the existing character of Shiel street is possible and I would nominate the Victorian Archive Centre, 99 Shiel street, as an example. Capitalising on the natural land fall of the site, this building achieves considerable internal floor space whilst 'sitting lightly' on the street – presenting as a single story with adequate set-back and use of mixed building materials which soften it's impact.

Compare this with the monolithic red brick structure proposed for 3–15 Shiel street under the Victorian Big Build. It's 4 storeys of balconies with minimal set-back will impose on the street and echoes nothing of the existing character. If current plans for this building are realised it would, in my opinion, present a very bad outcome.

I would like to ensure Councillors that I and my fellow residents of Shiel street are not 'anti-development' – we understand the high value of inner-urban building sites and the need for housing and other use developments. We simply request that development is sensitive to the existing character and amenity of our street.

I implore Councillors to respect the existing protections as set out in Am C190 and draw your attention to the detailed submission of my fellow Shiel st resident, Kaye Oddie. I wholeheartedly endorse Kaye's objections.

Yours sincerely,

Stuart Gaunt.

**Please indicate**      No  
**whether you**  
**would like to**  
**verbally address**  
**the Future**  
**Melbourne in**  
**support of your**  
**submission: \***

**Privacy acknowledgement: \*** I have read and acknowledge how Council will use and disclose my personal information.

**Name: \*** Yin Miao

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title: \*** Macaulay structure plan

Alternatively you may attach your written submission by uploading your file here:



[submission\\_fm\\_committee\\_9\\_nov\\_item\\_6.3\\_macaulay\\_structure\\_plan\\_2021.docx](#)

716.37 KB · DOCX

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No

Nov 3, 2021

Lord Mayor & Councillors  
City of Melbourne

**FUTURE MELBOURNE COMMITTEE MEETING  
TUESDAY 9 NOVEMBER, 2021  
AGENDA ITEM 6.3 - MACAULAY STRUCTURE PLAN**

**SUBMISSION**

The ink is barely dry on Melbourne Planning Scheme Amendment C190Part 2 and its DDO63 controls and the Council is changing the planning rules yet again .... this time with the Macaulay Structure Plan 2021 ... and in a number of ways for the worse.

In this submission, I would like speak in particular about Shiel Street, of which I am a long-time resident.

**Background**

It was understood that the AmC190 Clause 43.02 Design and Development Overlay DDO63 controls were interim until the Macaulay Structure Plan was finalised. However, the Minister in his AmC190 Directive (cf Appendix B) did not advocate for a lessening in controls, but sought greater clarity, expression and management. The Council has stated in the Structure Plan that the interim controls, based on building height and setback, had led to (too) high density developments.

Using the recent developments (built or with permit) in Haines St, North Melbourne (now 'Melrose Precinct') as examples, it was Council and VCAT decisions that ignored the emerging 'interim controls' and these decisions contributed to the too high (up to 13 storeys), low/no setbacks, 100% site coverages, overshadowing, high density buildings.

**Shiel Street**

Shiel Street is an established residential street with predominantly low-rise 1-2 storey Victorian buildings along its northern side. It is a Heritage area and is an attractive, wide, tree-lined street. It is part of the Hotham Hill which slopes down to Macaulay Road. It is designated an 'Interface Street' in that the southern side forms part of the Macaulay Structure Plan area (Melrose Precinct).



Under the existing Planning Scheme Clause 43.02 Design and Development Overlay DDO63, the following Objective is directly relevant to Interface Streets (emphasis added):

- To create a compact, high density, predominantly mid-rise 6-12 storey walkable neighbourhood that steps down at the interface with the low scale surrounding established residential neighbourhoods.

and in Built Form Outcomes:

- Deliver a scale of development at the interface with established low-scale residential development that provides an appropriate transition in height and minimises the visual impact of upper levels.

and for Shiel Street, specifically:

- Development at the frontage must not exceed a height of 3 storeys.
- Development above the street wall should be set back at least 2 storeys or every one metre of height.

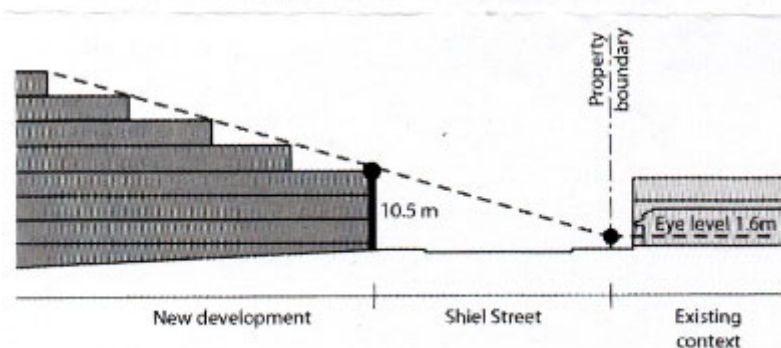


Figure 10: Interface Street

So, why has the Macaulay Structure Plan 2021 ignored DDO63 objectives and any recognition, respect or protection for Shiel Street –an established, residential, low-scale **Interface Street**?

Gone are stated objectives for transitioning in scale, height, setbacks and visual impact; gone is respect for existing established neighbourhood and heritage character. One now only has to consider “adjoining” residential and heritage buildings or the generalist statements that development is “responsive to local context and character” or “responds positively to low-rise residential streets”.

For Shiel Street, the Macaulay Structure Plan 2021 proposes a four storey street wall, virtually no setback (only a ‘preferred’ minimum 5 metres), then a discretionary ‘preferred’ maximum height of 8 storeys. There is no justification for the change from a three storey street wall then the setbacks as shown in the Figure 10: Interface Street diagram above. [There appears no justification for the different treatment of Shiel St and nearby Melrose St, also an Interface Street, where the preferred maximum building height is 6 storeys]

Why are we facing the likes the 3-15 Shiel St Big Housing Build proposal currently being opposed along Shiel St (full site coverage, 4½ storey street wall, 6m front setback, then 9 storeys)?



Or worse. Introduction of Floor Area Ratio (FAR) controls in the Structure Plan with a mandatory 4:1 for Shiel St will in practice have unacceptable outcomes.

The Structure Plan/southern side of Shiel St is a large site that slopes downwards, extending through to Macaulay Road (the elevational change is over 10 metres); it is in single ownership. Developers will want to build on the high side of the site taking advantage of views towards the Port or the pleasant streetscape with the low-scale residential on the northern side of the Shiel St. They will have plenty of room to achieve a FAR of 4:1 on the large site and Shiel Street will face a blanket street wall of 4 storeys – higher than the existing established low-scale buildings on the northern side – then minimal/no front setback and no building height limits because setbacks and heights are ‘discretionary’.

Built form elements will contribute to visual bulk; they will not be visually recessive. A proverbial 'Great Wall of China' will cut across Shiel Street and the Hotham Hill.

Or high towers far greater than the "preferred, but discretionary" 8 storeys could also spike the Shiel Street streetscape under the 4:1 FAR control.

Where is any "*stepping down at the interface with the low scale surrounding established residential neighbourhood*"?

Where is a "*scale of development at the interface with established low-scale residential development that provides an appropriate transition in height and minimises the visual impact of upper levels*"?

Where are the specific planning provisions for Shiel Street – *a 3 storey front wall and upper level set back 2m for every one metre in height.*

Where is acknowledgement of the Minister' directive for "*better expression of side, rear and upper level setbacks and the effect of development on the public realm*" ... rather than abandonment of specific controls?

The Structure Plan has got it wrong! There is no justification for the rejection of planning provisions meant to protect and respect existing, established residential areas at the interface with the urban renewal area and to replace them with provisions that would see the opposite. It is not a case of 'either/or' - FARs or effective height, setback, interface controls.

In preparing the Macaulay Structure Plan 2021, it was recommended by the Victorian Design Review Panel that built form testing and feasibility testing be undertaken in regard to street wall heights and overall building heights. Was this undertaken? I suggest if it had been, it would have shown up the flaws relating to the proposed controls for the southern side of Shiel St.

The Macaulay Structure Plan 2021 sets out admirable Design Recommendations – but these are totally subjective – everything is now left to DDOs that only cover discretionary maximum building heights and FARs!

With the abandonment of more specific controls, the Structure Plan's Vision: "New development .... will deliver amenity for residents, workers and visitors". For Shiel Street residents, such development take away our existing amenity.

The City of Melbourne recently submitted that built form controls put forward in the revised Arden Structure Plan did not meet the original Structure Plan Vision and objectives<sup>1</sup>; perhaps this can be similarly applied to Macaulay, where original DDO63 objectives for Shiel St will not be met by the new controls.

---

<sup>1</sup> <https://www.melbourne.vic.gov.au/about-council/committees-meetings/meeting-archive/MeetingAgendaItemAttachments/958/17014/OCT21%20FMC1%20AGENDA%20ITEM%206.2%20Public.pdf>

And Macaulay professes to support sustainability, but a simple provision such as mandating (e.g. 20%) percent pervious surfaces is not considered.

### **Special Use Zones**

The Macaulay Structure Plan introduces Special Use Zones – to support mixed use development facilitating a range of residential, business and employment opportunities and states that planning controls could be used to achieve desired outcomes. What would be the implications of SUZ planning controls on the built form, design DDOs and other controls set out for a Precinct?

### **Big Housing Build**

The Structure Plan supports the inclusion of Macaulay in the State Government Big Housing Build program. Where does that leave proposed Macaulay Structure Plan planning controls, given the Big Housing Build under Clause 52.20 does not have to comply with Melbourne Planning Scheme provisions?

### **Summary**

- Shiel Street, North Melbourne is part of the established, residential Hotham Hill neighbourhood. Its built form is low-scale, predominantly 1-2 storey residences, under a heritage overlay. Shiel Street comprises a wide, tree-lined attractive streetscape.
- Shiel Street is a designated 'Interface Street' where the scale of new development should step down, upper levels are recessive and do not contribute to visual bulk, to ensure the existing low-scale residential built form is respected.
- Existing planning controls under Clause 43.02 Design and Development Overlay DDO63 provide certainty and clarity in built form for Interface Streets. Specifically for Shiel Street, this is a mandatory street wall height of 3 storeys, then set back of 2 metres for every one metre in height; preferred maximum building height of 9 storeys.
- The Macaulay Structure Plan 2021 proposes to abandon specific DDO controls, replacing them with Floor Area Ratios (FARs) and discretionary height controls.
- For Shiel Street, a 4-storey street wall (higher than the existing residences on the other side of the street), a discretionary minimum 5m front setback, then a discretionary maximum height of 8 storeys is proposed. There is no justification for these increases in built form massing, height and scale, particularly given its Interface status.
- The expectation that FARs/discretionary height and setback controls will deliver the stated built form and design objectives has not been demonstrated through feasibility testing.
- This is demonstrably clear, for Shiel Street. A FAR of 4:1 has been applied, however Shiel Street's topography with an elevational fall of 10 metres to Macaulay Road, the



large site, single ownership and developer likely preferences, together with the changes in street wall and setbacks, will see a proverbial 'Great Wall of China' built along Shiel Street.

- There is also uncertainty about the application of Special Use Zones (SUZ) and the impact of any associated planning controls. Similarly, support for the Big Housing Build would negate planning controls in Macaulay.
- For Shiel Street, Macaulay must deliver street wall, setback and height controls consistent with current DDO63 provisions, to ensure its status as an Interface Street and its existing, established low-scale residential character and amenity are respected and protected.
- Macaulay Structure Plan 2021 proposes "to give clarity and certainty about the level and type of development in the area by establishing a framework for land use and built form". For Shiel Street, North Melbourne, it does not do this. As such, it is a poorly researched, irresponsible planning strategy.

I respectfully ask Councillors to consider this submission.

Yours sincerely,

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Helen Tudehope

**Email address: \***

[REDACTED]

**Date of meeting: \***

Monday 8 November 2021

**Agenda item title: \***

Macauley Structure Plan

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

Dear Councillors,  
I am a resident of Shiel st NorthMelbourne.  
I support the building of Social Housing on 3-15 Shiel St but am concerned about lack of set back from the street and the height of the tower. We all need open space and ask that this be provided for the sake of healthy living for residents. This is a lesson we surely have learned during our many months of lockdown. Further a communal garden on site should be seen as essential.  
Please give residents space.  
Yours Sincerely,  
Helen Tudehope

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Nick Oliver

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title:** 6.3 Macaulay Structure Plan 2021

\*

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

Nick Oliver

North Melbourne

Nov 7, 2021

Lord Mayor and Councillors

City of Melbourne

Future Melbourne Planning Committee Meeting

Tuesday, Nov 9, 2021

Agenda item 6.3 – Macaulay Structure plan

Submission

I am very concerned the Macaulay Structure Plan increases street wall and building height limits for Shiel Street

North Melbourne. The existing Melbourne Planning Scheme Amendment C190 Part 2 and Detailed Design Overlay DDO 63 protects the neighbourhood character of Shiel Street by setting a three-storey street wall limit. I want councillors to consider the justification for removing the existing protections and increasing the street wall height to four-storeys. I believe the outcome will negatively impact residents and the many people who walk along Shiel St each day to do their shopping at Arden Gardens.

Of equal concern is the change to "preferred, but discretionary" 8 storey height limits for Shiel – Melrose streets which could dramatically change the character and amenity of the area. Mandatory height limits of the existing DDO63 must be maintained, not abandoned, to protect the neighbourhood's established low scale residential character.

I've found no justification for the proposed change to four-storeys. Council is currently considering the 3 Shiel St proposal that includes a four-storey street wall as part of the Big Housing Build abandoning the existing DDO controls. This development threatens the existing amenity of residents of Shiel street, and the plans council is considering will fail to protect the stated objectives of the DDO63 of an established, residential, low-scale interface street.

The Victorian Design Review Panel recommended that built form testing be undertaken concerning street wall heights and overall building heights. Can the council please explore what happened to this report and how it justifies the abandonment of the DDO 63 protections?

I respectfully ask that the council preserve DDO 63 street wall height limits and setbacks for interface streets such as Shiel and Melrose Streets in North Melbourne.

Sincerely,

Nick Oliver

North Melbourne.

**Please indicate**      No  
**whether you**  
**would like to**  
**verbally address**  
**the Future**  
**Melbourne in**  
**support of your**  
**submission: \***

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Carolyn Graydon

**Email address: \*** [REDACTED]

**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title: \*** Breaches of Clause 43.02 DDO63) planning provisions for Shiel St in the Council's Macaulay Structure Plan.

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

I am writing to urge that the Future Melbourne Committee keep existing (Clause 43.02 DDO63) planning provisions for Shiel St in the Council's Macaulay Structure Plan.

I am a long term resident of Shiel Street. My husband and I bought our house to raise our three children in. Shiel Street is a beautiful Heritage area and is an attractive, wide, tree-lined street. I am deeply concerned that the proposed The Macaulay Structure Plan 2021 renders meaningless the existing Melbourne Planning Scheme street wall, setback and height controls for Shiel Street in Clause 43.02 Design and Development DDO63 as Shiel St is a designated Interface Street. These controls comprise a three storey street wall, then setback of upper levels at 1 metre up/2metres back with a preferred max height of 9 storeys.

The Macaulay Structure Plan proposes a 4-storey street wall, only a discretionary 5m minimum front setback, and discretionary preferred max building height of 8 storeys rising straight above . Just like the Big Housing Build project, there is nothing in the Structure Plan to respect or guarantee our existing low-scale residential built form character and amenity on our side of the street. Introduction of Floor Area Ratios (FARs) will be meaningless, given the particulars of the PRO/Archives block on the southern side of the street as a large, single site, with significant elevational change and single owner (State Government). I am particularly concerned that our house and garden will

be cast in a constant shadow and that we will be denied sunlight due to the looming new buildings upon us. We are also concerned that this large development will result in traffic congestion and high competition for available street parking places, which is very important to us as we do not have an off-street parking option.

We are bewildered as to why this proposal denies any recognition, respect or protection for Shiel Street –an established, residential, low-scale Interface Street.

We are concerned that residents on Shiel Street will face a blanket street wall of 4 storeys – higher than the existing established low-scale buildings on the northern side – then minimal/no front setback and no building height limits because setbacks and heights are ‘discretionary’.

Thank you for considering this submission.

Yours sincerely

Carolyn Graydon

**Please indicate**      No  
**whether you**  
**would like to**  
**verbally address**  
**the Future**  
**Melbourne in**  
**support of your**  
**submission: \***

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**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Haiqing Yu

**Email address: \***



**Date of meeting: \***

Monday 8 November 2021

**Agenda item title: \***

AGENDA ITEM 6.3 – MACAULAY STRUCTURE PLAN

Alternatively you may attach your written submission by uploading your file here:



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No

Lord Mayor & Councillors  
City of Melbourne

8 November 2021

### **Agenda item 6.3 - MACAULAY STRUCTURE PLAN**

#### **SUBMISSION**

Dear Lord Mayor and Councillors,

I'm writing as a resident in North Melbourne to express my concern over the Macaulay Structure Plan 2021. Specifically, I want to focus on the proposed development closest to me, Shiel Street. The Plan proposes a four-storey street wall, with no setback (only a 'preferred' minimum 5 metres) and with a discretionary 'preferred' maximum height of 8 storeys.

With its unspecified wording, this proposal would lead to violation of the existing planning control under Planning Scheme Clause 43.02 Design and Development Overlay DDO63. The planning control stipulates that the buildings on the southern side of Shiel Street should have the street wall height of 3 storeys, then set back of 2 metres for every one metre in height, with preferred maximum building height of no more than 9 storeys.

The planning control is a "social contract" between citizens and the government that we elect. It provides certainty and clarity in built form for future developments. However, the Macaulay Plan does not seem to show any respect for the planning control. Instead it seems to intend to trash Shiel Street, a heritage area and my favourite street in North Melbourne. The proposed 3-15 Shiel Street "Big Housing Build" project has met strong resistance from local residents for its disrespect of such a social contract. The lack of consultation and integrity, as shown in the disregard of the planning control by the Big Housing Build project, is as disgraceful and clumsy as the Scomo government tearing apart the submarine contract with France in the name of "national interest." We do not want to see history repeats itself in the Macaulay development.

We object to any violation of the planning control. We object to any abuse of power in the name of "community interest." In a time of uncertainty and crisis, we need to strengthen, rather than weaken, mutual trust in keeping the "social contract" that is the planning control.

I call upon you, our elected Lord Mayor and council members, to listen to the people and truly represent the community interest, to build social cohesion and trust, instead of destroying it.

As a Chinese saying goes, the water that bears the boat is the same that swallows it up.

Kind regards,  
Haiqing



**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Martin Clutterbuck

**Email address: \***

[REDACTED]

**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

AGENDA ITEM 6.3 – MACAULAY STRUCTURE PLAN

Please write your submission in the space provided below and submit **by no later than 10am on the day of the scheduled meeting.**

De

Submissions will not be accepted after 10am.

Alternatively you may attach your written submission by uploading your file here:



[shiel\\_st\\_planning\\_objection\\_mclutterbuck.docx](#) 38.38 KB ·

DOCX

Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \*

No

Martin Clutterbuck

North Melbourne

Email: [martinclutterbuck@hotmail.com](mailto:martinclutterbuck@hotmail.com)

Lord Mayor & Councillors  
City of Melbourne

**FUTURE MELBOURNE COMMITTEE MEETING  
TUESDAY 9 NOVEMBER, 2021  
AGENDA ITEM 6.3 - MACAULAY STRUCTURE PLAN**

8 November 2021

Dear Council,

**Objection to Impact of Macaulay Structure Plan 2021 on Shiel St**

I'm writing to express my concerns about the proposed impact of the Macaulay Structure Plan on Shiel St, particularly the proposed increase in street wall to four storeys on the southern side of Shiel St, as well as the minimal set back from the street of a (preferred, but discretionary) 5 m and a (preferred but discretionary) height limit of 8 storeys. As I understand it the existing street wall is for three storeys.

Shiel St is presently an interface street but such minimal height limitations on the southern part of the street will destroy the interface by introducing overly high development on one side of the street. The changes will negatively impact the street scape and character of Shiel St by effectively constructing a high-rise wall on the southern side. That will fundamentally change the nature of this beautiful Heritage Street. This would be a disproportionate development, especially as the existing planning controls are adequate and better maintain the character of the street as a gateway to the northern heritage areas of North Melbourne. The proposed increased height limits would overshadow the northern side of the street whilst a lower level, more recessed planning approach would be in keeping with the nature of the street.

As the owner of a Heritage-listed house on Shiel St and concerned local resident, I'm concerned that the proposed changes would result in a lop-sided and garish streetscape with heritage homes on one side fronted by a tree lined boulevard juxtaposed with a high rise wall of apartments on the other. A lower level development would be a far more integrated and appropriate approach. This would allow for "appropriate transition in height and minimises the visual impact of upper levels" as per the original Planning Scheme Clause 43.02 Design and Development Overlay DDO63.

I fully endorse the concerns raised by Kay Oddie of \_\_\_\_\_ in her letter to the Council.

Thank you for taking these issues into consideration.

Best wishes

Martin Clutterbuck

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Penelope Cottrill

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title:** Agenda item 6.3 – Macaulay Structure plan

\*

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

Lord Mayor and Councillors

City of Melbourne

Future Melbourne Planning Committee Meeting

Tuesday, Nov 9, 2021

Agenda item 6.3 – Macaulay Structure plan

## Submission

I would like the committee to introduce strong controls that limit street wall heights, building heights and setbacks that are watered down in the Macaulay Structure Plan and better protected local character and resident amenity in the previous DDO63 of the existing Melbourne Planning Scheme. I am concerned as a long time resident of Shiel street where recent proposals by the state government to build social housing is most welcome however the existing limits on street wall height along Shiel Street have been increased from three to four stories. This demonstrates the urgency in considering the impact overdevelopment will have on the daily lives of residents and pedestrians. Imagine the difference walking through a leafy residential suburb to walk the dog or go shopping with a four storey street wall! The previous and existing DDOs better protect local amenity. Please consider introducing clauses that enforce the current standards rather than this Macaulay Structure Plans watered down controls.

Of equal concern is the change to "preferred, but discretionary" 8 storey height limits for Shiel – Melrose streets which could dramatically change the character and amenity of the area. Mandatory height limits of the existing DDO63 must be maintained, not abandoned, to protect the neighbourhood's established low scale residential character.

The Victorian Design Review Panel recommended that built form testing be undertaken concerning street wall heights and overall building heights. Can the council please explore what happened to this report and how it justifies the abandonment of the DDO 63 protections?

I respectfully ask that the council preserve DDO 63 street wall height limits and setbacks for interface streets such as Shiel and Melrose Streets in North Melbourne.

Sincerely,

Penelope Cottrill

North Melbourne.

**Please indicate**      **No**  
**whether you**  
**would like to**  
**verbally address**  
**the Future**  
**Melbourne in**  
**support of your**  
**submission: \***

---

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Justine Heazlewood

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.3 Report to the Future Melbourne Committee – Macaulay Structure Plan

**Alternatively you may attach your written submission by uploading your file here:**



[prov\\_submission\\_to\\_macaulay\\_plan\\_lp\\_20211108.docx](#) 48.80

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**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

8 November 2021

Milly Adamson  
Senior Strategic Urban Designer  
City of Melbourne  
90-120 Swanston St  
Melbourne VIC 3000

PO Box 2100,  
North Melbourne,  
Victoria 3051 Australia  
or DX 210727

[prov.vic.gov.au](http://prov.vic.gov.au)

Dear Ms Adamson,

Thank you for the opportunity to comment on the Macaulay Structure Plan (the Plan).

Public Record Office Victoria (PROV) located at the Victorian Archives Centre (VAC) in Shiel Street, North Melbourne is an important presence in the Macaulay community. We not only house the State Government's Archival Collection but work hard to provide continued and easy, on-site access to visitors from across the state and further afield who need to use materials for legal matters, historical research and educational purposes. This visitation brings with it direct benefits to local businesses, who are also patronised by VAC staff.

This physical visitation is in addition to access provided through online channels and a variety of means to government agencies state-wide.

We agree that having accessible community spaces facilitates and encourages social connection within the community and are very supportive of the aims of the Plan. We would be particularly interested in working with the City of Melbourne and local community groups on strategies to increase community use of the building, particularly after-hours. This would require resourcing support to provide necessary security and cleaning.

In addition, the eventual possible co-location of a new secondary school adjacent to the existing VAC would deliver exciting opportunities for our engagement with the local community. However, we note that the site would likely require significant rehabilitation work and access to the site is restricted to a driveway entry. We recommend future planning of land use also consider the establishment of additional cultural institutions that complement the work of PROV. This approach would support the Plan's 'key move' of supporting delivery of new local activity centres.

We would be pleased to further consult with you as the Plan is finalised and implemented. Our contact for this purpose is Lara Pasquale, Assistant Director Corporate Services. Renee can be contacted via [lara.pasquale@prov.vic.gov.au](mailto:lara.pasquale@prov.vic.gov.au).

Yours sincerely,

Justine Heazlewood  
Director and Keeper of Public Records

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Zachary Sweeney

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title:** 6.3 Macaulay Structure Plan 2021

\*

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

It is disappointing to see that the Macaulay Structure Plan 2021 presented at the Future Melbourne Committee proposes a range of building controls which will detrimentally affect the pre-existing nature of North Melbourne. Most notably, the Macaulay Structure Plan proposes building controls in the 'Melrose' Precinct which do not align with the pre-existing DDO63. Namely, along the interface street of Shiel Street the proposed Structure Plan allows for a much more substantial and impactful development to be built on the southern side of the street. Shiel Street is a tree-lined, residential street with the northern portion of the street covered by a heritage overlay. However, the Structure Plan proposes to override the existing DDO63. Specifically, a street wall of 4 storeys is proposed, replacing the current 3 storey street wall restriction, as well as reduction in the required setback to only 5m. As a local resident, it is very disheartening to already see the potential detrimental impact of the Macaulay Precinct on the pre-existing historical streets.

DDO63 was implemented with significant consultation of residents as well as a substantial time and cost investment. For these controls to be overridden by the proposed Structure Plan is very disappointing. The redevelopment of Macaulay is an incredible opportunity to encourage an urban development which integrates well with the local community, the proposed controls achieve the opposite of this.

The council should aim to amend the proposed Structure Plan to revert the planning controls concerning Shiel Street to remain in line with DDO63.



---

Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \*

---

No

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Alex Geers

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

Future Melbourne Committee – Macaulay Structure Plan

**Alternatively you may attach your written submission by uploading your file here:**



[submission\\_re\\_macaulay\\_structure\\_plan\\_2021.docx](#) 25.68 KB

• DOCX

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

Alex Geers

North Melbourne VIC 3051

Lord Mayor & Councillors  
City of Melbourne

## **MACAULAY STRUCTURE PLAN**

### **SUBMISSION**

Dear Lord Mayor and Councillors,

As a resident of North Melbourne, I would like to express my disappointment and deep concern over a proposed development, the Macaulay Structure Plan 2021. Specifically, the proposed development closest Shiel Street. The Plan proposes another four-storey street wall, with no setback (only a 'preferred' minimum 5 metres) but with a discretionary 'preferred' maximum height of 8 storeys.

Current planning controls stipulate that the buildings on the southern side of Shiel Street should have the street wall height of 3 storeys, then set back of 2 metres for every one metre in height, with preferred maximum building height of no more than 9 storeys. These controls are captured in existing planning controls under Planning Scheme Clause 43.02 Design and Development Overlay DDO63. Yet both the 3-15 Shiel Street and Macaulay Plan disrespectfully ignore this.

The Macaulay Plan shows no respect for the planning controls and seems intent on trashing the heritage of Shiel Street. As with the proposed 3-15 Shiel Street Big Housing Build project which has met with strong resistance from local residents, the lack of integrity, transparency and respect for democratic and due process is appalling.

It would appear that at all levels of government, federal, state and local, contractual obligations and trust mean little anymore and the ones we have elected to uphold the rule of law and democracy seem intent on destroying it.

I do not fear "interference" from abroad but have considerable concerns at the decay of Australian democracy from within.

Regards,  
Alex Geers

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Simon Harvey

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

Macaulay Structure Plan

Alternatively you may attach your written submission by uploading your file here:



[macaulay\\_sp\\_response\\_2021.docx](#) 41.65 KB · DOCX

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

Yes

**If yes, please indicate if you would like to make your submission in person, or via a virtual link (Zoom) to the meeting. Please note, physical attendance will be limited in accordance with City of Melbourne security protocols and COVID-safe plans and be allocated on a first registered, first served basis. \***

I wish to make by submission via Zoom



Kensington  
Association.

Macaulay Structure Plan (MSP)

November 2021

Submission on behalf of The Kensington Association

Previous submissions in relation to the MSP the Kensington Association have focused to a large extent on regulations governing built-form, we are heartened that in drafting this iteration of the MSP there has clearly been an attempt to address some of our concerns.

General - precinct-wide Issues

It is a great relief to us in the Kensington Association that the Plan is recognising the distinct nature of the Macaulay precinct relative to the Arden precinct, but we have continuing concerns about the ramifications in relation to population and congestion around Macaulay Rd. While the inclusion of FAR in built-form controls is potentially very useful as a density control, in our view the FAR's are still too high for this section of the precinct. Allow me to explain.

We have a vision of what and how Macaulay could be, and to some extent (some of) the language in the Structure Plan suggests it is also held by those who have drafted the MSP. But ..... it does not seem that what we think of as the '**Special dilemma of Macaulay Road**' has been recognised! The inner suburban convergence of two rail lines (which meet at North Melbourne station) are less than 500 metres apart at Macaulay Rd. There is no other significant thoroughfare in Melbourne that is so constrained. In our view this requires (1) recognition (nowhere in the MSP is it acknowledged), and (2) special planning modifications for the areas around Macaulay Rd. This dilemma deepens when the MSP relies on the proximity to the two stations to argue for greater use of public transport, which in practice requires more frequent trains, which in turn leads to further congestion along Macaulay Rd, particularly in peak hours.

What can be done to solve this dilemma from a planning perspective? This is our view:-

- We **do not** advocate for removal of the rail crossings, but we do advocate that everything possible is done (a wider Melbourne challenge) to limit through traffic along Macaulay Rd, and we agree that (in the words of the MSP page 99/101) '*Macaulay Rd ... and Stubbs St .. [should] be redesigned into safe, comfortable and attractive streets for people walking and riding bikes.*'
- Careful modification of parking requirements for new developments. Hence the Association cautiously supports the initiatives to gradually wind back the 'car culture' with different internal and street parking protocols and requirements, as long as it does not impact on limited street parking currently used to capacity by existing residents.
- Adjust the FAR's down for the precincts around Macaulay Rd to decrease the residential population density. We would welcome a **transparent and ongoing** method for the CoM to monitor both population and progress towards a truly 'mixed use zone'.

In relation to this final dot point the Plan does not acknowledge the impact on the target population of over 2,300 apartments in the current pipeline of approved and new planning applications. In our view, under current trends and policy settings, limiting the population increase to the projected

10,000 is unachievable. Whilst we welcome the attempts to clarify the FAR for each precinct and how FAR works together with street wall heights and setbacks, we are concerned about any language in the Plan that allows developers to stretch the 'envelope', in particular the use of 'preferred maximum' and 'preferred minimum'. One example of many, on page 95 'A *preferred maximum street wall height of 3 to 6 storeys elsewhere in the Chelmsford Precinct*'. While we can imagine why this is so written, it is frankly oxymoronic, invites exploitation by planners, and undermines density control initiatives.

### **Movement and Access**

We welcome many of the initiatives to facilitate movement through the area, including stipulation (or guidance) as to the width and placement of connections. We suggest that these 'thoroughfares' also need to be designed/constructed in such a way as to facilitate community activity in their path. We also strongly support proposed new (foot/bicycle) bridges across Moonee Ponds Creek, but we believe that they should be more than 'investigated'. One or more of these bridges, as well as the widening of Macaulay Rd and Arden St bridges, are necessary to fulfil the objective of facilitating movement and access across the precinct. The new bridges need to be investigated **and** constructed.

### **Open Space**

Another major theme of Kensington Association advocacy has been around the lack of public open space. The importance of open space is widely recognised as important for community wellbeing; more public open space is a community priority. We applaud the purchase of land in the Chelmsford precinct, and would advocate for further open space (in addition to the Robertson St park extension) in the Stubbs precinct.

In relation to Moonee Ponds Creek, we have repeatedly pressed for the Creek corridor to be revitalised to support the growing community. In our view, Moonee Ponds Creek, which has immense historical value, has been neglected for years, yet continues to be highlighted as the optimal open space available for residents when new developments are proposed, when it is clearly sub-optimal in so many ways. The Association notes that there have been two strategic plans for the rejuvenation of the Moonee Ponds Creek since 1992 with little or no actual execution of those plans in our area. This is at least partly due to the poor legacy issues of a jumbled zoning and different government departments that manage and own the land.

Resolving the zoning and rationalizing the multiple state government bodies that have current ownership of the land would allow the latest Strategic Plan for the Moonee Ponds Creek to be actioned. Until these steps are taken, no unified plan can be put into action, as those who care do not control the land. It is not good enough to provide certainty on built-form controls and have new population targets, without providing certainty on how commensurate open space will be delivered.

### **Community Infrastructure**

We note with interest and excitement the 'opportunity area for a new community hub' in the Stubbs precinct, and wonder if this could also be an opportunity for further public open space, together with a flexible Arts/performance facility.

### **Interfaces with established residential areas**

Interfaces are a continued cause of concern for residents. Particular concern is where a laneway borders new development, where the details of a 'widened laneway' - (bottom of page 101) - are not specified. Such laneways (if widened as proposed) could become useful and picturesque connecting links across large blocks. Also where there are street frontages (in Robertson St for example) that are nominated to have a 3-6 storey range for a street wall (page 102), which means

that there could effectively be no transition to the established single storeys across the street. There is also much concern amongst residents in the Chelmsford precinct, particularly where new commercial premises interface with residences. There are both overlooking and shadowing issues for these residences that need to be very carefully considered in a detailed and consultative way.

### **Macaulay Station**

In our 2020 submission about the MSP, the Association emphasised the importance of Macaulay Station. Given the enormous growth in both workers and residents envisaged under both the Macaulay and Arden Structure Plans, the role of Macaulay Station as a user friendly, secure and welcoming transport venue is of paramount importance, but this is given little attention in the Structure Plan. Under Objective 11 we read *'high-quality, frequent, and reliable public transport will service Macaulay'*, but we know this is not possible without a more fundamental Line upgrade. Recognised that the station is the responsibility of the state government and VicTrack, the Kensington Association raised the need for the Structure Plan to not only support more frequency of trains but also support the increasing utilisation of the station, through creating a surrounding area and connections that provide a welcoming and facilitative setting. This issue needs much more attention.

Finally, on behalf of the Kensington Association, many thanks to the CoM Planning team for meeting with the Association and sympathetically listening to and responding to our concerns.

**Simon Harvey (Chairperson)**  
**(On behalf of the Kensington Association)**

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Nikki Gaskell

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title:** Macaulay structure plan

\*

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

I live at 7 Bruce St. Kensington amongst the small group of residential properties in the commercial area of the new Chelmsford precinct.

I am pleased to see recognition of the residences in this area in the latest version of the Structure Plan with the reduction in the FAR to 3:1. This will significantly reduce the bulk of the buildings surrounding our homes.

I am however still concerned that if there is not strong protection for overlooking, overshadowing, solar access and protection of some view to other than large buildings where currently there is open space view that the amenity of our dwellings and external open space will be greatly reduced.

I am hoping for strong protection of these important aspects along with the reduced bulk via FAR.

Regards,

Nikki Gaskell

**Please indicate whether you** No



---

would like to  
verbally address  
the Future  
Melbourne in  
support of your  
submission: \*

---

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Sheila Byard

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.3 Macaulay Plan

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting.**

**Submissions will not be accepted after 10am.**

As a resident of Kensington since 1972 who has participated in many City of Melbourne consultations about planning and renewal in 3031 it is good to have an opportunity to read the report being presented to Future Melbourne Committee today.

However it is a matter of regret that Councillors will vote on the document without local residents, businesses and property owners having had adequate opportunity to scrutinise the detail supplied. The treatment of flooding is most problematic since there is not one reference to the pressures of tidal flows on drainage in the development zone.

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Kris Robinson

**Email address: \***



**Date of meeting: \*** Friday 5 November 2021

**Agenda item title:** New A shed qvm

\*

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

Hi guys

The new idea to activate a new space in A shed with lock ups adds a whole new exciting area and feel to the market.

This space will allow a new generation to come and trade under the magnificent QVM.

With most businesses being three tiered today.

Online

Social media

Retail shop front

The new format will facilitate all the above.

What is most important for any start up is the initial cost based which must be low to allow start ups to survive and

flourish.

A viability study needs to be on what it takes for a start up to make a average wage working on 100 % margins to make a informed decision on who goes into the new space so that high turn is avoided

Thanks

Kris

**Please indicate      No**  
**whether you**  
**would like to**  
**verbally address**  
**the Future**  
**Melbourne in**  
**support of your**  
**submission: \***

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**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Stan Liacos

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title: \*** 6.6 Queen Victoria Market Precinct Renewal – A–E Sheds Upper Market Specialty Market Trading Format Improvement Project

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting.** Please see submission from Queen Victoria Market Pty Ltd attached

**Submissions will not be accepted after 10am.**

Alternatively you may attach your written submission by uploading your file here:



[fmc\\_submission\\_ae\\_sheds\\_upper\\_market\\_specialty\\_market\\_trading\\_format\\_improvement\\_project.pdf](#)

230.15 KB • PDF

**Please indicate whether you** Yes

would like to  
verbally address  
the Future  
Melbourne in  
support of your  
submission: \*

If yes, please indicate if you would like to make your submission in person, or via a virtual link (Zoom) to the meeting. Please note, physical attendance will be limited in accordance with City of Melbourne security protocols and COVID-safe plans and be allocated on a first registered, first served basis. \*

I wish to make by submission via Zoom



8 November 2021

## **Re: A-E Sheds Upper Market Specialty Market Trading Format Improvement Project**

I write to confirm Queen Victoria Market (QVM) Pty Ltd's strong support of the A-E Sheds Upper Market Specialty Market Trading Format Improvement Project being considered by the Future Melbourne Committee on Tuesday 9 November 2021.

This project would deliver critical trader infrastructure upgrades for the Upper Market to create new retail and hospitality precincts, support traders and improve safety and operations. This includes an improved trading area for specialty and general merchandise traders, a business-to-business area for produce traders, back-of-house facilities, and an enhanced hospitality hub.

These proposed improvements are critical to the future viability of the Market, traders and operations. It will also deliver a significantly enhanced customer experience in a part of the Market that is underutilised and lacks appeal due to decreasing occupancy in traditional general merchandise stalls, and a lack of formal back of house areas for retail and operational storage.

As well as responding to demand from current and potential general merchandise traders for more lockable trading formats as an alternative to traditional stalls which requires daily set-up and pack down, the proposed new retail formats will be key to diversifying the general merchandise offer to meet the needs of more Melburnians.

QVM Pty Ltd has led extensive work to inform this project to ensure it meets the needs of Market traders and operations, while also providing an enhanced customer experience in this part of the Market. Importantly it has been informed by feedback and input from Market traders, box hire operators and Heritage Victoria, with guidance from a heritage consultant to ensure it respectfully retains the heritage and character of the Market.

### **Queen Victoria Market Pty Ltd**

L10, 501 Swanston Street, Melbourne VIC 3000  
PO Box 12415 A'Beckett Street, Melbourne VIC 3000  
T (03) 9320 5822 E [info@qvm.com.au](mailto:info@qvm.com.au)

[QVM.COM.AU](http://QVM.COM.AU)

ABN 44 069 959 771



The proposal is in line with QVM Pty Ltd's *Future Market Strategy*, a number of recommendations of the 2018 People's Panel, recent market research and trader feedback which indicated:

- A need for infrastructure and facilities to support traders and improve safety
- Demand for more lockable/fixed trading locations for speciality traders
- More light hospitality under the sheds and seating/respice areas to help attract and retain customers.

In addition, the new lockable containers will create an active retail and hospitality edge with seating, tables and placemaking around the business-to-business and back of house areas to help ensure the space is well presented for customers and visitors. Retail storage boxes are currently informally stored in this part of the Market which is visually unappealing and provides no separation from customer areas.

QVM Pty Ltd looks forward to continuing to work with the City of Melbourne, traders and other stakeholders to bring this important project to life.

Yours sincerely,

Stan Liacos  
Chief Executive  
Queen Victoria Market Pty Ltd



**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Daniel Gelai

**Email address: \***

[REDACTED]

**Date of meeting: \***

Monday 8 November 2021

**Agenda item title: \***

6.6

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

Storage in upper D shed for storage box hire ,i envisage no real obstacles as long as we have two smooth surfaces to access D shed . It is critical that there is no other equipment being left blocking direct access creating a dangerous route . thank you Danny Gelai .

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

David Peck

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.6 Queen Victoria Market Precinct Renewal – A-E Sheds Upper Market Specialty Market Trading Format Improvement Project

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting.**

**Submissions will not be accepted after 10am.**

I David Peck, box storage operator of 33 years write in support for the GM storage area as part of the upper market proposal. I fully support Mark Bullen and his team with the proposal as it will be a more efficient and safe way to carry out the movement and storage of boxes around the market.

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Miriam Faine

**Email address: \***

[REDACTED]

**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.6 Queen Victoria Market Precinct Renewal – A-E Sheds Upper Market Specialty Market Trading Format Improvement Project

Alternatively you may attach your written submission by uploading your file here:



[2021.11.9\\_fmc\\_.docx](#) 125.04 KB · DOCX

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

Yes

**If yes, please indicate if you would like to make your submission in person, or via a virtual link (Zoom) to the meeting. Please note, physical attendance will be limited in accordance with City of Melbourne security protocols and COVID-safe plans and be allocated on a first registered, first served basis. \***

I wish to make by submission via Zoom

FMC Meeting 9 Nov 2021 Submission from Dr Miriam Faine, Secretary FOQVM re  
6.6 Queen Victoria Market Precinct Renewal – A-E Sheds Upper Market Specialty Market  
Trading Format Improvement Project

1. Heritage guidelines

The City of Melbourne are the custodians of QVM and its heritage. The Heritage Victoria Statement of Significance clearly indicates in Criterion G:

*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. [Criterion G]*

This social heritage is manifested through:

*The Queen Victoria Market is of architectural significance as a notable example of the class of produce market. It is a remarkably intact collection of purpose built nineteenth and early twentieth century market buildings, which demonstrate the largely utilitarian style adopted for historic marketplaces combined with the later attempt to create a more appealing 'public' street frontage through the construction of rows of nineteenth century terrace shops along Elizabeth Street and Victoria Street. [Criterion D]*

These 'proposed new trading formats' and 'improvements will directly impact on this heritage by changing the traditional ad hoc nature of trading in open stalls within the remarkably intact collection of purpose built nineteenth and early twentieth century market buildings.

The proposed enclosed structures will destroy the sightlines through the open sheds. They will form a barrier between the street and the market in Peel St. They will remove the open views through the market from the street, turning the market an enclosed shopping centre rather than a *historic marketplace*. The new stalls turn their backs to the Victoria St shops so that these are cut off from the market behind the back wall of stalls.

Bizarrely, as recently as November 2016, QVM was promoting the traditional trading format of the market – see

**A Market for the People**

**The history, heritage and people of the Queen Victoria Market are what make it so special. This is our dedication to the people and traditions of Melbourne's marketplace.**

<https://fb.watch/98Jj1sIX0/>

Nothing here about lockable stalls, ready to eat meals, art installations or silly pocket parks!

2. No business case

One would expect the plans for structural changes would emerge from a well-researched Business Case, but it seems that this Business Case, as with previous aspects of the Renewal Plans, is post hoc.

There is no justification provided for these specific changes beyond the reference to 'declining trader occupancy'. There is no data to suggest that trader occupancy would improve with these new conditions.

We do know that traders are now renegotiating their leases with adverse conditions, and that elsewhere, traditional markets across Melbourne are thriving – see Richmond (Gleadell St), Oakleigh Sunday Market, Dandenong Market ... all packed, and popular with young people).

We suggest the 'declining trader occupancy' can be attributed to unsupportive QVM management rather than lack of appropriate infrastructure.

In terms of justifying retail pods, we know String Bean Alley has been a dismal failure with customers, in spite of ongoing support from management.

There has been no public consultation on these specific 'improvements'. Feedback on the Future Market Strategy was mixed, to say the least, with little support from the community. With regard to traders, as they are currently renegotiating their leases under extremely difficult business conditions, they are unlikely to argue with management.

We also reject the suggestion that these changes were mooted by the Peoples Panel, which in fact made no recommendations for proposed lockable retail container pods in A Shed, Upper Market nor for more Street food/food trucks hospitality. In fact, the Peoples Panel explicitly REJECTED much of the mooted infrastructure changes as excessive and 'gold plating'.

### 3. Renewing our market

It is surely time to revisit the 2015 Master Plan, especially as its major initiative (the basement) has now well and truly expired.

The Market Renewal process has been littered with failed and futile initiatives: The Basement; The Glasshouse; The Social Kitchen; the bizarre ice skating rink) in January) and so on... ..

All that time the authentic market has been neglected and devalued by Council, QVM Pty Ltd and QVM managements.

It would also be prudent to review the Renewal Plans in the light of the changes COVID has and will bring to the city.

Hospitality is declining in a post-COVID CBD, and what is left is being propped up by financial incentives by the City of Melbourne in the effort to revive and retain it. It seems perverse that the QVM renewal is 'activating' QVM by investing in more hospitality rather than focussing and building on its core business on which its reputation is built.

**Meanwhile the traditional QVM has remarkably withstood Covid, with many specialty stalls re opening and customers returning over the last few weeks.**

**RE: Report to the Future Melbourne Committee Agenda item 6.6, 09 November 2021  
'Queen Victoria Market Precinct Renewal – A-E Sheds Upper Market Specialty Market Trading  
Format Improvement Project'**

**Presenter:** Roger Teale, General Manager Property, Infrastructure and Design

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Submission to Lord Mayor and Councillors

From: B. McNicholas, Director, Walk in St Kilda Rd & Environs

9 November 2021

Dear Lord Mayor and Councillors,

I am writing to request this Agenda item not be supported and resolved but be deferred. It is requested that Agenda item 6.6 "**Queen Victoria Market Precinct Renewal – A-E Sheds Upper Market Specialty Market Trading Format Improvement Project**" is deferred and re-assessed.

The serious issues with this Agenda item 6.6 include:

- **There is no business case provided supporting or justifying these changes.** Evidence and business case, as well as consultation, is needed, prior to a FMC submission and vote of Councillors.
- *"... endorsement of the schematic design plans for the Speciality Market Trading Format Improvement project at the Upper Market of A-E Sheds prior to lodgement of heritage and planning applications and release of tender for the works"* (1, page 1) cannot be properly or reasonably made and resolved at this time.
- **Adequate time has not been provided for the community and key stakeholders to read, assess and write considered submissions** (including the documents referred to). This is inconsistent with various City of Melbourne strategies and policies. Refer, for example, to the copy endorsed by FMC recently for the CoM "*Draft Inclusive Melbourne Strategy 2021-31 for community engagement*", and my submission, 19 October 2021.

For example, see Key Priority 3: "*All people can participate in city decision-making.*"

- However, many are disabled or excluded from this participation by this brutal, inadequate time frame between provision of the draft Agenda item and the timeframe provided for public submissions to FMC, a key avenue for community participation in decision-making, and by the absence of a *Community and Stakeholder Reference Group for Queen Victoria Market (QVM)*.
- **Community engagement/participation has not been enabled as per council policy and strategy, but has instead been excluded or 'disabled':**
  - By the inadequate time provided – i.e. 2 business days effectively has been provided for community and stakeholders, who have other responsibilities, jobs and

commitments, and this is completely inadequate for effective participation. Refer to, for example, my submission 19 October 2021, attached. At least two weeks, and preferably four weeks should be allowed between provision of the documentation to the community and stakeholders and the timeframe for public submissions for Future Melbourne Committee (FMC). The matters are highly significant, the costs high and the documentation and additional relevant documentation and documents referred to, are substantial. More time is needed for community prior to submission deadline.

- It is understood “*retail container pods*”, followed by ‘*a further 19 retail pods*’ a few years later (2023), are partial or full shipping containers, however, **there is no history of any association of shipping containers with Queen Victoria Market**.
  - This would change Queen Victoria Market in ways that diminish cultural heritage value of the heritage place, introducing a foreign element, impacting sightlines ... This is inconsistent with the Burra Charter Principle of a **cautious approach** (Article 3) “*change it as little as possible so that its cultural significance is retained.*”

#### “Article 3. **Cautious approach**

3.1 Conservation is based on a respect for the existing fabric, use, associations and meanings. It requires a cautious approach of changing as much as necessary but as little as possible.”

Queen Victoria Market (QVM) is on the State Heritage register and on the National Heritage list. It is formally acknowledged as of outstanding cultural heritage value to all Australians and as needing protection of its listed cultural heritage values and attributes into posterity. That is a commitment and responsibility. Community and stakeholder engagement and careful consideration of its listed cultural heritage values and attributes are needed for this – at City of Melbourne in its plans and drafts prior to submissions to FMC and to Heritage Victoria. That has not occurred prior to this draft being sent to Future Melbourne Committee, but it should have.

It has been requested, repeatedly, that CoM **institutes a *Community and Stakeholder Reference Group for Queen Victoria Market (QVM)***, one which would be consulted before any drafts for FMC were finalised or presented at FMC (or to HV, or go to tender ...). This would assist enable effective community and key stakeholder engagement as well as improve submissions to FMC and its decision-making. It would facilitate a move towards best practice management of this important place and better outcomes for QVM and its successful and responsible management and operation. It is needed to fulfil Council’s stated policies and strategies for community engagement and participation in decision-making and would enable the desired movement towards best practice heritage management of this outstandingly significant place Queen Victoria Market; it is needed to comply with stated principles and aims of the Heritage Review resolution, a unanimous resolution at FMC, 1 September 2020.

When this Reference Group or Advisory Committee, along with the Heritage Review and its changes, are put in place, it is anticipated such issues and omissions as are evident in this

Agenda item (heritage, community engagement; premature submissions to FMC without any or adequate heritage and community engagement ... ) will be diminished or will no longer occur.

- This is **evidence, again, of the need for the Heritage Review re “Council projects on land on the Victorian Heritage Register” voted at FMC 1 September 2020, still outstanding.** We eagerly await this Heritage Review and its implementation, its enactment. It was unanimously voted on 1 September 2020 at FMC and was due 1 September 2021. The Heritage Review is running more than several months late now. It includes recommendations and statements such as:
  - (1.3) Expresses the view that the City of Melbourne can improve how it goes about applying for Heritage permits and Heritage permit exemptions, and that a review of internal processes and protocols in relation to planning for works on land on the Victorian Heritage Register is **timely.**
  - “(1.4) Requests that management conduct a review of the internal processes and protocols across all work areas that manage the planning and delivery of building and works to places on the Victorian Heritage Register and report the outcomes of this review to councillors **by September 2021**”.

The Agenda item noted CoM’s “decentralised approach has led to difficulties in understanding and adequately planning for meeting relevant Heritage legislative requirements in a timely, consistent, informed and prepared manner” and stipulated inclusion of “(t)he ideal timeline and forward plan for the commissioning and completion of **Conservation Management Plans for land and buildings on the Victorian Heritage Register managed by the City of Melbourne**, where CMPs do not yet exist.”

As outlined by Heritage Victoria in its Information Guide: Conservation Management Plans (CMPs): Managing Heritage Places” document, page 7, “A CMP is the planning tool that outlines effective and timely property management decisions for heritage places.”

We note the Conservation Management Plan for Queen Victoria Market has been stated as considered to be due for update April 2022, and its outstanding cultural heritage significance, as well as the current lack of a dedicated Master Plan for QVM (itself, not the broad, general Precinct around it, which is not heritage listed) means it is a risk to proceed with changes and plans now.

A centralised approach to CoM’s management of heritage listed places was requested as was a specialised area/staff and a Community Advisory Group for Heritage. Without these, our heritage places of outstanding significance are at risk.

- Things have changed significantly since early 2020, even since August 2021. **New, post-Covid world considerations, consultations and plans are needed.** Previous assessments and plans are no longer relevant, applicable or reasonable in this significantly altered retail, CBD, trading and public gathering environment.
  - The kind of ‘hospitality’ referred to is reported widely as in serious difficulty, along with ‘events’- they have very significantly declined in the CBD, with no confirmed



path for growth into the future, one which remains insecure and unknown. General business is also severely impacted. The previous Future Market Strategy is in these exceptional circumstances meaningfully outdated. The previous 'market renewal program' has lost relevance in this new, unprecedented Covid world.

- There are considerable **issues and errors with reporting of People's Panel's recommendations** in this document, as advised by participants, including traders, the Friends of QVM and the RHSV participants. These need to be corrected and rectified.
- There are **issues with the purported consultation with Heritage Victoria**. A pre-application meeting is not an endorsement by Heritage Victoria and this could appear to have been misrepresented in the documentation presented.
- We are **still missing a dedicated Master Plan for Queen Victoria Market**, and this is critical document and is urgently needed.
  - Referring to '*the Master Plan*', which is predominantly, overridingly, a Precinct or surrounding area development Master Plan and is most definitely not a Master Plan for highly significant place Queen Victoria Market, is a significant error and is misleading.
  - This presents significant risks for outstanding heritage place Queen Victoria Market.
- The plan by Ralph & Beattie Bosworth referred to has not been disclosed or attached.

*“(T)he Schematic Design of the Speciality Market Trading Format Improvement A-E Sheds Upper Market”* should not be endorsed. It is premature; it is currently unsubstantiated, without adequate support and community and stakeholder engagement, and is lacking up-to-date, cautious business case and research in the current Covid CBD-world. It is far from ready or justified to '*proceed to lodgement of heritage and planning permit applications and tender*'.

It is requested that City of Melbourne/FMC defers Agenda item 6.6. and that it is re-assessed.

Thank you for the opportunity to make a submission.

## Draft Inclusive Melbourne Strategy 2021-31 for community engagement

Agenda item 6.5, 19 October 2021

Presenter: Linda Weatherson, General Manager Community and City Services

Submission: B. McNicholas, heritage, marketing and planning professional; Director. Walk in St Kilda Rd & Environs

18 October 2021

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Dear Lord Mayor Sally Capp and Councillors,

Of course, the principles in this draft Strategy for inclusive community engagement are applauded and supported.

It is requested that you **add to the Strategy document** some additional specific inclusions, such as **heritage considerations**, which seem to have been excluded but heritage is a major feature of the CoM, its lands, liveability and its management responsibilities, as well as a significant **priority** to many in the community, meriting inclusion to specify that heritage places are discretely managed for their specific listed attributes and values, and are not part of non-heritage listed place recovery plans and general events.; and some specific **outcomes** such as a **Community and Stakeholder Reference Group for Queen Victoria Market** and a **Community Advisory Group for Heritage**, both which have already been long requested by community members, stakeholders and committed resident, friends and community groups who have been seeking inclusion and participation in planning and decision making. Formation and embedding of these Committees into city decision-making processes would be a welcome addition to this document, belonging there as demonstrated Outcomes of this Strategy work for inclusive, responsive community engagement implementation to embed community decision-making at Council.

Whilst social, economic and environmental are listed as the three integrated considerations, heritage should be considered as a **fourth key parameter or priority**, but it is important to note that heritage needs to be considered in terms of excluding heritage places from general events and general open space areas.

**Note:** The heritage inclusion is for assurance that heritage considerations will occur so that heritage places and heritage greenspaces **will not** be considered general open space for events, for recovery or other etc ... but afforded the protections warranted by their heritage listing, and activities in their sites and land spaces considered under Heritage policies and planning dedicated to the heritage place itself and its values and attributes, as discrete heritage-place-specific management.

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## For Priority One:

- “● Our services, programs and places are responsive to the evolving priorities of our diverse communities.
- Our services, programs and places are welcoming, safe, accessible and affordable for all.
- Our information is accessible, and messaging is inclusive.”

## Priority 3:

**Empowered, participatory communities** We want to encourage participation from all community members, ensuring that people feel heard and their needs are addressed.

- People have the capacity to identify local needs and are empowered to lead change in their neighbourhoods.
- People and communities are connected and participate fully in community life.
- **All people can participate in city decision-making**.”

Page 14: “The community engagement provided valuable insights centred on themes of **representation, opportunity, accessibility and participation**. People understood inclusion as feeling a sense of belonging, **having a voice** in community decisions, and visible diversity in the community.”

Page 16: “Our services, programs and places We commit to making all services, programs and places delivered by the City of Melbourne accessible and equitable. Accessibility includes physical access, as well as making everyone feel secure, comfortable and welcomed. Our programs will support the needs and priorities of all communities.” ...

“We will create safe, inclusive recreation facilities and programs that support the community’s physical health and mental wellbeing. We will improve the accessibility of our facilities...”

Page 21: “**Priority 3. Empowered, participatory communities**

This priority aims to **build connection and empowerment**. We want to encourage participation from all members of our community.”

“We will foster reciprocal relationships with different parts of our communities, including Traditional Custodians, community organisations, residents, workers, businesses, students and other precinct and neighbourhood-based stakeholders. We will bring groups together to forge connections, share ideas and learn from each other.”

## Outcomes:

“**People** have the capacity to identify local needs and are **empowered to lead change in their neighbourhoods**.”

“**All people can participate in city decision-making**”.

Page 23:

“**Working in partnership will be vital to creating a genuinely Inclusive Melbourne.**

In implementing the strategy, we will collaborate with Traditional Owners, government, business, community organisations and stakeholder groups. We will achieve the priorities and outcomes through delivering them ourselves, **collaborating with others and advocating for change**. We will advocate with all levels of government and other partners to deliver this strategy acknowledging our shared **responsibilities in progressing inclusion. We**

## Embedding a community development approach”

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### Recommendation:

We have already requested this year, and now recommend these be included in Outcomes in this Strategy, that for accessibility, safety, community participation, health and well-being and in response to community request, that CoM:

- makes documentation for FMC available to the community and stakeholders (and Councillors) one month prior to the FMC at which it will be presented.
  - Currently documentation, amounting sometimes to hundreds of pages of complex maps and materials, is listed late on Thursday for public submissions by 10.00am Tuesday. This effectively amounts to two business days for the community, and limits community participation in council decision-making.
  - Community groups are volunteer based, often have other jobs and occupations, and much greater time is often needed for submissions to be discussed amongst community groups and associations and submissions prepared.
  - **Best practice** community consultation and opportunity for participation and inclusion in decision-making such as this requested extension of time between document provision by Council and deadline for submissions to council (FMC) will allow greater time for consultation, result in more participation by community, enable more of the inclusion this Strategy states it seeks, and you will end up with better submissions and better outcomes for Council, for Melbourne and for communities.
- As requested, limiting Future Melbourne Committee meetings to once a month will enable community, stakeholders and Councillors time to prepare, consult and research, rather than being overwhelmed by the current system which hardly allows a break between meetings and their significant agenda items. Best practice would provide the space and time for more effective considerations and best practice outcomes.
- Allow community to attend FMC and ask questions in person
- When using zoom for FMC meetings, allow visuals of community members and allow community members who have presented the right of reply to comments by Councillors.
- Officers and Councillors should be contactable. That Council officers and Councillors have a telephone number that is accessible to the community (in lockdown and outside of it).
- That all Councillors should be available to meet with community, by zoom or in person (now that lockdown is ending)
- That a draft is circulated for comment before the final document is sent to FMC
  - This would allow for the identification of any errors before it goes to council – and is an avenue for greater participation for the community in decision-making as you state is a strategy here. It would be a best practice, inclusive approach.

- We have requested a **Community Advisory Group for Heritage**, which considers proposals and plans for heritage listed lands/parks and places before they are finalised or presented to FMC, for a new Heritage area at the City of Melbourne, for some time now.
  - This is supported by this draft document and the listed Priorities in this draft Strategy, for example Priority 3 Outcomes and the other priorities listed above. This will help embed community participation in city decision-making.
- We have requested a **Community and Stakeholder Reference Group for Queen Victoria Market**, which considers plans and proposals before they are finalised, presented to FMC or enacted, and that it includes representation from The Friends of Queen Victoria Market, the Royal Historical Society of Victoria, Protectors of Public Lands, Walk in St Kilda Rd & Environs, the National Trust of Australia (Vic.), the Queen Victoria Market Traders, experts in heritage, marketing, planning and markets, and community members.
  - This is supported by this draft inclusion Strategy document and the Priorities, for example Priority 3 Outcomes and the other priorities listed above. It will help embed community participation in city decision-making.

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### **Greater Privacy provision will assist Inclusion and Participation**

That CoM also respect the right of community members to choose privacy.

e.g. In a recent CoM submission age/DoB was requested, yet some people do not want their age registered with the City of Melbourne, and this can discourage community participation, inclusion, messaging and submissions.

### **Medical Health Privacy**

Similarly, it is known that some people in the community who are eligible for reduced rates of Fire and other services no longer claim them since the City of Melbourne has added them to their Rates accounts as they feel it is humiliating for them to be declared and listed formally in their community, at their Council, as *'disabled'* or a *"pensioner"*. Some do not claim these, Rates discounts and other services and discounts they are entitled to at CoM as a disabled person or vulnerable pensioner, again, because they do not want to be listed in their community, at their local council, as such and fear, feel, it would affect their standing and may impact opportunities. For example, Disabled or pensioner discount is listed on Rates information documents and that is included in documentation for home sales and becomes part of a publicised record widely distributed. Perhaps the words could be excluded on the Rates documentation, or, for example, using *'discounted rate'*, if it is necessary to even list that rather than simply an amount.

### **Recommendation:**

That you add:

- CoM will organise to provide secured privacy eg options on not having to record, submit or publicise personal identifying and medical health information. This will enable greater inclusion and participation.
- CoM will consider ways to allow disabled community members and pensioners to access their offered Rates discounts, Fire Services Property Levy discount (State Government but

now added to Rates, CoM) and services in a way that restricts that information in a 'ring of steel' and does not share it throughout the CoM or with the general public or list it on Rates notices, (which are published for property sales, sometimes shared and used for other purposes... )

- CoM may consider separation of Fire Services Property Levy from Rates accounts etc ...

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Page 17:

"Our services, programs and places are responsive to the evolving priorities of our diverse communities. Our services, programs and places are welcoming, safe, accessible and affordable for all".

"Our information is accessible, and messaging is inclusive."

- Add – **Messaging and communications to be secure and private for the community when requested.**

### **Recommendations:**

**Increased security for personal information at Council**

**Greater security of personal email addresses and community contact information at Council.**

**Formal Council Blocking and Prohibition of email (and other community personal data) harvesting from Council.**

'Messaging' is two -way and is currently not assured as safe and secured for community participation, limiting inclusion.

- It was requested early in 2021 at FMC, that the CEO CoM formally regulates that LM and Councillors and prospective LM and Councillors (or others) may not harvest email addresses or other community personal information from Council.
  - o eg Harvesting of community email addresses from Council communications by Team Capp at the end of 2020 for private campaigning purposes may act as a deterrent for community participation and messaging, hence acting against inclusion and this Strategy.
  - o It is again requested to the CEO and in this Strategy that an outcome be that community email addresses are given greater IT protection in the form of **blocking from harvesting** and are thus offered more security at CoM.
  - o This assurance that community email addresses and other personal information will not be appropriated from Council for other purposes is best practice and will result in more confidence of community in communicating and messaging with Council and making submissions ie will result in greater participation and more inclusion.

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Page 20:

"Our Council Plan initiatives deliver a long-term, sustainable recovery through integrating social, economic and environmental priorities."

### **Recommendation:**

**Note** that heritage must be given separate, elevated status and managed independent of general events and recovery plans. This must be clear and considered. The many heritage-listed places and parklands in the City of Melbourne need to be discretely considered under specific heritage management plans for each heritage listed place. When you state in this draft Strategy that: *'Our Council Plan initiatives deliver a long-term, sustainable recovery through integrating social, economic, and environmental priorities'*, this must be clear.

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Thank you for this opportunity to make a submission to this draft Strategy, albeit, given the very limited time frame provided, a hurried one. I hope it is helpful.

It reflects broad community feedback and requests for inclusion and accessible, embedded participation.

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Mary-Lou Howie

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.6 Queen Victoria Market Precinct Renewal – A-E Sheds Upper Market Specialty Market Trading Format Improvement Project

Alternatively you may attach your written submission by uploading your file here:



[fmc\\_submission\\_agenda\\_6.6.docx](#) 3.00 MB · DOCX

Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \*

No



## 6.6 Queen Victoria Market Precinct Renewal – A-E Sheds Upper Market Specialty Market Trading Format Improvement Project

Dear Lord Mayor, Deputy Lord Mayor and Councillors,

I would like to begin by requesting that this agenda not be supported and a deferred for the reasons that two and a half working days is insufficient time for community consultation, engagement and comment. FMC papers are made public at 2.30pm on the Thursday afternoon prior to the scheduled meeting with submission due by 10am on the following Tuesday. In line with the priority the City of Melbourne has placed in its draft Inclusive Melbourne Strategy 2021-31 for Community Engagement, the community requires at least a fortnight, preferably one month, for reading, research and comment either in person or through a well-considered submission to the FMC meeting on issues that deeply concern them.

Not only is the community unable to properly engage in this agenda due to the unreasonable, brutal time limit given between document provision and deadline for submissions, consultation was limited to the QVM P/L and council whom one would expect support. It is disappointing that the community, along with key QVM stakeholders, were not invited for comment before this agenda seeks endorsement by the very councillors that represent the community.

We have requested a Community and Stakeholder Reference Group for Queen Victoria Market, which considers plans and proposals before they are finalised, presented to FMC or enacted, and that it includes representations from Friends of Queen Victoria Market, Royal Historical Society of Victoria, Protectors of Public Lands, Walk in St Kilda Rd & Environs, the National Trust of Australia (Vic.), the Queen Victoria Market Traders Representative Committee, experts in heritage, marketing, planning and markets, and community. It will help embed community participation, proper process and protocols in city decision-making.

Furthermore, community groups are volunteer based, often have other jobs and occupations, and much greater time is often needed for submissions to be discussed amongst themselves and for submissions to be prepared. Best practice community consultation and opportunity for participation and inclusion in decision-making such as this requested extension of time between document provision by Council and deadline for submissions to council (FMC) will allow greater time for consultation, result in more participation by community, enable more of the inclusion the City of Melbourne's community consultation strategy states it seeks, and you will end up with better submissions and better outcomes for Council, for Melbourne and for communities.

Re 5.7: Heritage Victoria pre-application meeting

The pre-application consultation with Heritage Victoria that took place earlier in the year cited in the 'Key Issues' does not infer in any way endorsement by Heritage Victoria of the schematic plans nor give feedback on the plans. I understand from Heritage Victoria the meeting referred to in the Agenda 6.6 was a standard pre-application meeting to discuss details to ensure that 'documentation is complete, and can reduce delays from further information having to be sought during the assessment stage.' 'Any commentary made by Heritage Victoria during a pre-application meeting and in subsequent correspondence should not be interpreted as acceptance or refusal of a proposal. Permit applications are determined following consideration of the application against relevant policies and the criteria of the Heritage Act.'

It offers comfort that matters such as this that effect the cultural and social significance of a place registered on the Victorian and National Heritage Listing, that is of major importance to all Australians, is in the hands of and subject to Heritage Victoria approval.

**Re point 2, Purpose and background** – People's Panel and the endorsed approach for the delivery of market infrastructure

The document makes reference to a pre-COVID 2018 People's Panel without further comment. As one of the stakeholder members of the People's Panel, I can attest there was no recommendation regarding the proposed Specialty Market Trading Format changes such as the proposed lockable 10 and 20 foot retail container pods in A Shed, Upper Market (Key issues 5.1) nor Street food/food trucks hospitality (5.4).

The People's Panel's recommendations were arrived at in good faith and hard work by the panel re the Market's ageing infrastructure, operational requirements, trader's needs and car parking. Panel members gave up a considerable amount of their time to participate in the workshops.

The misrepresentation, or at best inflated interpretation, of their deliberation is disrespectful to the process and the people who participated.

To follow, the key People's Panel recommendation regarding trader infrastructure:

**'People's Panel Recommendation 1:** Infrastructure for traders: review of infrastructure (storage and amenities)

- Re-test initial consultation with traders
- Undertake a thorough audit of trader wants and needs – Trader feedback is that much of the infrastructure is not required & that such gold plating will lead to higher costs and rent to their businesses
- Questioned the excessive amount of storage being offered
- Recommended a formal and regular review and consultation process to ensure future upgrades are aligned with trader wants and needs
- Recommend that trader surveys be conducted by independent auditors.

Rationale: Feedback from traders on the people's panel suggest that the infrastructure provided is **excessive and unnecessary.**'

(In effect the traders on the panel questioned/mistrusted the consultation process, its veracity and outcomes and want an independent audit)

So much hospitality is planned for QVM when hospitality is declining in a post-COVID CBD. What is left is being propped up by financial incentives by the City of Melbourne in the

effort to revive and retain it. It seems perverse that the QVM renewal is planning to invest in 'activating' QVM by employing a declining model rather than focussing and building on its core business on which its reputation is built and on what Melbourne wants and needs.

Note that two hospitality traders have closed their businesses in E shed only last week. One is Merlot's, a substantial coffee roaster and cafe on the corner of E Shed and Peel St. These closures have incurred a huge financial loss to their owners. Why then would new future businesses invest in QVM given the declining trader occupancy? Surely this does not evoke confidence in potential future business in the market. I suggest the 'declining trader occupancy' can be attributed to poor QVM management rather than lack of appropriate infrastructure.

No data has been provided that justifies the proposed changes to trading formats? Where is the Business Case that justifies the changes and demonstrates the viability of such measures? Surely this is a topsy turvy process where infrastructure changes precede the business case.

Conclusion:

Proper planning processes and process need to be in place that will protect our heritage market and create a solid foundation on which to make it great again.

Given we are all passionate and heavily invested in the success and future Queen Victoria Market my recommendations are as follows:

- Complete the CoM Heritage Review – overdue September 2021.
- Create a specific, discreet QVM Master Plan that protects this place Queen Victoria Market which is of elevated heritage significance. This is different to, and confused with, the QVM Precinct Master Plan which includes the surrounding area in which QVM is located.
- Update the Conservation Management Plan
- Set up a Community and Stakeholder Reference Group for QVM
- Devise a new post-COVID QVM business model
- Focus on QVM's core businesses to build on and strengthen its what it does best.

Photo: The spirit of QVM – an open air market for all of Melbourne



Victoria Market 1993. Peter Brown.

Thank you.

Mary-Lou Howie

President  
Friends of Queen Victoria Market Inc.

Email: [REDACTED]

**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Charles Sowerwine

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.6 Queen Victoria Market Precinct Renewal A-E Sheds Upper Market Specialty Market Trading Format Improvement

Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting.

See attached

Submissions will not be accepted after 10am.

Alternatively you may attach your written submission by uploading your file here:



[rhsvfmc\\_21.11.09.pdf](#) 93.44 KB · PDF

Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \*

No



## **ROYAL HISTORICAL SOCIETY OF VICTORIA INC.**

239 A'Beckett Street, Melbourne 3000

9 November 2020

### **Submission to Future Melbourne Committee**

### **Agenda Item 6.6 Queen Victoria Market Precinct Renewal**

### **A-E Sheds Upper Market**

### **Specialty Market Trading Format Improvement Project**

The bureaucratic language of the proposals to be considered by FMC tonight (9 November) masks major shifts in the mode of operation of the QVM which represent significant threats to its traditional mode of operation. They are too important to be considered with only one and a half business days of public consultation. The RHSV strenuously urges councillors to defer consideration to give the public sufficient time to understand what is at issue and to respond. I should add that the extremely limited time frame FMC regularly imposes is obviously contrary to any notion of public consultation and should clearly be revised.

If FMC nevertheless proceed to consider and vote on this item tonight, I will make two quick points.

First, the People's Panel Report, which is cited in the officers' report, made recommendations completely at odds with what is proposed herein. Here, as often in the past, Council has misrepresented the People's Panel Report, as I can attest (Dr Judith Stone and I represented the RHSV on the Panel).

The People's Panel Report noted that 'the key driving significance of the Market is its ongoing use as a well maintained traditional, open-air market' (Recommendation 2). The proposal creates blocks of fixed compartments functioning like an extended food court.

In general, the Report opposed the creation of surplus infrastructure because most traders desired and desire now the freedom to set up their stalls as they see fit. The Report stated clearly that 'much of the infrastructure (change rooms, showers, lunchrooms) given in our remit is not desired by the traders. Traders are concerned that the gold plating of infrastructure will lead to higher costs and rent to their businesses' (Recommendation 1).

Second, the proposal is contrary to the spirit of the market, to its heritage nature and to the very aspects of the market which attract visitors. It proposes to replace the vibrant theatre of stall-holders setting up stalls with fixed cubicles at which customers queue while staff sit inside. The Renders on p. 12 of the Agenda Item clearly show how this would alter the market, transforming a dynamic

experience into a static set of booths in a kind of food court. The 'pods' would obscure the open-air nature, the visibility, so integral to the space since its inception in 1878.

We believe that councillors should give this matter much more serious consideration before setting on a course which would ultimately smother the market and which has been rejected time and time again by the people of Melbourne as well as by the People's Panel and the QVM traders.

(Professor) Charles Sowerwine FAHA, FRHSV,  
Chair, Heritage Committee, RHSV,  
Member of People's Panel.

(Hon. Assoc. Prof.) Judith Smart AM,  
Deputy Chair, Heritage Committee, RHSV,  
Member of People's Panel.



**Privacy acknowledgement: \***

I have read and acknowledge how Council will use and disclose my personal information.

**Name: \***

Nancy Policheni

**Email address: \***



**Date of meeting: \***

Tuesday 9 November 2021

**Agenda item title: \***

6.6 queen Victoria market precinct renewal A-E sheds upper market speciality market trading format improvement project

**Alternatively you may attach your written submission by uploading your file here:**



[874d191584f64bf28e171f39965d413c.png](#) 601.44 KB · PNG

**Please indicate whether you would like to verbally address the Future Melbourne in support of your submission: \***

No

## Done Statement of Nancy Polic...



Growing up as a child, I vividly remember that whenever someone came from regional, interstate or overseas, that they were taken to visit the Queen Victoria Market, the largest market in the Southern Hemisphere. When my husband and I began our successful business in B Shed 26 years ago, we were both excited in creating a family business in such a well-known and busy market.

We have seen many changes over the years, including an increased population living in the CBD, the ever-evolving shopping habits of customers and their expectations. It has become apparent that the Queen Victoria Market needs to undergo many changes and improvements for its survival. These changes and improvements are for the benefit of the and survival of its traders, whilst at the same time, respecting its heritage atmosphere and ambiance. These proposed changes to the upper market can only, and will only, be of benefit for all concerned.

The lockable retail containers in A shed will create a much cleaner and brighter display to attract customers. Having an area dedicated to having quality merchandise will give customers the opportunity to find these products easily.

It is essential for the area in the backhouse of C shed and D shed to elevate the ever-increasing problem that many traders have in trying to store their produce or containers.

During the trialling of B to B, we have seen that, in the upper market for fruit and vegetable wholesale, customers have been proven to be vital in the traders offering of wholesale and expanding our trade. We need to provide an area where these customers can park and load their vans in a safe manner. Having an area also where we can store our stock and can have more amenities for us fruit and vegetable traders at the same time.

The proposed food offering section in E Shed will be a fantastic attraction for customers, something I think is vital for the survival of the market and its traders. If customers like what they are offered, they will spend more time at the market and venture around to shop. Seating in such a nice, clean, and new space, along with these proposed food offerings, can be a great draw card for the Queen Victoria Market. It can only enhance our market and its traders whilst taking in the ambience of this great market.

**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** wendy voon

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title: \*** Agenda Item 6.6 queen Victoria Market renewal – a–e sheds upper market speciality market trading format improvement project

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

I write to endorse the above Improvement Project at the Queen Victoria Market.

I am a trader in one of the shops on Victoria St (Wendy Voon knits), I relocated here as a former tenant of a pop up on Therry St. My relocation had resulted in a 30 % drop in revenue from running a bricks and mortar shop.

I observed and also from talking to customers – that the Victoria St, is largely ignored by many who visit the market – locals do not walk down there, and for tourists there is obvious no ' pull' to visit the precinct, particularly since the walkway between A shed and the back of the shops – is not inviting, with the backs of the stall on A shed facing the laneway.

I believe this improvement project will create a welcoming and inviting space for visitors to the market, and integrate the Victoria St. strip more with the market.

**Please indicate whether you would like to** No

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verbally address  
the Future  
Melbourne in  
support of your  
submission: \*

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**Privacy acknowledgement:** I have read and acknowledge how Council will use and disclose my personal information.

\*

**Name: \*** Tristan Davies

**Email address: \***



**Date of meeting: \*** Tuesday 9 November 2021

**Agenda item title: \*** Agenda item 6.6 Queen Victoria Market Precinct Renewal – A–E Sheds Upper Market Specialty Market Trading Format Improvement Project

**Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. Submissions will not be accepted after 10am.**

While MHA has no objections per se with a change to ratios for traders inside the sheds, we do wish to share concerns with the amount of change proposed, which could see the markets traditional uses supplanted by . The amount of container pods and permanent storage proposed also needs to be carefully considered, as these could have a serious detrimental impact on sightlines within the open sheds, and the feeling of a 'working market' with theatre, that may become hidden behind barriers and walls within the sheds. Changes that improve sustainability and variety at the market are commendable, but we hope these do not come at the expense of turning the trading sheds and laneways from open air ad-hoc spaces for interaction, 'market theatre' and trade into static spaces and window dressing for what will essentially be a standard retail street or replica of a boutique food truck lot better suited to other spaces such in carparking areas.

**Please indicate whether you** No

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would like to  
verbally address  
the Future  
Melbourne in  
support of your  
submission: \*

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