

Report to the Future Melbourne (Major Projects and Major Events) Committee

Agenda item 6.1

Queen Victoria Market Precinct Renewal Program – People’s Panel Final Report

10 December 2018

Presenter: Joanne Wandel, QVMPR Program Director

Purpose and background

1. The purpose of this report is for the Future Melbourne Committee to formally receive the People’s Panel Report for the provision of market infrastructure and car parking at Queen Victoria Market.
2. The provision of market infrastructure is one of 13 packages of work to be delivered through the Queen Victoria Market Precinct Renewal (QVMPR) Program. This package of work is critical to address the challenges facing the market, including lack of infrastructure to support contemporary Work Health and Safety, Food Safety and site security practices, inadequate waste management systems, absence of dedicated trader facilities, including appropriate storage and loading / unloading areas, and a need for enhanced customer amenities, including more public toilets.
3. At the 7 August 2018 meeting of the Future Melbourne Committee, it resolved to establish a 40 person People’s Panel, comprising a diverse group of traders, customers, community members and other key stakeholders, to deliberate on the provision of market infrastructure and car parking.
4. The People’s Panel process was supported in its deliberations by subject matter experts, and authorities such as Heritage Victoria, Aboriginal Victoria and WorkSafe Victoria who contributed technical expertise and advice at the request of the Panel. Other inputs to the People’s Panel included invited special presentations, technical reports, and a comprehensive background briefing document.

Key issues

5. The People’s Panel met over six workshops between October and November 2018. Independent facilitators worked with the Panel through every workshop and the process was observed by an independent probity advisor.
6. The deliberations of the People’s Panel have formed the People’s Panel Report, which provides 14 recommendations to Council. Each recommendation achieved the support of a ‘super majority’, being equal to or more than 80 per cent of People’s Panel participants. A minority report was also prepared. Refer Attachment 2.
7. The People’s Panel has recommended that some market infrastructure and amenities could be delivered through a redeveloped G Shed (the current recycling facility between the Meat Hall and H Shed) and the Southern Development Site (the future development parcel south of the Franklin Street stores). In addition to supporting the 14 recommendations, the minority report also recommends Council investigate options for using Queen Street for market infrastructure and car parking.
8. The People’s Panel recommended 500 car parks be delivered on the Munro site (currently under construction) and 500 car parks be maintained on the current at grade carpark, with the remaining car park land repurposed to public space. The report further recommends the potential inclusion of car parking in the Southern Development Site.
9. Of the 14 recommendations, 7 are recommended for agreement, 4 are recommended for agreement subject to further investigation and 3 are operational issues which are supported in principle by management and are recommended to be forwarded to the Board of Queen Victoria Market Pty Ltd for consideration. The minority report is recommended for further investigation.
10. Importantly, the People’s Panel report reinforced many aspects of the QVMPR Master Plan, including the restoration of the heritage sheds, weather protection, necessary upgrades to the Food Court, the need for more public spaces around the market, the Munro development, Queens Corner Building and the Southern Development Site.

Recommendation from management

11. That the Future Melbourne Committee:

11.1. Receives the Queen Victoria Market People’s Panel Report and thanks all panel participants for their commitment to the process.

11.2. Agrees with seven (7) recommendations and requests management to immediately progress, namely:

Recommendation 1	Review of Infrastructure for traders (storage and amenities)
Recommendation 2	Restore heritage fabric whilst preserving and enhancing tangible and intangible cultural heritage significance of the market
Recommendation 6	Improve infrastructure and amenities in the Food Court
Recommendation 8	Provide appropriate and planned recreational space in Queen Street between upper and lower market
Recommendation 9	Develop creative spaces throughout the market to attract and retain families and better engage customers
Recommendation 12	Weather proofing of Sheds
Recommendation 14	Southern Development Site

11.3. Agrees in principle with the other seven (7) recommendations and requests management to undertake further analysis of four (4) recommendations, namely:

Recommendation 3	500 carparks in Munro, plus 500 carparks to be maintained on current carpark, with remaining land to be re-purposed to open space
Recommendation 4	Allow for car parking spaces for vans, buses and large vehicles
Recommendation 5	Develop G Shed for various infrastructure improvements
Recommendation 7	Dedicated recycling stations ground level or below G Shed

And requests management to refer three (3) recommendations to the Board of the Queen Victoria Market Pty Ltd for its consideration, namely:

Recommendation 10	Increased customer focus for the market
Recommendation 11	Access of customers around the market and facilities
Recommendation 13	Guarantee security of tenure for traders

11.4. Requests management to:

11.4.1. Investigate the minority report, and

11.4.2. Provide a report in the first quarter of 2019 on the further analysis of four recommendations outlined in 11.3 and investigations into the minority report, including the overall impact of these recommendations on the business case and implementation strategy.

Attachments:

1. Supporting Attachment (Page 3 of 41)
2. Queen Victoria Market People’s Panel Report (Page 4 of 41)

Supporting Attachment

Legal

1. Legal advice has and will continue to be provided on all aspects of the QVMPR Program.

Finance

2. Financial implications arising from the recommendations of the People's Panel Report will be analysed in responding to the report.

Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Occupational Health and Safety

4. The People's Panel agreed on 11 key principles vital to the preservation and future success of the market. These included: retention of the open air market and preserving heritage; better site security; work, health and safety and food safety improvements; maintenance of the affordability and authenticity of the market and enough car parking.

Stakeholder consultation

5. The People's Panel was made up of 40 members. Independent recruitment specialists, Deliberately Engaging undertook the selection process, issuing 2000 invitations to customers at the Queen Victoria Market and 3000 invitations to residents living within a one kilometre radius of the market. All Queen Victoria Market stallholders and leaseholders (just over 600) received an invitation to nominate. Fourteen key stakeholders were invited to represent their respective organisations, with thirteen agreeing to become members of the panel.

Environmental sustainability

6. Delivery of the QVMPR program is guided by the six sustainability principles identified in the QVMPR Master Plan, the Precinct Sustainability Plan and the precinct has received Six Star Green Star – Communities accreditation.



QUEEN VICTORIA MARKET PEOPLE'S PANEL REPORT

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

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

November 2018

Acknowledgement of Traditional Owners

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

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

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1. Introduction

On Tuesday 7 August 2018, Council resolved to establish a 40 person People's Panel to deliberate on a range of options to address the Queen Victoria Market's ageing infrastructure, current operational requirements and future business needs and ensure there is adequate car parking. This approach followed a decision by Heritage Victoria in March this year to refuse a permit application from the City of Melbourne to dismantle, restore and reconstruct the western section of Sheds A to D and construct a below ground operational area, including customer car parking, a logistics and waste management centre, more storage and trader facilities, along with new public toilets and customer service centre.

Reflecting a commitment to give traders, customers and the community a greater say in the delivery of the market renewal program, the City of Melbourne appointed deliberative engagement consultants MosaicLab to develop and implement a new engagement process designed to ensure:

- Increased trader, community and stakeholder understanding of the challenges faced by Queen Victoria Market, and future opportunities for the precinct.
- Informed deliberations on options for the delivery of market infrastructure and car parking that balances the protection of the market's heritage with the need for contemporary facilities.
- A diverse range of voices were heard to inform a future recommendation to Council.

The People's Panel process involved:

- a diverse group of 40 people representing traders, customers, residents and stakeholders, all with a keen interest in the future of Queen Victoria Market
- independent stratification process to select panel members representing traders, customers, residents
- a clear remit with draft principles to guide deliberations (later amended and agreed by the panel)
- a broad range of background information
- opportunities for the panel to request more time for deliberations
- access to experts to clarify detail or answer technical questions
- expert facilitators in deliberative processes
- panel negotiation where the majority decision (more than 80 per cent could 'live with it, like it or love it') was carried
- an independent probity adviser to ensure the integrity of the panel process.

Over the course of four workshops, the panel considered information, evidence and expert input to assist with their deliberations on how to deliver much needed market infrastructure at the Queen Victoria Market including customer facilities, car parking, and trader requirements such as storage, delivery areas and waste management. Following the panel's request for more time to complete their deliberations and recommendations, an additional two workshops were scheduled.

At the final workshop, attended by 36 panel members, a report outlining 14 recommendations was developed. Each recommendation achieved a 'super majority' where 80 per cent of the panel could 'live with it, like it or love it'. A minority report was also prepared.

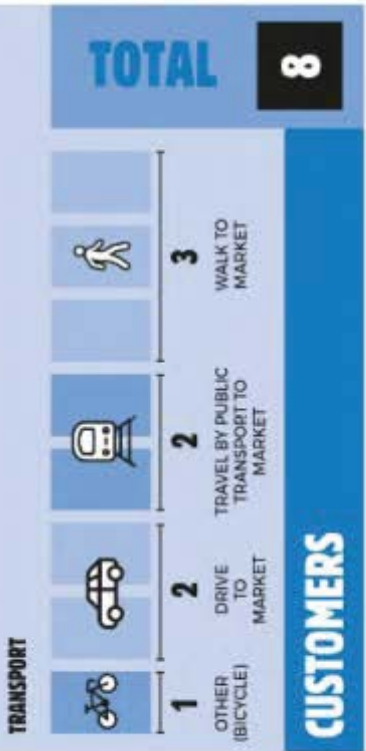
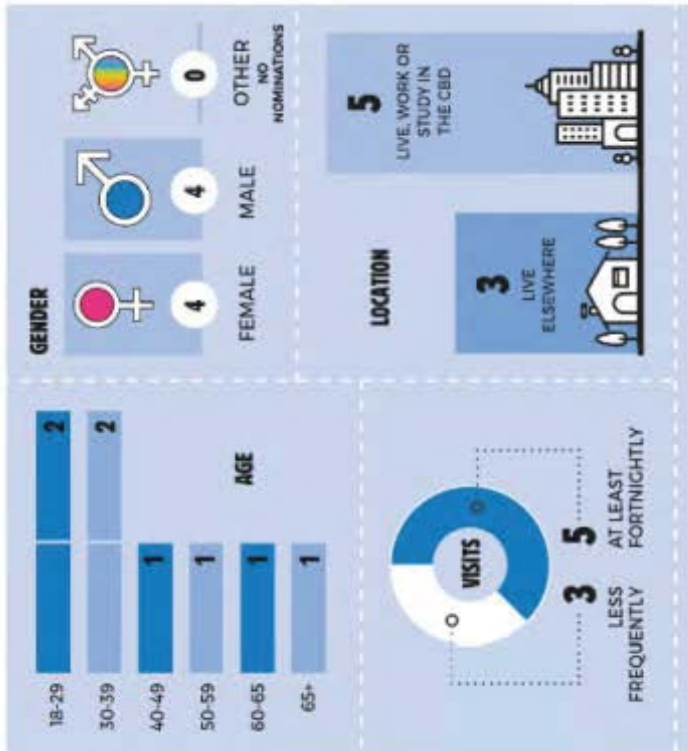
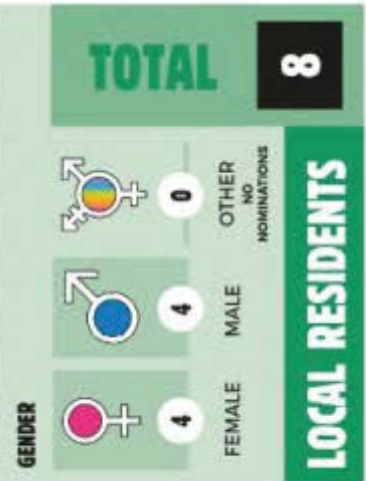
The City of Melbourne would like to acknowledge each and every member of the People's Panel for their time and commitment to the process and for working together to deliver an outcome.

QUEEN VICTORIA MARKET PEOPLE'S PANEL

STRATIFICATION GOALS & OUTCOMES

HOW DO WE SAFEGUARD THE MARKET'S FUTURE BY PROVIDING A THRIVING BUSINESS ENVIRONMENT FOR TRADERS AND A VIBRANT AND FLOURISHING MARKET WITH BETTER AMENITIES FOR CUSTOMERS?

REMIT



STAKEHOLDERS

14 ORGANISATIONS INVITED

13 ORGANISATIONS ACCEPTED

STAKEHOLDERS INCLUDE TRADITIONAL OWNERS, COMMUNITY, HERITAGE, DISABILITY, TRADE UNION, INTERNATIONAL STUDENTS REPRESENTATIVES

STAKEHOLDERS



The recruitment for this Panel was undertaken by Deliberately Engaging and the infographic, based on final numbers, undertaken by MosaicLab

*There has been some slight over recruitment, to allow for withdrawal by participants, which is standard practice for Peoples Panels.

3. Overview of the People’s Panel process





The People's Panel process was supported by:

Facilitators

MosaicLab

Probity adviser

OCM

Experts

Subject matter experts contributed technical expertise and advice as requested by the People's Panel. These included representatives from:

- Heritage Victoria
- WorkSafe
- Mott MacDonald Engineers
- NH Architecture

Invited special presentations

The panel requested presentations from the following organisations:

- Aboriginal Victoria
- City of Melbourne
- Heritage Victoria
- McNabb Gomes Architects
- Melbourne Heritage Action Group

4. Terms of Reference

4.1 Remit

The overarching challenge:

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

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

4.2 What is in scope?

The People's Panel were not asked to review if renewal is needed or happening. Instead the panel was formed to specifically focus on developing recommendations on how to deliver facilities at the market for traders and customers, including car parking.

Below is an outline of what was within the influence of the People's Panel process.

Negotiables

- Key principles for assessing market infrastructure options
- Options for delivery of market infrastructure
- Car parking – numbers and location

The following non-negotiables were outside the scope of the People's Panel.

Non-negotiables

- Any mandatory requirements for Council, such as compliance with relevant legislation
- QVM Pty Ltd defined operational requirements
- The scope of the Munro redevelopment, on Therry and Queen Streets, as per the approved Development Plan and planning permit
- Restoration works to the historic open-air sheds, which are required irrespective of where market infrastructure is provided and which is the subject of current discussions between the City of Melbourne and Heritage Victoria
- Precinct wide sustainability initiatives, such as solar power and water sensitive urban design, which will be incorporated into the detailed design of proposals for the provision of market infrastructure

4.3 Resources

A copy of the background reading kit provided to all panel members is available at: <https://www.melbourne.vic.gov.au/SiteCollectionDocuments/qvm-peoples-panel-background.pdf>

5. Guiding principles

In the first workshop, People's Panel members were asked to agree a set of key principles to guide deliberations and against which panel members would assess and consider a range of options to deliver market infrastructure within the precinct. The draft principles were developed by the City of Melbourne and QVM Pty Ltd, with input from Heritage Victoria, as a summation of the important considerations identified for the Queen Victoria Market to date. These included the priorities identified through community engagement, consultation with statutory authorities, and commitments made by Council.

The panel elected to make amendments to these principles as outlined in the People's Panel participant report. The draft principles prepared for the panel's consideration are set out below.

ESSENTIAL REQUIREMENTS:

1. Ensure a sustainable economic future for Queen Victoria Market

Objective

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

Success measures

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

2. Deliver the QVM Pty Ltd operating requirements

Objective

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

Success measures

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

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

Objective

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

Success measures

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

4. Minimise disturbance to former Old Melbourne Cemetery

Objective

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

Success measures

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

5. Protection of Aboriginal cultural values and sites

Objective

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

Success measures

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

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

Objective

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

Success measures

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

ASSESSMENT REQUIREMENTS:

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

Objective

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

Success measures

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

2. Sustaining the site's social heritage significance

Objective

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

Success measures

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

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

Objective

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

Success measures

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

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

Objective

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

Success measures

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

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

Objective

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

Success measures

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

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



PEOPLE'S PANEL PARTICIPANT REPORT

Queen Victoria Market People's Panel

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

Participant Report

22nd November 2018

Queen Victoria Market Introduction

The People's Panel would like to thank the Lord Mayor Sally Capp and the City of Melbourne for initiating the Peoples Panel (PP). We welcome the opportunity to be selected and involved in an important but limited infrastructure remit focusing on, "...recommendations on how to deliver facilities at the market for traders and customers, including car parking". The briefing papers informed PP members that it would "...not be considering if renewal is needed or happening".

Our panel was made up of 40 traders, shoppers, residents, ratepayers and stakeholder representatives, all very passionate about the future of the market. Many panel representatives have a long family history with the market and are committed, informed and devoted to securing the cultural heritage significance and the traditions and the fresh food values of market shopping and trading.

While still maintaining and enhancing the heritage values of the market there is concern that the market needs some bold renewal and changes to keep it viable in the 21st century. Trader numbers and shoppers have declined during a period of changing plans and an uncertain future.

The initial four week deliberative process was not sufficient time for the panel to digest all the necessary history and information, and we extended the panel over two more evening workshops. Indeed, with more time and background information (such as 2018 customer shopping habits) we would have developed more recommendations.

An overriding aim was to keep the market operating during the much needed transition and renewal of the QVM.

Our original remit was to 'specifically focus on forming recommendations on how to deliver facilities at the market for traders and shoppers, including car parking.'

At times we commented that we are not engineers or architects qualified to develop a total renewal plan or strategically place all the needed infrastructure. Our recommendations are what we consider to be essential and doable in the short term to advance the market's viability.

Moreover, the process of a People's Panel involves compromise and consideration, respecting diverse perspectives, to reach the 80% required to agree on a recommendation.

We are pleased to put forward the following recommendations as options for car parking and infrastructure but would have been greatly assisted in this task if there had been an accompanying vision.

Principles

Principle Heading	Changes suggested by the People's Panel
Principles	
1	No change
2	Replace 'deliver' with 're-assess'
3	Add at end 'having regard to the heritage values of the site'
4	No change
5	No change
6	Replace "minimise" with "avoid"
Assessment requirements	
1	Add at end "and improving disabled access"
2	Insert "and diversifying" after "growing" in 7th line of "objective' paragraph.
3	No change
4	Change to "Re-assess the QVMPPR Program current commitments and agreements in the light of the Panel's recommendations"
5	Insert "public benefit" after "(time),"

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 2

Recommendation Heading:

Restore heritage fabric whilst preserving and enhancing tangible and intangible cultural heritage significance of the Market.

Description:

The Queen Victoria Market is on the National Heritage List - this should be promoted as a major asset and attraction of the Market and form the basis of any program of restoration and renewal.

This does not mean that change is not welcome - the key driving significance of the Market is its ongoing use as a well maintained traditional, open-air market, engaging in the sale of fresh fruit and vegetables, dairy, fish, meat and general merchandise. Necessary amenities such as running water, internet access should be developed in consultation with Heritage Victoria.

The cultural heritage significance of the market should be emphasised and celebrated as a major attraction, building on its international reputation as a major feature and tourist attraction for Melbourne.

The restoration of the heritage fabric should keep in mind relevant legislation (Heritage Act 2018, Aboriginal Heritage Act 2006, Environment Protection and Biodiversity Conservation Act 1999 etc.), the prior determination of Heritage Victoria and Burra Charter principles (as much as necessary but as little as possible). It is our recommendation that all significant fabric is retained in-situ and restored, a cautionary approach is adopted toward change, any proposed option avoids or minimises below-ground disturbance (particularly within the extent of the former cemetery or potential impact on the heritage sheds) and any new infrastructure is placed outside the extent of registration.

Any program of restoration and renewal should preserve and maintain the social and intangible cultural heritage significance of the market. It should retain and display all the vibrancy and theatre of a traditional market, including delivery and unloading, setting up and taking down.

A maintenance program should be established to ensure the preservation of the heritage fabric into the future.

Education programs, tours and interpretative signage should be included in planning for the restored market. Consultation should be undertaken with Traditional Owners as a matter of priority.

Rationale/Reasoning:

We all believe that it is critically important to maintain the market's heritage in any proposed development

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 5

Recommendation:

Developing G Shed for various infrastructure improvements.

*To utilise the areas at ground and above and below for shed G for the purposes of :
Loading/unloading; waste mgmt; storage; public amenities; and beautification*

Description:

1. Can go to 3 stories above ground Shed G and possibly 3 or 4 stories underground Shed G which can be designed in sympathy to the existing heritage environment
2. Centralises back-of-house services out of line of vision for customers
3. To maintain the theatre ambience of the market, separate back of house from front of house, to allow for better customer engagement

Rationale/Reasoning:

- G Shed is less sensitive to heritage values as it is a 20th century buildings and therefore, this give increased planning and development flexibility and opportunity
- A previous development application pertaining to shed G (for waste mgmt) has gone before Heritage Victoria and was approved; creating a precedent for utilising this shed for infrastructure purposes.

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 8

Recommendation:

Provide appropriate and planned recreational space in Queen St

Description:

1. At ground level green recreational space between the upper and the lower parts of the market. Extending along Queen Street between “New” Franklin Street and Victoria Street.
2. Areas provide better amenity, beautification, green spaces, softer environment and connection of both elements of the Market drawing customers across all areas rather than current segregation
3. Encourages people to stay longer on the grounds of the market and creates a greater concept of community
4. Improves opportunities and areas to provide entertainment, displays and hold events

Rationale/Reasoning:

Extends the hours of usage where community will be using the Market
Encourage more families to frequent the market with more things for children to make use of.

Recommendation 9

Recommendation:

Develop Creative spaces throughout the market to attract and retain families and better engage customers

Description:

1. Better engagement of families visiting and staying within market environment
2. Underutilised laneways and spaces are activated, encouraging family-friendly activities and re-charge zones for families
3. With these spaces, it could encourage better customer flow and movement and allow traders deeper engagement with potential customers.
4. Allow for opps to MEET THE MAKER, improve dwell-time and encourage greater spend
5. More efficient use of public space, creating a more lively and vibrant atmosphere
6. Art installations and displays would be a way of profiling other artisans beyond food and produce and engaging customers
7. Focus on technology as a means for engagement, education, way-finding and social media promotion to tell the story of the incredible experiences at QVM

Rationale/Reasoning:

- Trader desire to attract more families to the market and retain their custom
- Customer demand to have more family-friendly market
- CHECK - demographic evidence regarding family visitation
- Plenty of evidence to support that consumers want to MEET THE MAKER. When they do so, spend and loyalty increases as a result of their engaging with those products.
- Focus on themed activations based on sights, smells and sounds of the market, and personal interactions, rather than just creating large separate public open space
- If this is the people's market, let's design it for the people

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.

Recommendation 11

Recommendation:

Access of customers around the market and facilities

Description:

1. Immediate upgrade of market location signage and facilities - including disability friendly systems - hoist toilets, limited mobility ramps, contrast strips.
2. Also more disabled toilets immediately.
3. Build QVM App to highlight location of facilities (toilets, information, security), location of particular traders, highlight of special activities, discounted sale opportunities, hazard warning system
4. Free bus services from immediate suburbs and international hotels to QVM - for both locals and tourists

Rationale/Reasoning:

Current signage is poorly lacking.

Localised QVM App seems to be a standard now set for a large tourist location like QVM. The changing nature of the market, particularly with more community based events and evening activation of social / eating areas would be majorly assisted by this.

A bus service not only reinforces the brand of QMV with it being a 'billboard' as it drives around, but allows for greater crowds being drawn to the grounds of QVM.

Recommendation 12

Recommendation:

Weather proofing of the sheds from "A to "F , "H & "I and Peel ST

Description:

1. We understand QVM is in process of the trial and implementation of refurbishing and restoration works of the open sheds. We need both COM and HV to work closely to address and resolve the issue of structural weatherproofing for traders and customers of the open sheds.
2. Weather proofing has been a long standing priority amongst all General Merchandise traders for the betterment of both customers and traders and one example of how to improve the customers experience at our Market. QVM,COM & HV should work together to find common ground for the common good as this is a unanimous view held amongst the wider trader community.

Rationale/Reasoning:

1. Weatherproofing of these areas would further enhance the Markets flexibility for a multi-purpose space as has currently been done under "A to "C sheds .
2. There would be less need to cancel an event due to poor weather.
3. This may increase event patronage or create a longer dwell time for customers.
4. Weather proofing the sheds could reduce OH & S risks for both traders and customers in extreme weather conditions.
5. This would eliminate the need and use of the different colored Tarpaulins at the back of all the stalls thus improving and maintaining a visually better looking layout under each of the sheds all year round.
6. This proposal would also reduce the setup and pack up times for many traders.

Recommendation 13

Recommendation:

Guarantee of security of tenure for traders

Description:

1. All leases and licences guaranteed beyond 2021.
2. 5 x 5 x 5 leases and licences

Rationale/Reasoning:

This will provide certainty to traders to invest in their business and improve the market with minimal cost to QVM. Long term tenants are invested in the success of the market. The current tenants have provided the atmosphere and environment that has maintained the QVM as an international icon. A commitment by council to these traders and their businesses will be well rewarded with minimal cost and less risk to the council due to a base line level of tenancies being guaranteed well into the future.

Recommendation 14

Recommendation:

Southern Development Site

Use Southern Development site basement/ground floor for activities less critical for retail operation

Description:

1. Operational centre: QVM Operations, Security control rooms, additional staff amenities, information hub, disability toilet with hoist

2. Event storage space for temporary and long term storage

3. An interim car park space that can be re-purposed if the need for car parking does actually drop (replacement parking to what is temporarily lost on site, and including EV car charging)

4. Storage for water harvesting, with market selling water to the owner of mixed use building or back into QVM

These items will need to be included in the sale/planning of the site

Rationale/Reasoning:

1. Event stuff is used sporadically, can be stored here to leave market for market priority activities
2. Co-location of staff and operational management free up space in market and has benefit being all together as back of house
3. Interim car park as site may need space when under construction (unclear sequence of development) and if public transport doesn't need it in the future already designed to be converted to something else (brewery from harvested water?)
4. Opportunity to collect water at south of site- remove tanks from operational area. Colocation with mixed used development allows to sell it to the development for toilet flushing.

Minority Report

Minority Report 1

Minority Report: Market Renewal Options - Recommendation to focus on Queen Street

Description:

We strongly recommend that Council and QVM investigate and thoroughly scope options for using Queen St for market renewal (either above or, preferably, below ground) by providing market infrastructure (including trader and customer car parking, waste management, and storage & deliveries).

Rationale/Reasoning:

Of the areas realistically available for market renewal, Queen St delivers the best option principally because it:

- will activate and rejuvenate the centre of the market;
- avoids impacting the heritage restricted areas; and
- allows the rest of the market to continue to function during the development phase.

Contextual background

The purpose of this minority report is to set out options for market renewal in a fair and objective manner.

We believe this minority report reflects the many group discussions and individual conversations amongst Panel members. The discussions did not, unfortunately, crystallise into formal recommendations in the Panel report, noting that such recommendations required a minimum 80% consensus.

In this regard, by not squarely addressing where and how best to deliver market infrastructure within the QVM precinct, including associated OHS issues and weighing renewal options, we believe the Panel report falls short of the Panel's terms of reference:

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

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

As such, the Panel report is a something of missed opportunity to lay out a broader vision of what the market might become and also to set out tangible ways of achieving that vision.

What is attractive about the market for a customer?

Any analysis of options to renew the market must start with an analysis of what attracts customers to the market.

In our view, for the market to be an attractive option to customers it needs to:

- be easily accessible, including being family friendly and safe to walk around for people of all abilities;
- be open during the hours that customers want to shop;
- offer good value;
- offer unique products that are unavailable elsewhere;
- offer sufficient breadth of quality products; and
- offer an experience or atmosphere that cannot be obtained elsewhere. Currently, the market fails or is declining on many of these measures.

Given the highly competitive nature of the broader retail shopping market, we argue that the first five bullet points above are baseline essentials for the market to remain sustainable.

However, we argue that the last bullet point – “offer an experience or atmosphere that cannot be obtained elsewhere” – is the most critical to the ongoing success of the market.

Relevantly, customers are likely to ‘live with’ shortcomings in some aspects of the market’s offerings if the overall experience of the market is sufficiently positive.

How can the market offer an experience or atmosphere not obtained elsewhere?

The market precinct has great potential to create a unique shopping experience based upon:

- heritage value and context;
- social value;
- community (both for local residents and also in the sense of it being a public space ‘where Melbourne meets’);
- proximity to fresh produce;
- authenticity;
- relationships with traders; and
- noise and ‘bustle’.

Looking at these elements, the heritage aspects of the market are better thought of as part of the intrinsic value of the market experience and not a hindrance.

On balance, the existence of the large southern car park, the placement of storage, recycling & waste and other support functions all detract (to varying degrees) from the current market experience for customers.

Accordingly, we believe market renewal needs to be able to provide necessary market infrastructure in a way that is both conducive to the overall experience for market customers and (at a minimum) preserves the heritage aspects of the market.

What are the realistic options for renewal?

The current market precinct essentially contains four areas for placement of significant market infrastructure:

- Under Sheds A – D (as originally proposed by Council and rejected by Heritage Victoria);
- On the Southern (current) car park;
- On top of Queen St; and/or
- Under Queen St.

The above options assume that significant excavation within the boundaries of the historic Melbourne cemetery is unlikely to obtain heritage or aboriginal cultural heritage approval.

Whilst there are other areas within the market precinct that could be upgraded (eg Shed G), these are unlikely to have sufficient size to contribute materially to market renewal.

Set out below are our high level considerations of the relative advantages and disadvantages of each of the identified areas:

1. Redevelopment under Sheds A – D

Advantages:

- Provides activation and customer traffic flow to/from northern end of market.
- Plans and costings already prepared (albeit some refinement may be required to re-submit for approval).

Disadvantages:

- Unlikely to achieve Heritage Victoria approval due to requirement to temporarily relocate existing heritage sheds.
- Requirement to relocate some existing traders, which may require their prior agreement.

Summary

:

- Pursuing this option is likely to generate considerable uncertainty for Council and traders during the application process. As Panel members we assume in good faith that Council put forward its 'best case' to Heritage Victoria for this proposal, and yet Heritage Victoria rejected that proposal (indeed, it did so in an unusually emphatic manner). We recognise that the tests that Heritage Victoria must (by law) apply are different from – and significantly higher – than the question as to whether the proposal is a good one based upon town planning or development considerations.
- We note that approx. 75% of the panel were supportive of a formal recommendation that Council not pursue this option further.

2. Redevelopment on the Southern (current) car park site

Advantages:

- Existing open and undeveloped space.

- Currently a 'dead zone' from the perspective of customer amenity.
- Current use does not provide any meaningful heritage interpretation of the historic Melbourne cemetery site.

Disadvantages:

- Situated over the site of the historic Melbourne cemetery which makes sub-soil works, including for construction of footings, problematic and may lead to delays and uncertainty in obtaining heritage approvals.
- Construction on this site may significantly impact traders during works, unless sufficient car spaces are provided elsewhere during development. If the Munro St development was used to provide the requisite backup car parking then this would defer market renewal works until after the completion of that development.

Summary:

On balance, the ultimate best use of this site is for public open space. This will avoid the need for sub-soil disturbance and allows for the site to be a community asset, which in turn will draw the public to that end of the market and allow for better activation of neighbouring sites (eg the Franklin St sheds which could, conceivably, house a restaurant precinct).

Use of the site for public open space would facilitate heritage interpretations of the historic Melbourne cemetery (for example community shared gardens could be installed which are named after people known to be buried there).

Whilst we recognise that the site (or parts thereof) may be used for car parking - especially during the development of other parts of the site - we don't believe that car parking is the ultimate best long term use for this site.

3. Redevelopment on top of Queen St

Advantages:

- Queen St currently sits outside of the State heritage registered area and is unlikely to have any material heritage significance.
- Queen St sits outside of the historic Melbourne cemetery site.
- The site is not currently used for permanent trader stalls or infrastructure (resulting in less disruption during the development phase).
- An above ground development is likely to be significantly less costly than below ground options.
- Location is central to all parts of the market.
- A planning permit has already been approved for a temporary (5 year) structure, so there is a precedent.
- Trading could occur at grade, maintaining the look and feel of the traditional market.

Disadvantages:

- Above ground infrastructure may interfere with existing sightlines of the heritage sheds.

- Locating market infrastructure above ground may interfere with the use of that space for trading (eg night market, functions etc).
- Above ground structures would require careful design consideration to ensure that any proposed structures do not impede on foot traffic flow between the upper and lower market.

Summary:

We believe the current use of Queen St - which sits at the heart of the market - is a missed opportunity. Locating market infrastructure centrally ought to facilitate efficiencies. Accordingly, we believe this option deserves thorough investigating and scoping.

4. Redevelopment under Queen St

Advantages:

- Queen St currently sits outside of the State heritage registered area and is unlikely to have any material heritage significance.
- Queen St sits outside of the historic Melbourne cemetery site.
- The site is not currently used for permanent trader stalls or infrastructure (resulting in less disruption during the development phase).
- Below ground development would allow for the reinstatement of Queen St or its conversion into public open space.
- Below ground excavation opens the possibility of minor excavation *under* the Melbourne cemetery site (ie below the burial 'envelope' of approx 3m depth), subject to appropriate geological conditions and sufficient buttressing.
- Addresses OHS concerns by separating vehicles and forklifts from customer areas above.
- Increased site security if a dedicated security control room is included.
- Allows for central market infrastructure, including, trader storage and loading facilities.

Disadvantages:

- Excavation works are likely to be costly (albeit we note that Council's feasibility for its proposed redevelopment under Sheds A - D already included, arguably, a more complicated excavation of, presumably, comparable cost).
- Some existing below ground services would need to be relocated, which would add a marginal cost.
- Excavation works would entail some trader disruption if the works affected the northern end of Queen St (abutting Victoria St); less so if the works were located further to the South.

Summary:

We believe the current use of Queen St - which sits at the heart of the market - is a missed opportunity. By locating market infrastructure centrally and also out of sight below ground, we believe this option provides a compelling vision for market renewal for the long term, albeit we acknowledge that this option may incur a significantly increased cost.

Conclusion

During the deliberations of the Panel, members undertook an exercise where in nine groups they located on a map of the market their preferred locations for market infrastructure.

Relevantly:

- All nine groups chose to locate at least some market infrastructure (principally trader storage and loading) below ground in Queen St.
- At least 7 of these groups also chose to locate some customer car parking below ground in Queen St.
- At least 5 groups were in favour of Queen St being used as public open space.
- All 9 groups selected the Southern car park as a site for public open space, either wholly or with some element of car parking.

Whilst we acknowledge that this is a minority report, we do believe that it is important for Council to see the depth of consideration that panel members undertook and that our Panel reached a greater consensus than is reflected in the final official report. We believe the resistance from some panel members towards the underground Queen street option appeared to be due to the perceived level of disruption it would cause to traders and the relatively high construction costs. Given the rushed manner in which proposals were considered during the panel process, we believe an inadequate level of scrutiny was given to this option which, if it had occurred, may have sufficiently allayed these concerns and resulted in a panel majority in favour of this option.

This minority report is approved by:

- **Rocco Tripodi** - Trader - Fruit and Veg, Trader Summer and Winter Night Markets, Tenant in Franklin St sheds
- **Eva Konecsny** - Trader Dairy Hall - Co-founder and Director Gewürzhaus Herb and Spice Merchants
- **Nik Dow** - resident and customer
- **Michelle Ward** - resident who stopped shopping at QVM
- **Simon Molan** - resident and customer at QVM
- **Alex Milner** - resident and customer
- **Katherine Stewart** - resident and customer
- **Heidi Rose** - resident and customer
- **Joe Vitale** - Trader - Food Court, Trader Summer and Winter Night Markets
- **Rocco Modaffari** - Trader - B Shed Eggs & Honey
- **Laurie Bertelle** - customer/shopper
- **Felicia Mariani** - stakeholder (Chief Executive - Victoria Tourism Industry Council)
- **Ross Joyce** - stakeholder (CEO - Australian Federation of Disability Organisations)
- **Luke Taylor** - Trader - Meat & Fish Hall

(Approved in our respective personal capacities only as Members of the People's Panel).