

8.11 PRESTON MARKET UPDATE

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PURPOSE

To report on the outcomes of the Phase Two community engagement process for the Preston Market site which was recently completed and to seek Council's endorsement of proposed next steps for engagement with the community, traders, the land owners and the VPA on the future opportunities for the development of the site and the preparation of the planning controls.

EXECUTIVE SUMMARY

Council is currently working in partnership with the Victorian Planning Authority (VPA) who have been charged with responsibility of reviewing the planning controls and future opportunities for the Preston Market site.

Community engagement is an important part of informing the VPA Review. The second phase of the community engagement recently concluded. The results are being compiled by an independent consultant and are planned for public release by the VPA in the near future. An important outcome from the Phase Two process has been the development of a community vision for the site which was created by the Community Reference Group. The Community vision is:

"The market is a vibrant and diverse place for community to gather around food and celebrate culture."

The Phase Two engagement process has also been particularly valuable in further building a common understanding of the community's views about key elements for any future development of the site. These take the form of high level recommendations and relate to matters such as the built form, public realm and open space, market operations, and transport and access. As is usual in complex planning matters, consensus has not been reached on all of the recommendations, but it very pleasing that strong support has been reached for many of the important matters affecting the site.

With the conclusion of the second phase, it is timely for Council to determine its preferred next steps. The process of working with the VPA to date has been an iterative one, and the VPA have demonstrated a strong commitment to designing each successive phase of this process in collaboration with Council, building on the knowledge and learnings gained from each phase of the work and feedback from our community. The VPA has indicated their strong commitment to this approach continuing.

Three community engagement approaches are outlined in this report for Councils consideration to the approach to community engagement going forward:

- Option 1. An in-depth community engagement process including collaborative workshops to develop foundational elements for planning controls and to build strong understanding of opportunities issues and trade-offs amongst a large, diverse segment of the community, involving all key stakeholders (recommended).

- Option 2 “Lighter touch” consultation and information provision. This includes promoting key milestones and seeking feedback from the community including during development of foundational elements for planning controls.
- Option 3 Develop detailed recommendations on the preferred planning controls for the site and development outcomes based on the community feedback received to date and the information Council has available now, and then test this with the community to ensure it hears any feedback and has the opportunity to refine its position and then seek support for its preferred outcomes.

This report recommends an in-depth engagement approach (Option 1) for the next (and final) stage of the Review.

Officers consider that whilst the community vision and community recommendations developed to date provide a strong foundation for understanding of the issues and opportunities and for setting a strategic direction for the site, further, detailed work is required to resolve the recognised complex and sometimes competing aspirations/demands that are relevant in developing the foundational elements for a Planning Scheme Amendment.

This report also recommends that Council adopt further guiding principles to support and inform Council's approach to the next phase of the VPA review and that Council request the VPA consider these as they form their Recommendations Report for the Minister for Planning and due at the end of October.

Importantly, the recommended guiding principles align with themes and recommendations developed by the Community Reference Group and tested in phase two of community engagement. They cover issues such as traffic flow, parking and loading, ecologically sustainable design (ESD), affordable housing, development contributions and pedestrian access. Officers note that as the review progresses and each stage develops new findings, it will continue to ensure that its views are informed by community feedback

Recommendation

That Council:

- (1) Notes the rich social heritage and importance of the market to the community, and reiterates Council's commitment to working to preserve the long term viability of the market.
- (2) Reiterates its commitment to working in partnership with the VPA to review the planning controls and future opportunities for the site and to engagement with the community, key stakeholders and the owners of the Preston Market as an important part of this review.
- (3) Thanks community members for their feedback and participation in Phase Two community engagement.
- (4) Endorses community engagement proposed in Option One of this report and works with the VPA to progress this.
- (5) Endorses the community vision as a guide for the future of the market at the site.
- (6) Reaffirms Council's endorsement of the following principles adopted by Council on 21 May, 2108 to guide Council's participation in the current the Review:
 - Council loves the market and is committed to seeing the market thrive into the future.

- It's important to Council that the community engagement process undertaken is extensive, inclusive and open to ideas.
 - The market needs to remain accessible to all traders and the community during and post construction and the new development.
 - The built form of the site needs to continue to support and encourage the market as a desirable community meeting place.
 - The site will consistently provide a hub of vibrant activity, with varied uses for residents, businesses and visitors.
 - Any future development of the site should incorporate environmental sustainability design and include affordable housing.
 - The location of the site is a good location for meeting Darebin's growing population's needs, as it is strategically located near transport, services and jobs.
 - Any future development must integrate well with the wider neighbourhood and contribute to connectivity and accessibility for pedestrians and active transport users with Central Preston as a whole.
 - Parking needs must be sufficiently addressed.
- (7) Endorses the following further guiding principles to support and inform Council's participation in the next stage of the Review noting that Council may refine or update these in future when it considers further technical advice and future community engagement.

Guiding principles

Recognising that the site is a designated strategic development site of state significance being well located close to transport, services and jobs, that any development of the site:

Design Outcomes

- a) Gives priority to pedestrians and high pedestrian amenity to Cramer Street, Mary Street and Station Avenue.
- b) Delivers strong levels of activation through the site.
- c) Delivers a sustainable, liveable future neighbourhood both for the site itself but in its contribution to the wider Precinct.
- d) Prioritises community safety including 24/7 safety by design on all pedestrian links.
- e) Incorporates improved and safe walking links connecting High Street, Preston Railway Station, Preston Library, Preston High School and Melbourne Polytechnic (to and from the Market).
- f) Ensures access to daylight and sunlight of open space.
- g) Achieves best practice environmentally sustainable design as standard.
- h) Aspires to have a net zero energy requirement from the grid
- i) Has a complementary and positive economic and place based impact on High Street.
- j) Includes well-located, high quality, attractive public and community spaces.
- k) Recognises and plans for the future significance of the public realm interface and linkages between a redeveloped Market site and Preston railway station.

- l) Ensure spaces are accessible for all ages and abilities.
- m) Provides good solar access and wind protection throughout the year
- n) Ensures sunlight reaches the open space to the south of Cramer Street including at the winter solstice.
- o) Provides for the inclusion of floor space for creative studios.
- p) Provides for the inclusion or provision of high quality, public art integrated into the design of public spaces and buildings.
- q) Adopts a planned/curated approach to cultural infrastructure across the site.
- r) Incorporates additional dedicated commercial buildings to deliver non-retail employment outcomes.
- s) Incorporates exemplary design and architectural quality and include the use of quality durable materials.
- t) Incorporates a diverse range of housing options on site, including the provision of affordable housing.
- u) Ensures developers contribute to community and recreation infrastructure to meet needs of future community.
- v) Ensures that intensity and height of any future development is such that the guiding principles in this list are achieved.

Vehicles and Parking

- w) The impact of heavy vehicles is minimised and encouraged via Murray Road.
- x) Parking and loading areas are located at basement level.
- y) Ensures there is no net loss of car parking attributable to the market use in any future development and parking numbers are maintained during construction activities
- z) Ensures parking requirements do not impinge on good/safe design outcomes for redevelopment on High Street.

Preston Market

- aa) Ensures Preston Market thrives into the future as the heart of this site and of Preston.
- bb) Ensures that Preston Market complies with regulatory requirements including safety standards.
- cc) Ensures that Preston Market is not detrimentally affected by overshadowing.
- dd) Ensures social heritage considerations are assessed as part of the VPA review process.
- ee) Ensures relevant social and cultural considerations are captured and used to identify and inform recommendations in regards to the overall site and the built form.
- ff) Incorporates the valued internal characteristics that are readily associated with the Preston Market through the built form, access to light, openness and composition of individual tenancies.
- gg) Ensures the market footprint has a number of pedestrian thoroughfares.
- hh) Ensures that street and pedestrian edges are activated with uses.
- ii) Plans to minimise and mitigate against the risk of construction disruption to continuous trade of the market.

- (8) Notes that there is a currently an application with Heritage Victoria relating to the Preston market site and requests that a further report come to Council during any future submission period to consider a submission from Council.
- (9) Requests that Council officers engage with stakeholders to advocate for Council's principles and to explore options for achieving these to inform future Council decisions including engaging with market traders, community, site owners, developers and the VPA.
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BACKGROUND / KEY INFORMATION

Preston Market Site Current controls and review of planning controls and future opportunities

In July 2017, following advocacy from Council and community, the Minister for Planning tasked the Victorian Planning Authority (VPA) with reviewing the current planning controls for the Preston Market site, designating it as a strategic development site of state significance.

Council and the VPA have agreed to work in partnership to undertake the review of the planning controls and future opportunities (the Review).

The Minister also designated the VPA as the Planning Authority for the site, meaning that the VPA is responsible for preparing any planning scheme amendments that would alter the planning controls that apply to the site. Council remains the Responsible Authority for the site, meaning that it has the authority to consider land use and development planning permit applications under existing controls.

In August 2017, the Minister also introduced interim height controls which apply a maximum mandatory height control of 9 metres to the existing footprint of the Preston Market site on an interim basis until 30 June 2019. This means that whilst the Review is being undertaken, the interim height controls remain in place.

Guiding Principles

On 21 May, 2108, Council endorsed the following principles which have guided Council's work to date in the current the Review:

- Council loves the market and is committed to seeing the market thrive into the future.
- It's important to Council that the community engagement process undertaken is extensive, inclusive and open to ideas.
- The market needs to remain accessible to all traders and the community during and post construction and the new development.
- The built form of the site needs to continue to support and encourage the market as a desirable community meeting place.
- The site will consistently provide a hub of vibrant activity, with varied uses for residents, businesses and visitors.
- Any future development of the site should incorporate environmental sustainability design and include affordable housing.
- The location of the site is a good location for meeting Darebin's growing population's needs, as it is strategically located near transport, services and jobs.

- Any future development must integrate well with the wider neighbourhood and contribute to connectivity and accessibility for pedestrians and active transport users with Central Preston as a whole.
- Parking needs must be sufficiently addressed.

Previous Council Resolution

At its meeting held on 21 May, 2018, Council resolved:

'That Council:

- (1) Council reiterates Council's commitment to working in partnership with the VPA to review the planning controls and future opportunities and to engage with the community, key stakeholders and the owners of the Preston Market as an important part of this review.*
- (2) Council notes the community feedback received to date received through the Community Engagement Findings Report – Phase One. (Appendix A).*
- (3) Council notes the community engagement planned in Phase Two of the review of planning controls and future opportunities.*
- (4) Council notes the rich social heritage and importance of the market to the community, and reiterates Council's commitment to working to preserve the long term viability of the market.*
- (5) Council resolves not to seek approval from the Minister of Planning to apply heritage controls (whether interim or permanent) to the market site at this time.*
- (6) Council request that the CEO write to the VPA to request that the Heritage Study and associated technical reports be considered in an integrated way as part of the current review of planning controls.*
- (7) Council release heritage reports in full including the research report (Heritage Study Volume 1: history and community connections, Appendix B), and the technical reports (Heritage Study Volume 2: significance Appendix C) and the Peer Review (Appendix D) to the community on 22 May 2018.*
- (8) Council request that Council Officers meet with site owner's representatives to discuss the heritage reports and highlight Council's view of the importance of the market to the municipality and Melbourne more generally.*
- (9) Council resolves that this Council report becomes public and that it releases all Appendix A, B, C and D*
- (10) Council immediately releases the Council resolution; and*
- (11) The timing of the release of Appendix A to be done in consultation with the VPA.'*

The resolution has been actioned and, the CEO wrote to the VPA and subsequently received a response on 8 June 2018, confirming that the VPA review of the planning controls and future opportunities will:

- *"take into consideration the material Council have provided regarding social and cultural heritage."*
- *"commission a review of the local heritage significance of the site and the options available to protect the local heritage values of the site as part of the overall review of planning controls."*
- *"not consider assessing the site for state significance as the VPA remit only covers the review of the current local planning controls for the site."*

- *“consider the independent heritage advice along with other technical information, including community engagement, traffic, drainage and urban design reports to allow for a holistic review of the planning controls.”*

At its meeting held on 13 August 2018, Council resolved:

'That Council:

- (1) Notes that the Planning Minister has designated the VPA as the Planning Authority for the Preston market site and charged them with the responsibility for preparing a planning scheme amendment that would alter the planning controls that apply to the site.*
- (2) Notes that phase 2 of community engagement for the Review of Planning Controls is nearing completion and that a summary of the engagement findings will be reported formally to Council for consideration on 3 September 2018.*
- (3) Receives a report outlining options on how to best continue to engage the community, traders, the land owners and the VPA on the development of planning controls for the Preston Market Site on 3 September 2018 with the view of ultimately forming a Council position on the future of the Preston Market (at a time informed by the process).*

And

'That Council:

- 1. Notes that while the Planning Minister has introduced interim height controls over the footprint of the market, there are NO demolition controls over the existing market building structures which reputed heritage experts have identified that certain structures could have having grounds for future heritage protection.*
- 2. Notes that there is currently in course a community sponsored heritage listing application being considered by Heritage Victoria.*
- 3. Accordingly, notes that under the above circumstances Preston Market potentially remains exposed to demolition by the owner/developers before Heritage Victoria makes its final determination.*
- 4. Write to the Minister for Planning requesting a demolition control be added by amending the Priority Development Zone.'*

In line with the resolution, the Mayor has written to the Minister for Planning.

Heritage and buildings

As Council is aware, some residents have requested that Council seek to apply heritage controls to the Market buildings on site, in part due to some concern that the market could close at short notice. Officers are not aware of any proposal by the owners of the Preston Market site to stop operating the market or demolish it. Nor do officers regard it as likely to be in the interests of the owner to do anything that would undermine the community goodwill associated with the market.

Council considered heritage matters in May informed by extensive expert advice. It was noted that heritage controls are reasonably limited in that they cannot require a use (market) to remain. Council determined that the best approach to ensure that the elements of the market that contribute to the social and cultural significance of the site are respected was to ask the VPA to explore how to do this in an integrated way as part of the Review of planning controls.

The VPA review provides opportunity to seek to ensure that any new planning controls for the site recognise the most highly valued elements of the Market identified in the heritage review work including the social significance, the light and airy feel, the shared public spaces and the diverse retail offer.

It is relevant that the phase two consultation has demonstrated that while there are some parts of the community that desire the retention of the current market buildings others are open to other outcomes including new buildings.

It must be recognised that any Market operation is subject to a multitude of regulatory requirements including occupational health and safety, food standards, waste management requirements and vehicle management and loading. Therefore another relevant matter for the consideration of the current market building is the need to ensure a market on site can meet compliance standards.

COMMUNICATIONS AND ENGAGEMENT

Consultation

Recent community engagement – overview

The purpose of the Phase two engagement was develop, with a Community Reference Group (CRG), a vision and draft recommendations for the site and to test these with the broader community. The full results of the community feedback are currently being compiled into a report and will be publically released by the VPA in shortly. Council will promote and link to this report when it is available.

The community reference group (CRG) that was established included individual community members and future residents, representatives of interest groups, and Preston Market and High Street business representatives. An important outcome from the Phase Two process has been the development of a community vision for the site which was created by the Community Reference Group. The Community vision is:

"The market is a vibrant and diverse place for community to gather around food and celebrate culture."

The CRG met four times and over the course of these meetings, received several technical presentations highlighting issues and opportunities for the site from an urban design, planning, and traffic management and parking perspectives. The CRG worked together to develop a vision for the site and a series of draft high level principles and recommendations. These draft recommendations were then tested through consultation with the wider community.

Feedback from the broader community in this phase of engagement supported the CRG draft recommendations for the Preston Market site. The key messages from the community engagement participants were:

- The Preston Market is highly valued by the community that should be retained.
- The community would like to retain the essence of the market, particularly the market community, the fresh food, diversity of stalls and small traders.
- The market should retain its open and airy feel, with potential to incorporate more open spaces and meeting spaces on the site.
- The Preston Market site to retain at its core the fresh food market with opportunity for more market events and activities as well as the arts, such as live music performances.
- The participants value the market as an inclusive and welcoming place where they can connect to their community.

The following are the draft recommendations that received strong support from participants.

- To ensure the Preston Market remains the centrepiece of the site.

- To provide a market which has fresh food and community spaces at its core.
- To provide a market that has a diverse range of stalls and a broad range of food offerings.
- To support a broad range of small traders to have fair opportunity to sustain their business before, during and after any development process.
- To create safe and accessible connections to, through and beyond the site.

The following are the draft recommendations that received varied responses from participants.

- To allow a variety building heights within the site.
- To provide affordable housing on the site.

The developer and major land owner at the site participated in the CRG including providing a written response to the CRG about the recommendations. Part of their response in relation to the Market Built form stated:

“The Market building will remain as the centrepiece in an architectural and use sense. The site has historically been known as the home of the market, and the future development recognises this going forward. It will be designed to ensure the existing qualities of openness, scale and grit are maintained.”

At the final CRG meeting and based on feedback from the public engagement the CRG refined some of their initial recommendations. CRG members submitted individual responses for each recommendation. All recommendations received support from 75% or more of CRG members.

In some cases, some members still had reservations about specific recommendations. In addition to the Phase Two community engagement report, a full report on the CRG findings is being compiled. After it is completed and has been shared with the CRG members, it will also be shared publically and with the Minister and Council.

Broader Community Engagement Activities

The broader community were invited to provide their feedback on the draft recommendations prepared by the CRG via an online survey and face-to-face engagement opportunities which included two community drop-in sessions, four pop-ups on site, two trader meetings and trader surveys on site. These sessions were delivered by a community engagement specialist consultancy firm Capire.

Approximately 580 community members and stakeholders participated in the engagement activities, below illustrates the breakdown of participant numbers for each activity:

- Online survey, 327 participants
- Four pop-ups on site, approximately 200 participants
- Two drop-in sessions, 40 participants
- Two trader meetings, four participants
- Trader surveys on site, nine participants

Table 1: Draft Community Reference Group Recommendations that were the basis of broader community engagement

Theme	Draft Recommendation 1	Draft Recommendation 2	Draft Recommendation 3
Built Form	Market building is the centrepiece	Transition the height of building away from market with a variety of height	Ensure the integration with a train station and market is carefully considered and consulted with the community
Market Building	Review the location to better align with Principles	Keep it as a standalone building with good solar access	Fresh food and community space is key function of market
Market Operations	We want a diverse range of traders which focus on a broad range of food offerings	Support a broad range of small traders so that they have fair opportunity to sustain their business and thrive	Increase flexibility of access to market (trade hours / after hours) to encourage vibrant and unique uses. This may be achieved by precincts of activities.
Community	Provide affordable housing	Activate the site by providing community facilities and green space that encourage movement and use by everyone, not just market users	A strong sense of community through support of social enterprise and not for profit. Create links between community
Public Spaces & Places	The market building is a drawcard that is visible but retains a sense of mystery and intrigue through place making	Having a network of adaptable and diverse community spaces for all ages that make people want to come and stay all year around	The site is comfortable which means natural light
Transport & Access	Connections to - through - beyond the site and not limited to site boundaries	Reset the transport hierarchy - promote alternative forms of transport re. active transport (cycling and walking)	Underground loading and servicing to make more space for the community at ground level

Internal Consultation

Consultation to write this report was undertaken with:

- Manager of City Development
- Strategic Planning Coordinator
- Manager City Futures
- Victorian Planning Authority representatives
- Capire Consultancy

Communications

Phase Two community engagement opportunities were promoted widely through the VPA and Council communication channels. This included an advertisement and Mayor's message in the Leader; a direct mail out to all residents and landowners within close proximity; and a proactive social media campaign via Linked In, Facebook, Instagram and Twitter.

Posters were distributed around the market in six community languages and an offer extended to undertake consultation with translators. Interviews with traders were also conducted during phase two, focussing on speaking with traders of Mandarin and Vietnamese backgrounds. The interviews provided the opportunity for traders to give their feedback on the CRG draft recommendations.

ANALYSIS

Alignment to Council Plan / Council policy

Goal 3 - A liveable city

Environmental Sustainability Considerations

Council has established in its principles that guide this work that “any future development of the site should incorporate environmental sustainability design”. Any future development must integrate well with the wider neighbourhood and contribute to connectivity and accessibility for pedestrians and active transport users with Central Preston.

Equity, Inclusion and Wellbeing Considerations

Council recognises the cultural importance of the Preston Market to Darebin and at the heart of the principles Council has established to guide this work are equity, inclusion and wellbeing considerations.

The options outlined in this report for community engagement include options to ensure that CALD communities, young people, older people and those with mobility issues get a voices in the developing and understanding issues about the Market site.

Cultural Considerations

Council recognises the cultural importance of the Preston Market to Darebin. The options outlined in this report for community engagement include options to ensure that CALD communities, young people, older people and those with mobility issues get a voices in the developing and understanding issues about the Market site.

Economic Development Considerations

Central Preston is a strategic location for economic development in Darebin. The Preston Market plays an important role in this and this area is a strategic priority for stimulating future economic development and employment opportunities. The Preston Market is an anchor and key economic generator in the Preston and more broadly in Darebin. The market brings considerable economic benefit to Darebin in terms of employment and its flow on benefits to Preston Central through things such as multi-purpose trips. This report confirms that the Market and commercial opportunities be sought as preferred outcomes from any future development at this site

Financial and Resource Implications

Implementing any of the options is achievable within operating budgets.

Legal and Risk Implications

Risks have been discussed in the options and discussion

DISCUSSION

Current Status and timeline

The Review of Planning Controls and future opportunities has several stages until it will ultimately result in changes (amendment) to the current Planning Scheme controls applying to the site.

VPA are required to submit a Recommendations Report to the Minister for Planning by 30 October which they have advised will include principles and priorities and be accompanied by the Phase Two community engagement Report as well as a further detailed CRG report (expected by end September).

It is noted that the Recommendations Report to the Minister will be confidential and release of it is a decision the Minister will consider in due course. A draft Recommendations Report will be shared with Council on a confidential basis to allow council to also provide comment to the Minister.

Based on the Recommendations Report, the Minister will make a decision about whether to proceed to the Planning Scheme amendment stage of the review.

Part of this next stage would be the development of the foundational elements, which would take around 6 months and is indicatively expected in the first half of 2019.

It is during the foundational elements stage of the work that development of new planning controls, including zoning, mix of uses, yields, affordable housing, sustainability, built form, and community infrastructure requirements would be developed. Community engagement is an important part of this stage. A range of technical work is also needed to inform this stage and the community engagement during this stage in order for discussions to be informed by evidence and key data.

After that, the formal Planning Scheme Amendment process would start and would usually take around 12 months. Indicatively, this could finish mid to late 2020.

Level Crossing Removal

Separate to this project, Council is advocating to the State Government for the level crossings at Cramer and Murray to be removed. This would open up the land underneath a future elevated railway line for cycling and walking connections, open space or car parking. It would also create an opportunity to significantly improve the connection to Preston station with the market site and with high street and the wider neighbourhood as well as the safety in the area. If the state government does decide to remove the crossings, the Review would need to make sure it accounts for this during its work.

Heritage Victoria consideration of application

During the Review, the Heritage Council of Victoria is expected to make a determination on whether or not the Preston Market has state heritage significance. This determination may be in around March 2019 and this timing would allow the outcome to be factored into the work to develop foundational elements for a Planning Scheme Amendment as discussed above.

The Executive Director of Heritage Victoria is currently assessing the Preston Market site to form a view whether or not the site has state level cultural significance after an application was received from the Darebin Appropriate Development Association (DADA). Next, possibly as early as September 2018, the Executive Director of Heritage Victoria will make a recommendation to the Heritage Council of Victoria to include, or not include, a place on the Register. The Heritage Council of Victoria (HCV) is an independent statutory body which recognises, protects and celebrates Victoria's cultural heritage.

Then, HCV will call out for public submissions on the Heritage Victoria recommendation and would be advertised for 60 days. Council can consider making a submission, and officers would prepare a report to Council for this purpose during the submissions period.

The Heritage Council considers the recommendation and all submissions, and will make a determination, likely in around March 2019. The soonest a determination could be made would be in late 2018, but this would only be possible in the unlikely event that no submissions were received.

If HCV determined that Preston Market has state level cultural significance, it would be placed on the Victorian Heritage Register. It is worth understanding that a decision to place the Preston Market on the Register would not necessarily prevent any alterations or future developments on the site. It is common for heritage controls to allow development as long as any identified heritage elements can be satisfactorily managed. Any works would be subject to an additional permit process and would need to be approved by Heritage Victoria. Registration would not prevent the market being used for a different purpose or closed.

Community Engagement

The proposed development of Preston market site has a long history and the community engagement processes used in the past have not been successful in reaching a satisfactory resolution.

The most recent work by the VPA to engage with the community to understand their diverse and often contradictory views has been positive and constructive and has provided an evidence base not previously available.

It is important that Council and the community's feedback is used to directly inform any future development of this site. However, although highly valuable, there is a risk that the community feedback gathered to date is not yet sufficiently detailed to be able to be successfully translated into new draft planning controls for this site.

To resolve this, Officers consider that there is significant benefit in continuing the strategic work in consultation with the community, traders, the site owners and the VPA to resolve the required detail. This would include exploring using a collaborative workshop process understanding priorities in relation to competing demands and resolving complex issues, which is the basis for recommending community engagement as outlined in Option One in this report.

Feedback from the Community Reference Group also identified the need for and value in further community engagement. At the final CRG meeting, members were asked whether there was a role for broader community engagement moving forward, and if so, what this should include. Suggestions included:

- Complete the same process but with more translators to reach a larger proportion of the community and to ensure that the diverse cultural groups in the community are represented.

- Provide the community with options for how to achieve recommendations (visual) so that they can give their feedback.
- Set the expectations of what the outcomes can and will be for the site.
- Visit and engage migrant communities where they are located and reach out to community leaders.
- Involve the developer in the conversation, whatever the outcome, they need to participate (as it is their land).

These suggestions have informed the options for community engagement activities outlined in this report.

Additional guiding principles proposed

As outlined in the report to Council on 21 May 2018, part of the Review is seeking advice on a range of technical issues such as drainage, transport, planning, safety, waste management, to help develop recommendations for planning controls and other opportunities to support the market to thrive into the future.

Technical experts on urban design and transport presented to the CRG as part of phase two community engagement. Council officers have also considered this advice and these issues.

To achieve Council's principles established at its meeting on 21 May 2018 and to support the community recommendations, officers recommend that Council now establish further guiding principles.

These principles would be shared with the VPA to consider as part of developing their Recommendations Report for the Minister at end October and it is noted that Council may choose to refine or update them in future after it receives further technical advice and community engagement.

The following guiding principles are proposed to support and inform Council's participation in the next stage of the Review noting that Council may refine or update these in future when it considers further technical advice and future community engagement.

Guiding principles

Recognising that the site is a designated strategic development site of state significance being well located close to transport, services and jobs, that any development of the site:

Design Outcomes

- a. Gives priority to pedestrians and high pedestrian amenity to Cramer Street, Mary Street and Station Avenue.
- b. Delivers strong levels of activation through the site.
- c. Delivers a sustainable, liveable future neighbourhood both for the site itself but in its contribution to the wider Precinct.
- d. Prioritises community safety including 24/7 safety by design on all pedestrian links.
- e. Incorporates improved and safe walking links connecting High Street, Preston Railway Station, Preston Library, Preston High School and Melbourne Polytechnic (to and from the Market).
- f. Ensures access to daylight and sunlight of open space.
- g. Achieves best practice environmentally sustainable design as standard.

- h. Aspires to have a net zero energy requirement from the grid.
- i. Has a complementary and positive economic and place based impact on High Street.
- j. Includes well-located, high quality, attractive public and community spaces.
- k. Recognises and plans for the future significance of the public realm interface and linkages between a redeveloped Market site and Preston railway station.
- l. Ensure spaces are accessible for all ages and abilities.
- m. Provides good solar access and wind protection throughout the year.
- n. Ensures sunlight reaches the open space to the south of Cramer Street including at the winter solstice.
- o. Provides for the inclusion of floor space for creative studios.
- p. Provides for the inclusion or provision of high quality, public art integrated into the design of public spaces and buildings.
- q. Adopts a planned/curated approach to cultural infrastructure across the site.
- r. Incorporates additional dedicated commercial buildings to deliver non-retail employment outcomes.
- s. Incorporates exemplary design and architectural quality and include the use of quality durable materials.
- t. Incorporates a diverse range of housing options on site, including the provision of affordable housing.
- u. Ensures developers contribute to community and recreation infrastructure to meet needs of future community.
- v. Ensures that intensity and height of any future development is such that the guiding principles in this list are achieved.

Vehicles and Parking

- w. The impact of heavy vehicles is minimised and encouraged via Murray Road.
- x. Parking and loading areas are located at basement level.
- y. Ensures there is no net loss of car parking attributable to the market use in any future development and parking numbers are maintained during construction activities .
- z. Ensures parking requirements do not impinge on good/safe design outcomes for redevelopment on High Street.

Preston Market

- aa. Ensures Preston Market thrives into the future as the heart of this site and of Preston.
- bb. Ensures that Preston Market complies with regulatory requirements including safety standards.
- cc. Ensures that Preston Market is not detrimentally affected by overshadowing.
- dd. Ensures social heritage considerations are assessed as part of the VPA review process.
- ee. Ensures relevant social and cultural considerations are captured and used to identify and inform recommendations in regards to the overall site and the built form.
- ff. Incorporates the valued internal characteristics that are readily associated with the Preston Market through the built form, access to light, openness and composition of individual tenancies.
- gg. Ensures the market footprint has a number of pedestrian thoroughfares.

- hh. Ensures that street and pedestrian edges are activated with uses.
- ii. Plans to minimise and mitigate against the risk of construction disruption to continuous trade of the market.

OPTIONS FOR CONSIDERATION

Next steps

Three options are detailed below for consideration and set out in table indicating activities, benefits and considerations each. Officers have discussed the proposed options for next steps outlined in this Council report with the VPA and would work with the VPA to progress Council's preferred approach.

Through to the end of 2018, the findings from phase 2 community engagement will be shared with the community and Council will work with its stakeholders and continue to engagement with the community in regards to the wider Preston Precinct structure plan. Council will Council officers would provide an update report to Council at end of 2018.

In regards to future stages, it is important to note that ahead of each stage, the approach and detailed planning will be done to make sure it continues to meet the needs of both the State Government and Council. The timelines are indicative and may vary.

Option 1 (recommended) - in depth engagement to reach more diverse groups.

Approach: An in-depth community engagement process including collaborative workshops to develop foundational elements for planning controls and to build strong understanding of opportunities issues and trade-offs amongst a large, diverse segment of the community, involving all key stakeholders (recommended).

Activities	Benefits	Considerations
Next stage – to December 2018 <ul style="list-style-type: none"> Council would reach out to community groups and meet with stakeholders including, CALD communities to build their understanding of the opportunities and issues identified in phase two community engagement. During Council's community engagement that is currently underway as part of reviewing the Preston Precinct structure plan, discussion and feedback would be captured about the Market's role within the broader precinct. The community engagement underway includes pop-ups at the market, promotional activities and online engagement. Findings from phase two of community engagement are expected to be shared publically during this period. Planning Scheme Amendment Stage 1: Foundational elements (approx. 6 months)	Build a broad base of community views to inform future Council decisions Build deep knowledge in the broader community about the opportunities, issues and potential trade-offs for the site. Opportunity to look at the market in its wider context by integrating with the broader Central Preston engagement Opportunity to engage around non-planning opportunities related to affordable housing, community facilities, retail mix and open	This work requires time and resources to implement, although is manageable within current budgets.

<p>Iteratively and collaboratively explore foundational elements for the development of new planning controls including aspects such as affordable housing, sustainability, community infrastructure needs, zoning, mix of uses including:</p> <ul style="list-style-type: none"> • Community exploration of trade-offs • Collaborative workshops including invitations to CRG members and beyond • Seek to have the developer involved as an active participant. • Involve a community skills based board in development of planning controls. • Share key concepts recommended for inclusion in planning controls and seek community feedback. <p>Planning Scheme Amendment Stage 2: formal process and exhibition (approx. 12 months)</p>	<p>space design.</p>	
<p>Option 2 – Lighter-touch community engagement</p> <p>Approach: Lighter touch consultation and information provision. This includes promoting key milestones and seeking feedback from the community including during development of foundational elements for planning controls.</p>		
Activities	Benefits	Considerations
<p>Next stage – to December 2018 Activities would include:</p> <ul style="list-style-type: none"> • Promote updates through social and media, such as release of the Phase two engagement report. • Receive feedback from community in response to project milestones including release of the phase two engagement report. • Meeting with stakeholders as needed. <p>Planning Scheme Amendment Stage 1: Foundational elements (approx. 6 months)</p> <ul style="list-style-type: none"> • Share technical and other reports and undertake surveys to obtain feedback on reports. This would be supported by a communications plan. • Meeting with stakeholders including CRG members as needed. • Share key concepts recommended for inclusion in planning controls and seek community feedback. 	<p>Make use of the sound level of understanding of community views at a principle level from engagement so far.</p> <p>Would avoid risk of 'consultation fatigue'.</p> <p>Community would have the opportunity to give feedback on key issues</p> <p>Lower effort, time, cost and resource than option 1.</p>	<p>Less opportunity to build understanding of opportunities and issues with wider community.</p> <p>Fewer people would have an opportunity to participate in this discussion, and the diversity of the engagement would not be extended beyond its current feedback.</p> <p>Less ability to invite community feedback on what's most important when objectives are contradictory.</p>

Planning Scheme Amendment Stage 2: formal process and exhibition (approx. 12 months)		
<p>Option 3 Council could decide its preferred outcome for planning controls at the site now based on information to date, and advocate for that</p> <p>Approach: Develop detailed recommendations on the preferred planning controls for the site and development outcomes based on the community feedback to date and information available now, and then tests this with the community to ensure it hears any feedback and has the opportunity to refine its position and then seek support for its preferred outcomes.</p>		
Activities	Benefits	Considerations
<p>Next stage – to December 2018</p> <ul style="list-style-type: none"> Officers would compile a report for Council based on the current technical advice and community feedback to come to Council before 30 October 2018. Community feedback on Council's position would be sought to allow for refinement based on community views. Meetings with stakeholders and community drop-in sessions would be held. <p>Planning Scheme Amendment Stage 1: Foundational elements (approx. 6 months)</p> <ul style="list-style-type: none"> Refine Council's position if needed based on technical reports and community feedback. Communicate Council's position through various channels. Continue to communicate Council's position. <p>Planning Scheme Amendment Stage 2: formal process and exhibition (approx. 12 months)</p>	<p>Council's position would be clear earlier and could be tested with the community.</p> <p>There is already a good level of understanding of community views at a principle level from engagement so far.</p> <p>Advocacy with the developer and state government would be played out in public.</p> <p>Lower cost than option 1</p>	<p>The community will have less understanding of incompatible outcomes.</p> <p>Reduces the opportunities for identifying new creative win-win options.</p> <p>Council would need to develop a position without the benefit of exploring community views on what's most important. This is reasonably straight forward where community views are consistent, but on some issues where objectives contradict each other, it is not yet clear what is most important to the community or if there are mixed views.</p> <p>Technical work is still in progress and officers advice would be based on the work completed to date, which has some gaps.</p>

IMPLEMENTATION STRATEGY

Communication

Community promotions will run sharing of the findings from phase two of community engagement.

Council's decision will be communicated with stakeholders and to the community including through email, meetings, social and print media.

To support Council's endorsed approach a communications plan will be developed to implement Council's endorsed approach to community engagement.

Timeline

In the forthcoming weeks the following general priorities are as follows:

- When the phase two community engagement report is released to the public, council will list it on its website and promote.
- Preparation and implementation of Council's preferred approach to engagement to end 2018
- Undertake stakeholder engagement based on Council's decision and principles
- Progress technical work as part of the Review
- VPA will provide a Recommendations Report to the Minister for Planning by 30 October

RELATED DOCUMENTS

- Preston Market Incorporated Plan 2007
- Preston Central Structure Plan 2006
- Council Minutes 21 May, 13 August 2018

Attachments

Nil

DISCLOSURE OF INTEREST

Section 80C of the *Local Government Act 1989* requires members of Council staff and persons engaged under contract to provide advice to Council to disclose any direct or indirect interest in a matter to which the advice relates.

The Officer reviewing this report, having made enquiries with relevant members of staff, reports that no disclosable interests have been raised in relation to this report.