



# Preston Market

## PLANNING REVIEW

OCTOBER 2018





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This planning report was developed by the Victorian Planning Authority (VPA) on behalf of the Victorian Government in collaboration with the Department of Environment, Land, Water and Planning (DELWP) and the City of Darebin.

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## ABORIGINAL ACKNOWLEDGEMENT

Before European settlement in 1835, Aboriginal people lived on the land now called Melbourne for tens of thousands of years. We acknowledge Aboriginal people as Australia's first peoples and as the traditional owners and custodians of the land and water on which we rely.

We recognise and value the ongoing contribution of Aboriginal people and communities to Victoria and how this enriches us. We embrace the spirit of reconciliation, working towards the equality of outcomes and ensuring an equal voice.

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# 1 EXECUTIVE SUMMARY

## OVERVIEW

On 6 August 2017, the Minister for Planning wrote to the Victorian Planning Authority (VPA) requesting a review of the current planning controls across the whole Preston Market site.

As directed, the VPA has been working in partnership with Darebin City Council, the private owners of Preston Market, the traders and the broader community. Additionally, in the likely scenario where a planning scheme amendment is required, the VPA has been given authorisation as the planning authority.

Community engagement has been an important part of identifying the values and sentiment of the broader community. The community engagement process has informed this review through the consideration of the community reference group (CRG) community vision and recommendations.

This review provides an assessment of the current planning controls against the relevant policy context (local and state) and the CRG recommendations. Based on that work, the planning review identified the following key findings:

- There is misalignment between existing planning controls on the site (including the *Incorporated Plan*) and the strategic intent expressed in *Plan Melbourne 2017–2050*. For example, there is limited direction on how the site will support the creation of great public spaces.
- The current controls provide an insufficient level of certainty to council and the wider community regarding key elements of future development.
- Noting that there is some community opposition to change, the market site's strategic location and isolation from sensitive land uses lends itself to a potential increase in the intensity and diversity of land uses to improve the vibrancy of the activity centre and deliver a sustainable and liveable 20 minute neighbourhood.
- There are gaps in the evidence relating to community infrastructure, retail mix, the amount and type of employment to be facilitated on the site, public realm and open space provision and other matters.
- Provisions within the current incorporated plan are weak in supporting the ongoing operation of a vibrant and viable fresh food market as an important asset to the community.
- Current development approvals for the Preston Market Development proposal do not adequately address the provision of affordable housing.

Seeking to better align development with policy and community expectations, this report recommends a set of guiding principles and objectives to inform the next stages of this process, including the development of planning controls for a planning scheme amendment.

## VISION

The VPA developed the following draft vision for the Preston Market site:

**"The Preston Market site is a thriving place with a fresh food market at its core, complemented by housing; office and retail jobs; community services; and vibrant and accessible public spaces.**

**Continuing its role as the gateway to Preston, the site welcomes a diverse community from the local area and across Melbourne."**

The VPA's vision for the Preston Market site was informed by both a vision produced by the community reference group and relevant state and local planning policy. The community's vision statement, developed by the community reference group, is referred to in section 3.3, Community Engagement.



## GUIDING PRINCIPLES & SUMMARY OF OBJECTIVES

The development of planning controls is to be guided by principles and objectives, which are informed by policy intent and community recommendations. The principles include:

### A THRIVING FRESH FOOD MARKET

*Continuous operation of an open, light and airy fresh food market*

*Staging development to support ongoing operation of traders*

### DIVERSE LAND USES & VIBRANT AMENITY

*Increase jobs, services and affordable housing*

### CULTURALLY DIVERSE CHARACTER & ADAPTABLE COMMUNITY SPACES

*Cultural significance and character reflected in land use and design*

### SUSTAINABLE, LIVEABLE & ACCESSIBLE PRECINCT

*Environmentally sustainable design*

*Integrate with Preston Station and High Street*

*Encourage shift to public and active transport*

### FLEXIBLE & EFFICIENT PARKING & ACCESS

*Adequate car parking during and after any development*

*Loading, servicing and parking located away from public realm areas*

A complete list of the project's guiding principles and subsequent objectives are provided at section 5.5.



## RECOMMENDATIONS

In consideration of the gaps and conflicts identified through the planning review, the VPA proposes to make the following recommendations to the Minister for Planning:

- 1** That the Minister adopts and releases principles to guide preparation of a planning scheme amendment and future development of the Preston Market site.
- 2** That the Minister directs the VPA to prepare a planning scheme amendment via a two-stage process:
  - a** Planning scheme amendment foundational elements, including community engagement.
  - b** Planning scheme amendment, including exhibition and planning panel.
- 3** That the Minister directs the VPA to explore application of the Activity Centre Zone and the Comprehensive Development Zone in consultation with DELWP<sup>1</sup>.
- 4** That preparation and incorporation of the planning scheme amendment is undertaken in partnership with council, the landowners, the traders and broader community.
- 5** That the VPA, in partnership with the City of Darebin, will explore potential options for additional supporting measures to supplement new planning controls (i.e. continuation of a fresh food market, environmentally sustainable design, etc.).

<sup>1</sup> DELWP currently considers the Activity Centre Zone as the preferred option.

## APPROACH

This report has been prepared by the VPA. Darebin Council officers have contributed to the development of the report, which has been finalised by the VPA.

The review of current planning controls was informed by an assessment of the relevant planning scheme provisions, community engagement and regular engagement with DELWP planning services officers.

The CRG recommendations and Phase 2 Engagement Findings report includes additional information for understanding the community directions for the site.

In addition to creating new planning controls for the site, the VPA will explore other supporting implementation measures that will deal with a number of the non-planning control matters that have been identified through this process.

This report and the supporting information is intended to inform the creation of new planning controls that will facilitate the site's development.

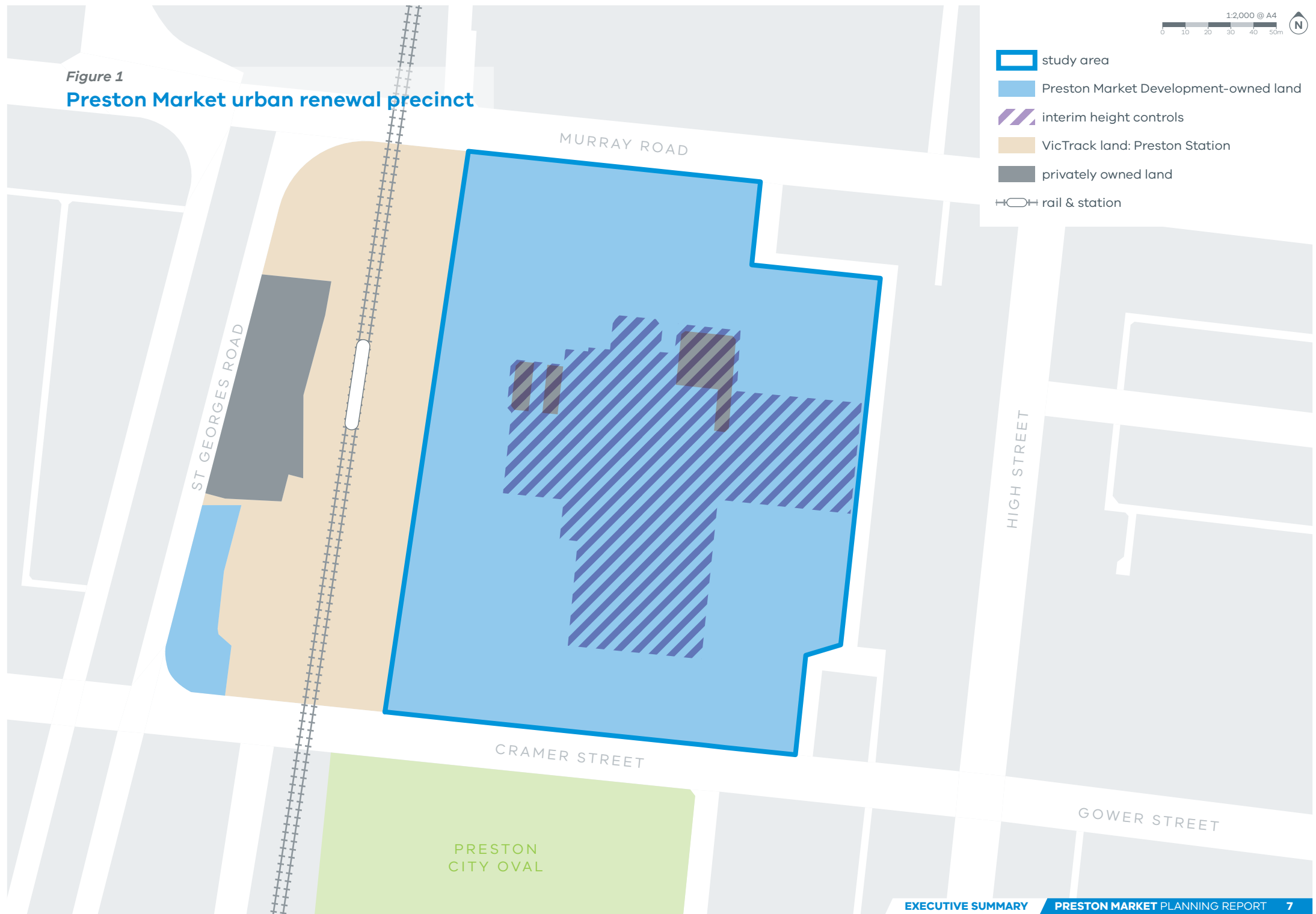
In addition to this report, technical reports addressing heritage, urban design, transport, car parking, employment, and drainage will inform the development of new planning controls. This includes an initial review by the Office of the Victorian Government Architect's design panel.

Additional community consultation and engagement during the next stages of the review is also proposed to inform further detailed design responses.



Figure 1

## Preston Market urban renewal precinct







## 2 BACKGROUND & HISTORY

*"I want this market to be a place of noise and activity."*

*– Leon Jolson, developer and owner of the Preston Market*

Preston Market's history and future opportunities are emblematic of much of Melbourne's cultural life through the latter half and turn of the twentieth century.

The site of Preston Market has for thousands of years been the land of the Wurundjeri-willam people. Colonial settlement of the area brought with it commercial trades of the day, with Thos Broadhurst Tannery occupying the site from 1888 to 1964. The nature of the site surrounded by High Street, Cramer Street, the railway line (Mernda line) and Murray Street provided an opportunity for its renewal.

Symbolic of the area's unique migrant character, Preston Market was imagined and realised by recently arrived European migrants, Leon and Lola Jolson.

Preston Market opened in 1970 and adopted a traditional open-air market form, similar to Queen Victoria Market, South Melbourne Market and Dandenong Market – Melbourne's remaining traditional nineteenth century marketplaces.

Preston Market remains a privately owned and operated fresh food and speciality market adjacent to Preston Railway Station and within the Preston Central Activity Centre.

Identification of strategic opportunities afforded by Preston Market to support the growth of commercial activity and employment was first made by the Metropolitan Board of Works within the 1954 Planning Scheme, citing Preston as one of Melbourne's key business and activity centres outside of the Central Business District.

### RECENT HISTORY OF PLANNING FOR THE SITE

A permit for stage 1a of the market development was approved by City of Darebin in May 2016. The development permit approved cosmetic improvements to the existing market buildings.

Applications for stages 1b and 1c for one 14-storey building and two 10-storey buildings were subsequently considered by council and refused.

Over 700 objections were received during public exhibition of the applications. However, only the application for a 14-storey building was subject to third party appeal rights.

Both applications were considered by the Victorian Civil and Administrative Tribunal (VCAT) and approved in October 2017.



## SITE CONTEXT & ANALYSIS

### SITE CONTEXT

The 4.6 hectare site is bound by Murray Road to the north, Mary Street to the east, Cramer Street to the south, and VicTrack land to the west.

Comprising 120 market traders, including greengrocers, delis, a meat and fish section and speciality shops, Preston Market is Melbourne's second largest fresh food market.

The site also accommodates an Aldi supermarket and Centrelink offices.

### HERITAGE

Council independently commissioned a heritage assessment for Preston Market and shared this in full along with a peer review of the assessment with the VPA.

An independent review commissioned by the VPA of council's heritage assessment and peer review identifies that there is insufficient justification for application of a Heritage Overlay.

The report by GJM Heritage acknowledges the cultural significance of the market use. However, their assessment does not link the cultural significance of the site to the built fabric.

GJM Heritage highlights that there are more appropriate planning tools than a Heritage Overlay to protect the cultural significance of the site.

This technical assessment, in addition to others, is expected to inform the development of new planning controls.

Heritage Victoria is currently assessing the merits of a recent nomination of the market to the Victorian Heritage Register.

The Executive Director's recommendation is scheduled to be advertised from 26 November 2018 to 24 January 2019. While 7 February 2019 has been set as the date for the Heritage Council to consider the recommendation, any objections will delay this meeting by 2–3 months.

The planning scheme amendment process will consider the potential for its inclusion.

### URBAN DESIGN

An urban design and planning analysis of the site (see Appendix 1) identified a number of strengths and opportunities. The site's strengths include its close proximity to public transport; leafy streets adjacent or within close proximity to the site; broad range of retail services; finer grain local services along High Street; and level of pedestrian connectivity.

The site's challenges include physical barriers created by the at-grade railway station; lack of direct access to market from the station; lack of activity along building façade and street frontages; limited sense of arrival; lack of address for the market; and lack of public spaces and open space.

### DRAINAGE

A storm water drainage assessment of the site prepared by Cardno identified the existing drainage conditions, including existing drainage infrastructure relevant to the Preston Market site. Under the current 1:100 year rainfall scenario, the maximum flood depths in the Preston Market site are generally less than 20 centimetres.

Assessing the flooding hazard under the climate change scenario, the majority of the flooding is within the safe category. Whilst the site remains flood-affected, the site's flooding conditions have little implication for development within the site.

### TRANSPORT & CAR PARKING

A transport and car parking assessment prepared by Cardno has identified a number of strengths and opportunities. These include the site's strong access to Melbourne's Principal Public Transport Network (PPTN), existing active transport infrastructure and the arterial and local road networks. The site commands strong access to the local road network, bordered by three roadways (Murray Road, Cramer Street and Mary Street).

The site presents significant opportunity to build upon car parking and loading arrangements, by removing conflict points between different transport mode users, upgrading parking facilities to meet Australian standards and by segregating loading operations and restricting loading operations outside of market operation hours.



## RELEVANT PLANNING APPLICATIONS

### APPLICATION D/398/2016: STAGE 1B OF THE MARKET DEVELOPMENT

The proposal was made for two apartment buildings with ground floor retail space. The Loft building is a 10-storey L-shaped building which wraps around the existing Centrelink building. It contains ground floor shops, 38 apartments, parking for 101 bicycles and no car parking.

The Laneway building is part 10-storey and part three-storey. It comprises ground floor retailing including a supermarket, 92 apartments and two levels of car parking – one below ground and one at first floor level. The basement level car park extends under the existing Centrelink building and the second level of car parking will be provided above the retail space.

The proposed two buildings comply with the 10-storey height limit and is considered generally in accordance with the incorporated plan, and not subject to third party review.

### APPLICATION D/293/2016: STAGE 1C OF THE MARKET REDEVELOPMENT

The application proposed to build on top of the three storey section of the Laneway building, adding an additional 11 storeys.

The Station building involved a structure of 14 storeys with 300 dwellings comprising 133 one bedroom units, 142 two bedroom units and 24 three+ bedroom units.

The 14-storey height subjected the application to public notification, which resulted in more than 700 objections being lodged.

## VCAT CONSIDERATIONS

In providing an approval for the two planning applications, VCAT considered the following:

- Balance between state planning policy supporting higher density development on strategically appropriate development sites against submissions against the proposal.
- Level of respect and value from the community for the Preston Market, with a distinctly rich, multicultural heritage.
- Distinctiveness and activity associated with the centre of the market site.
- Local housing conditions, including generally high house prices excluding and pricing out young prospective buyers.
- The preferred height limit of 10 storeys was not considered to be a mandatory height limit.
- Additional height is supported where there is no identifiable adverse amenity impacts caused to the public realm or private properties.
- Locational advantages of the site represented a significant benefit for future residents.
- Additional on-site parking was not justified for the existing market. However existing traffic congestion does require a major review.
- Proposed development represented a net community benefit.

## REVIEW OF PLANNING CONTROLS

In August 2017, the Minister wrote to the Victorian Planning Authority requesting a review of the current planning controls across the overall Preston Market site.

To provide sufficient protection to the market during the VPA's review, the Minister applied interim height provisions of nine metres over the existing market building footprint, expiring 30 June 2019.

The VPA was also given planning authority status to create new planning controls, if the Minister determines they are required.

# 3 METHODOLOGY

## OVERVIEW

The following research methods were applied to review the site's existing planning controls:

- Analysis of existing State planning policies and strategies including *Plan Melbourne 2017–2050* and the State Planning Policy Framework.
- Analysis of existing local planning policies and strategies including the *Local Planning Policy Framework*, *Local Heritage Review*, *Housing Strategy* and *Active Transport Strategy*.
- Additional technical reports commissioned by the VPA.
- Review and consideration of the City of Darebin's studies, strategies and policies (i.e. *Local Heritage Review*, *Housing Strategy*, *Active Transport Strategy*, etc.).
- Review of national and international markets.
- Community engagement including the creation of a community reference group.

## POLICY ASSESSMENT

A desktop analysis and assessment of existing planning policy affecting the market site was undertaken by the VPA. This included analysis of:

- *State Planning Policy Framework*
- *Plan Melbourne 2017–2050*
- *Local Planning Policy Framework*, including the City of Darebin's *Municipal Strategic Statement* (MSS)
- The site's zones and overlays including the Priority Development Zone – Schedule 1 (PDZ1) including the Preston Market Incorporated Plan 2007, the Special Building Overlay (SBO), Environmental Audit Overlay (EAO), and the Development Contributions Plan Overlay (DCPO1 – Inactive)
- General and particular provisions within the *Darebin Planning Scheme*
- Reference documents including the *Preston Central Structure Plan 2006* (under council review).

To strengthen the validity of findings from the desktop analysis of the site's existing planning policy, findings were tested in collaborative workshops with the City of Darebin, to ensure both broad organisational alignment and validate the accuracy of findings through the use of a secondary source.

## COMMUNITY ENGAGEMENT

### OVERVIEW

Community engagement feedback documented by Capire Consulting Group is proposed to be used to inform the development of new planning controls for the Preston Market site.

A more detailed report on the engagement findings and the community reference group's recommendations accompanies this report.

### ENGAGEMENT METHODOLOGY

Supporting the review of planning controls, the VPA, working in partnership with the City of Darebin, undertook extensive community engagement to identify matters of importance to the community.

Engagement was promoted in six different languages, with translators available on demand and at one pop-up. Interviews with translators were held with traders of a Chinese or Vietnamese background.

Through the services of Capire Consulting Group, a three-phase engagement process was implemented.

**Phase 1:** Broader community engagement exploring what people loved about the market and what they thought needed to be improved.

Engagement activities involved:

- Four market pop-ups (115 participants)
- Online engagement (48 participants)
- Three trader meetings (20 participants)
- Targeted stakeholder sessions
- Trader discussions (10 participants)
- One-on-one meetings with High Street traders.

**Phase 2:** Establishment and operation of the community reference group to develop a set of draft recommendations for development of the site. Broader engagement to test the draft recommendations with the wider community.



Engagement activities involved:

- Online engagement (327 participants)
- Four market pop-ups (200 participants)
- Two drop-in sessions (40 participants)
- Two trader meetings (4 participants)
- Trader surveys on-site (9 participants).

**Phase 3:** Finalisation of the recommendations and report with the community reference group members.

Engagement activities involved informing the community reference group members of the broader community feedback on their recommendations and a survey to scope the level of support for each of the recommendations.

## COMMUNITY REFERENCE GROUP

The community reference group (CRG) was formed to:

- support the purpose of Phase 2 of the engagement process in developing a community vision for the Preston Market site
- further understand opportunities and constraints for the site
- test and finalise recommendations for development of the Preston Market site.

The CRG was designed around four meetings involving:

**CRG Meeting 1:** Develop ideas for a community vision for the Preston Market.

**CRG Meeting 2:** Endorse the community vision for the Preston Market site and develop overarching principles for future development of the site.

**CRG Meeting 3:** Consider the principles developed from the previous meeting and develop a draft set of recommendations for the following elements:

- built form
- market-building
- market operations
- public realm and open space
- community
- transport and access.

These recommendations were to be tested by the wider community through broader engagement.

**CRG Meeting 4:** Finalise recommendations based on feedback from the broader engagement process.

This was undertaken in the form of a discussion and final survey on the recommendations identifying where there is a majority, super majority (75 per cent or greater) or a consensus in support of the recommendations to provide to the Minister for Planning.

All CRG recommendations received either consensus or a super majority in support from CRG members.

## COMMUNITY VISION

Endorsed by the community reference group on 7 June 2018, the following is the shared vision for the future of the site:

**“The Preston Market site is a vibrant and diverse place for community to gather around food and celebrate culture.”**

The CRG community vision relates only to the function and use of the market within the site. The VPA’s vision affects the entirety of the Preston Market site.

# 4 REVIEW OF CURRENT PLANNING CONTROLS

## REVIEW AGAINST POLICY OBJECTIVES

POLICY OBJECTIVE		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
1.0	STATE PLANNING POLICY FRAMEWORK			
1.1	Endeavour to integrate a range of relevant issues, balancing conflicting objectives in favour of net community benefit and sustainable development outcomes. (Clause 10.1)	Partially	<p>The <i>Preston Market Incorporated Plan</i> includes a number of objectives to integrate with the surrounding area and adjacent uses.</p> <p>A Special Building Overlay and Environmental Audit Overlay require new development to deal with drainage and contamination issues affecting the site. However, environmental issues are not required to be addressed through an integrated response.</p> <p>There are a number of gaps within the current controls that fail to provide an integrated response to addressing the site's constraints, deliver a net community benefit and implement sustainable development outcomes (i.e. integrated water management; water sensitive urban design).</p> <p>A Development Contributions Plan Overlay (DCPO) applies to the site, but the provision expired in 2014. A new DCP is currently being developed.</p>	New planning controls should be developed based on an integrated response to the challenges and opportunities to the site. Furthermore, provisions and mechanisms that would support a net community benefit and sustainable development should be further explored.
1.2	Integrate land use, transport and development outcomes. (Clause 18.1)	Partially	<p>An integrated land use, transport and development outcome was initially delivered through the existing incorporated plan. The outcome was dependent on the provision of a bus interchange adjacent to both the train station entrance and the Market.</p> <p>The current commitment for the bus interchange to remain on Murray Road means that the current controls and design response needs to be reviewed. This will assist in ensuring integrated outcomes for the site.</p>	As the current bus interchange for Preston Station is to remain on Murray Road, the planning controls need to support better connections between the station and the bus interchange. Planning controls for the site must support any potential development of the station and adjoining government land; and strengthen the site's integrated land use, transport and development outcomes.

POLICY OBJECTIVE	ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
<b>1.3</b> Encourage a concentrated mix of vibrant commercial, cultural and residential land uses which are accessible to the community.	Partially	<p>Development of the Preston Market site as a multi-level, mixed use area is encouraged through the objectives of the current incorporated plan. Design principles support a mix of complementary land uses, services and facilities at ground level with office, leisure and entertainment uses located at upper levels.</p> <p>However, there is insufficient guidance to ensure the provision of offices and other non-commercial uses and the provision of cultural facilities. Furthermore, there are no requirements for an economic analysis to assess and mitigate any potential impacts to the market.</p>	<p>Additional economic analysis is required to identify the mix of employment and other uses that could be supported through new planning controls to strengthen guidance around the suitability of a diversity of uses, including offices, creative culture and other cultural facilities/infrastructure.</p>
<b>1.4</b> Provide a mix of retail, entertainment, office and other commercial services and contribute to net community benefit.	Partially	See Policy Direction 1.3.	
<b>1.5</b> Provide and create a diverse and integrated network of public open spaces (Clause 11.04), that contributes to the broader improvement of the urban environment (Clause 15.01).	Partially	<p>The quantity and functionality of designated open space does not contribute towards the open space needs of the precinct, nor does it improve the wider urban environment.</p> <p>While the current controls provides indicative locations for two public spaces, and a detailed plan for Station Square, the provisions do not provide certainty regarding their quality and quantity.</p>	<p>While council is currently reviewing its public open space strategy, the preparation of new planning controls should support better open space and public realm outcomes that contribute towards Preston's urban environment and improves the municipality's network of open spaces.</p>

POLICY OBJECTIVE		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
1.6	Design for safety, celebrate cultural and neighbourhood identity, foster healthy practices and community wellbeing.	No	<p>There are no requirements within the current planning controls that encourage the site's integration with the neighbourhood's cultural identity. The support for contemporary buildings and architecture could be interpreted to deliver a result that is contrary to the policy direction.</p> <p>Additionally, there are no provisions that would ensure that the structure and design of the site would support the principles for crime prevention through environmental design.</p>	Additional work is required to support the development of new controls that would support development that reinforces the 'vibe' of the existing market, celebrates Preston's culture and incorporates safety and healthy by design practices.
1.7	Best practice sustainability development practices (Clause 15.02) should be embedded into the planning controls, fostering improved energy and resource efficiencies and heritage conservation.	Yes	<p>The City of Darebin's <i>Environmental Sustainable Development</i> (ESD) policy requires the development of apartment buildings and non-residential development of a certain size to meet high standards of sustainability.</p> <p>This policy will expire on 30 June 2019. The City of Darebin, with other councils, is advocating for the continuation of their ESD policies for another five years.</p>	New planning controls may need to be incorporated to address ESD for the site (in particular, recycling and composting practices for the market). This is particularly warranted should there be no replacement for when the current controls for ESD no longer apply.
1.8	Deliver an integrated housing approach, promoting intensified densities of housing around jobs, services and transport, increased diversity of housing stock and affordable housing.	Partially	Objectives within the current incorporated plan seek to facilitate high-density residential development, including affordable housing above-ground. No other controls identify how development will provide a diversity of housing stock and meet the affordable housing needs of the people of Preston.	<p>Minimum requirements for the diversity of apartment types should be developed based on council's <i>Housing Strategy</i>. Applications for a diversity of housing that do not meet the minimum requirement would be supported only where there is sufficient evidence of the site-specific need.</p> <p>The VPA will also investigate the potential for future planning policy/controls that will provide greater direction to affordable housing on the site that is consistent with the intent of the Act.</p>



POLICY OBJECTIVE		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
1.9	Support an increasing use of sustainable public and active transport modes, orienting intensive development beside a node of Melbourne's Principal Public Transport Network (PPTN) and serviced by the areas existing road network.	Yes	<p>Integration with the station and safe and attractive pedestrian and cycling movement are objectives within the current incorporated plan.</p> <p>These high-level objectives have been translated into a framework plan, identifying the primary and secondary pedestrian connections.</p>	Any new planning controls should further reinforce the connections for pedestrians and cyclists. Additionally, the structure and design response for the site and its key interfaces should support better integration of the site with Preston Station, High Street and other key areas (i.e. Preston Oval, bus interchange, etc.).
1.10	Provide improved community infrastructure in the form of health, education and cultural facilities (Clause 19.02) to ensure a more equitable distribution of access to services and infrastructure.	No	<p>There is no current development contributions plan applying to the site.</p> <p>However, council is currently preparing a municipal-wide DCP to apply a levy for development to contribute towards planned infrastructure needed by the community.</p>	<p>In the event that this process should be completed prior to the municipal-wide DCP, VPA will seek interim contributions (monetary or in-kind) for community infrastructure attributed to the development through a section 173 agreement.</p> <p>Further work is needed regarding the community need for facilities and the appointment of costs to be attributed to the development.</p>
<b>2.0 PLAN MELBOURNE 2017–2050</b>				
2.1	Create development opportunities in areas with improved access to jobs, supporting the delivery of more housing closer to jobs, services and public transport.	Partially	<p>Both high-density residential development and a mix of non-residential uses are envisaged by the current incorporated plan. However, there is no emphasis on community services and the current controls do not adequately ensure that development will incorporate an appropriate mix of retail, office and commercial uses.</p> <p>Despite this, the current controls still support the establishment of more housing to be located in an area that is still accessible to jobs, services and public transport.</p>	Additional work is required to identify the mix of employment and other uses that could be supported through new planning controls. Furthermore, additional work is needed to identify the appropriate provisioning of and/or contribution towards community facilities.

POLICY OBJECTIVE		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
2.2	Support Melbourne's transport system through development that contributes towards the delivery of 20-minute neighbourhoods.	Partially	<p>While the objectives of the current incorporated plan support the mix of uses and services that encourage the development of a 20-minute neighbourhood, there is little certainty regarding the appropriate mix of retail, office and commercial.</p> <p>Lack of density provisions within the current controls creates a tension between the aspirations of <i>Plan Melbourne 2017–2050</i> and the facilitation of outcomes that align with those aspirations.</p>	<p>Controls that can facilitate strategically justified residential density and mixed non-residential outcomes should be developed.</p> <p>Controls must support sustainability and liveability directions in order to contribute towards the strategic intent of <i>Plan Melbourne 2017–2050</i>.</p>
2.3	Create public spaces that support safe communities and healthy lifestyles.	Partially	<p>The current incorporated plan provides only high-level guidance to the location of potential public spaces. The lack of provisions around size and functionality is identified as a gap that does not support healthy lifestyles. Only the provisions for Station Square provides detail, but this is considered overly prescriptive and inflexible to the changing needs of the community.</p> <p>Furthermore, the current controls do not reinforce the principles for safe movement and spaces for pedestrians and users of all abilities.</p>	Provisions are needed to provide more guidance regarding the size and function of publicly accessible open space (either private or public). These provisions should reinforce the principles of crime prevention through environmental design (CPTED); provide a comfortable environment (solar access and weather protection); and accessible connections for pedestrians and cyclists to reinforce healthy modes of travel.
2.4	Promote growth and productivity through the provision of social infrastructure, including affordable housing.	Partially	Only the high-level objectives of the incorporated plan mention affordable housing. Tested at VCAT, the current controls are not strong enough to support the provision of affordable housing as defined by the <i>Planning &amp; Environment Act 1987</i> .	New provisions should support the development of a negotiated section 173 agreement for affordable housing, as supported by the Ministerial guidance for seeking and negotiating affordable housing agreements.
2.5	Deliver sustainable, green neighbourhoods that support low carbon city targets and make Melbourne cooler, resilient and liveable.	Partially	See Policy Direction 1.7.	

POLICY OBJECTIVE		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
<b>3.0</b>	<b>LOCAL PLANNING POLICY FRAMEWORK</b>			
<b>3.1</b>	Encourage intensive redevelopment including retail, housing, commercial offices, community and civic uses.	Partially	See Policy Direction 1.3.	
<b>3.2</b>	Ensure urban environments and open spaces are designed for liveability and environmental sustainability, and make a positive contribution to the health and wellbeing of Darebin residents, workers and visitors.	Partially	See Policy Directions 1.5 and 1.6.	
<b>3.3</b>	Ensure housing contributes towards the wellbeing of residents, providing an improved standard of living and quality of life.	Yes	The recent <i>Better Apartment Design Standards</i> sufficiently supports the provision of housing that improves the standard of living and quality of life for residents.	Current standards should continue to apply.
<b>3.4</b>	Contribute towards the City of Darebin's growth management.	Yes	Current land use and built form controls support the delivery of housing that would support the management of the City of Darebin's growth.	Any new controls would need to continue to support a higher density of dwellings to be provided through development.
<b>3.5</b>	Contribute towards the area's role as a sub-regional activity centre, particularly with the provision of both retail and commercial uses.	Partially	See Policy Direction 1.3.	
<b>3.6</b>	Promote sustainable ways of moving people and goods, facilitating an integrated approach to transport and land use planning.	Partially	See Policy Direction 1.9.	

## REVIEW AGAINST CRG RECOMMENDATIONS

CRG RECOMMENDATION		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
<b>1.0</b>	<b>BUILT FORM</b>			
<b>1.1</b>	Ensure Preston Market remains the centrepiece of the site.	No	<p>The existing <i>Incorporated Plan</i> provides for the ongoing operation of a market on site but not in a location that could be considered as a focal point, and not in a stand-alone building.</p> <p>Additionally, the current controls do not ensure the fresh food market remains the key land use activity for the site. Instead, current controls would reduce the visibility and prominence of the market use and fail to give it an address. This may compromise the most valuable elements of the market.</p>	Explore planning controls that either specify the location of the market within the site that supports its role as the focal point for the site and wider Preston area; or include flexible provisions that will ensure that wherever the market is located, it will improve its visibility and street address.
<b>1.2</b>	Provide a variety of building heights within the site.	Partially	Discretionary height limits allow development to vary in height. However, there is concern that without other provisions to support variations of lower and higher buildings, all buildings will be ten storeys or higher.	Preparation of new controls to explore the use of floor area ratio to support variations in the heights throughout the site. Preparation of height controls based on design outcomes (shadowing, context, location of landmark buildings, etc.) rather than stating height limits is currently being considered.
<b>1.3</b>	Better integrate the Preston Railway Station and the Preston Market site.	Partially	See Policy Directions 1.2 and 1.9.	



CRG RECOMMENDATION		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
<b>2.0</b>	<b>MARKET BUILDING</b>			
<b>2.1</b>	Review the location of the Preston Market building within the site to better align with the planning principles proposed by the community reference group (i.e. market as the heart of Preston; market as a destination; continuation of operation for existing traders).	No	<p>The specific identification of the market's location within the current controls does not encourage alternate locations for the market.</p> <p>The current lack of flexibility conflicts with other recommendations, such as minimising disruption to current traders and increasing the visibility of the market.</p> <p>Furthermore, the current location of the market in the <i>Incorporated Plan</i> does not improve the visibility and sense of address.</p>	Preparation of planning controls will include the exploration of different reconfigurations for the location of the market to identify key elements for the reconfiguration of the market that should be embedded in new planning controls. It is intended that the new planning controls provide flexibility to the configuration of the market that meets good design and community outcomes.
<b>2.2</b>	Keep Preston Market as a standalone, single storey building with good daylight.	No	The preferred building heights encourage the market to be located within the ground floor of a multi-storey podium, with towers being able to be developed above.	New planning controls should seek to support the open and airy feel that the community loves about the market. Particularly in key sections of the market, the open and high ceilings of typical European markets should support the character of the market building.
<b>2.3</b>	Provide a market that has fresh food and community spaces as its core.	Partially	See CRG Recommendation 2.1 and Policy Direction 1.10.	
<b>3.0</b>	<b>MARKET OPERATIONS</b>			
<b>3.1</b>	Provide a market that has a diverse range of stalls and a broad range of food offerings.	No	See CRG Recommendation 2.3 regarding definition of a fresh food market.	
<b>3.2</b>	Support a broad range of small traders to have a fair opportunity to sustain their business before, during and after any development process.	No	<p>See CRG Recommendation 2.3 regarding definition of a fresh food market.</p> <p>However, this outcome is not deliverable by planning controls.</p>	

CRG RECOMMENDATION		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
3.3	Increase the flexibility of access to the Preston Market site and encourage vibrant, community and cultural uses during and after market hours.	Partially	See Policy Directions 1.3, 1.6 and 1.10.	
4.0	<b>COMMUNITY</b>			
4.1	Provide affordable housing on the site.	Partially	See Policy Direction 2.4.	
4.2	Activate the Preston Market site by providing community facilities and public spaces that are flexible and can be used by all members of the community.	Partially	See Policy Directions 1.5 and 1.10.	
4.3	Create a strong sense of community through support of social enterprise and not-for-profit organisations.	No	While current land use requirements do not prohibit the provision of space for not-for-profits and social enterprise, it cannot be delivered through planning controls alone.	Other supporting implementation measures are needed to specifically support and encourage these types of uses.  Their delivery may require trade-offs with e.g. height or density etc. However the recommendation does align with council's MSS and their Creative Cultural Infrastructure Framework.
5.0	<b>PUBLIC REALM &amp; OPEN SPACE</b>			
5.1	Provide a market building that is visible but retains a sense of intrigue through good design.	Partially	Should the current planning controls be implemented, the market would have very little visibility within the site or at any of the street frontages.	The preparation of new planning controls will explore the options for a design response that will improve the market's visibility, strengthen the definition of the market use and retain the key characteristics of the market.

CRG RECOMMENDATION		ALIGNED	REVIEW OF CURRENT PLANNING CONTROLS	RESPONSE
5.2	Create a network of adaptable and diverse community spaces for all ages and abilities.	Partially	See Policy Direction 1.5.	
5.3	Create a site that is comfortable for all members of the community through access to natural light and protection from harsh climates.	No	There is no evidence that the thermal comfort of pedestrians has been given consideration. In particular, the overshadowing associated with the outcomes that would be produced through the built form requirements could impact on pedestrian's daylight access and the open, airy feel of the market.	Any proposed design response for new planning controls will be supported through a daylight analysis and provisions supporting protection from elements such as wind and rain.
6.0	<b>TRANSPORT &amp; ACCESS</b>			
6.1	Create safe and accessible connections to, through and beyond the site.	Partially	See Policy Directions 1.9 & 2.3.	
6.2	Increase walking and cycling connections to the site.	Partially	See Policy Directions 1.9 & 2.3.	
6.3	Provide underground loading, servicing and parking to the market and future residences.	No	There are no planning controls that require loading, servicing and car parking to be located underground.	New planning controls should seek to encourage underground loading, servicing and car parking. However, should these be located above ground, provisions should support an appropriate alternative outcome.

# 5 FUTURE DIRECTION

## OVERVIEW

To support the future direction for any development of the Preston Market site, the VPA, in partnership with the City of Darebin, has collected evidence to support any future planning controls for the site.

As the review process progressed, it has become apparent that further technical evidence is needed to inform the development of new planning controls, as well as a platform for non-planning issues to be negotiated and developed.



## CURRENT EVIDENCE

Technical reports have been prepared to assist the Planning Control Review, and inform the CRG and new planning controls for the site.

## URBAN DESIGN

The VPA engaged Architectus to undertake a review of the current site and provide direction on how the site could address built form and urban design elements that align with the policy and community directions.

To further support some of the strengths of the existing site and address its current weaknesses, Architectus proposed to:

- strengthen the pedestrian connectivity to and through the site
- provide a range of development uses and density, from low-scale to taller buildings, while maintaining the human scale at ground floor
- ensure adequate open public space to support existing and future populations that will cater to various ages, abilities and times of day.
- support a mix of activities with a marketplace, residential and commercial uses, food and beverage and public spaces to create an active place, throughout the day and night.

The following design drivers for the future of the site are recommended to be based around:

- The market being a celebrated feature of the site. Retain its function and improve its identifiable points of entry, pedestrian connections and operation.
- The site being broken into smaller blocks with new streets. This may involve pedestrian-only streets, or better connections for back-of-house services.
- Anchoring the market around public space and pedestrian connections. Provide a strong pedestrian connection through the site, with public space complementing the vitality and activity of the market operations.
- Transitioning building heights to integrate with High Street and frame the Preston Market site. Lower-scale development towards the edge of the site, transitioning to taller buildings within the site away from sensitive interfaces.



In reviewing the current incorporated plan, the Office of the Victorian Government Architect (OVGA) provided some guidance on how the development of new controls might be able to:

- contribute towards a stronger overall sense of place; and
- provide a high amenity public space area that links with Preston Station and key pedestrian routes.

These generally align with the thinking produced by Architectus.

**Next steps:** Focus on the development of design response(s) to issues and opportunities for the structure and built form of the site. This will include development of future urban structures and analysis of appropriate height provisions to address context, comfort and access to light.

## DRAINAGE

Cardno's assessment of the site's drainage reveals that the site is subject to flooding during a 1:100 year rainfall event (adjusted for climate change).

While the site was subject to flooding, the majority was within a safe and reasonable hazard level.

In responding to the site's drainage issues, Cardno recommended considering options to ensure the site meets the current expected standards for drainage, storm water quality and flooding. Some of the potential design responses may include:

- detention storages to manage flood behaviour
- water tanks and raingardens to improve storm water quality
- underground drainage upgrades to increase drainage network capacity.

Integrated water management opportunities such as treatment and reuse of storm water onsite for irrigation purposes (e.g. the oval south of Cramer Street) should also be investigated.

Any integrated solution to managing storm water at the site is required to be undertaken in collaboration with Melbourne Water, Yarra Valley Water and the City of Darebin.

**Next steps:** Complete technical work addressing flooding and drainage issues. This will include the incorporation of integrated water management opportunities within a design response to the site.

## TRANSPORT & CAR PARKING

Cardno's transport and car parking assessment identified a number of issues with the operation of the existing carpark, including unsignalised site access points; safety and comfort of pedestrian connectivity; and functionality of loading areas for market use.

Measures such as revising car parking rates (particularly for residential uses); provision of signalised intersections; provision of cycle parking facilities; and the provision of more function loading spaces were identified as opportunities to be explored through a transport and car parking strategy for Preston Market.

**Next steps:** A transport and car parking strategy will be developed for the site, informed by Architectus' development scenario(s) which will identify the site's future structure and intensity of land uses.

## HERITAGE SIGNIFICANCE

The architectural and social heritage significance of the market has been raised by both councillors and members of the community.

A report commissioned by council last year recommended that a Heritage Overlay be applied over Preston Market. However, a peer review and legal advice commissioned by council concluded that there is insufficient evidence to support the application of a Heritage Overlay. This advice was confirmed in a subsequent peer review commissioned by the VPA.

In July 2018, Preston Market was nominated as a place of state heritage significance to be placed on the Victorian Heritage Register. The nomination is being considered by Heritage Victoria and will be determined in February 2019, depending on objections being lodged. Based on initial advice, it is unlikely that the nomination will be successful. However, the VPA's planning review work will include options that can accommodate the heritage listing if confirmed.

## COMPARISON OF MARKETS

The VPA undertook a review of other national and international markets (Appendix 2). Based on a desktop review of research and case studies, the following is a summary of success factors identified:

### **Appropriate hours of operation**

Longer hours make markets more accessible, but there needs to be a financial benefit to opening longer.

### **Accessible and central location**

Markets should be easily accessible by public transport or private vehicle and located in a city or neighbourhood centre.

### **Comfortable market environment**

Markets should be protected from the elements and have easily navigable aisles, seating and amenities.

### **Variety and affordability of goods**

Broad selection of goods; generally cheaper than supermarkets; multi-level vending; diverse sizes of stalls; food and beverage offerings.

### **Flexible and adaptable spaces**

Space to hold events such as workshops and exhibitions increase the appeal of markets.

### **Character and experience**

Integration with pedestrian streets or plazas encourages customers to linger longer in markets.

### **Local and regional influences**

Market customers appreciate locally grown produce that has a significant history.

In regard to the layouts of successful markets, the Food and Agriculture Organization of the United States identifies that a market master plan must address:

### **The process of market development**

The type of facilities; economic feasibility; market need; and degree of specialised uses.

### **The market as a public space**

The provision of public spaces; places to sit and relax; and places for outdoor events.

### **The organisation of market land uses**

The grouping of specialised uses; and staple produce located away from key approach points.

### **Vehicle access and traffic circulation**

The separation of vehicles and pedestrians; efficient movement of goods and people; direct access for delivery vehicles; relationship with public transport.

## GAPS IN EVIDENCE

Further technical studies and assessments are required to inform new planning controls for the site.

## AFFORDABLE HOUSING

While the City of Darebin supports the provision of affordable housing as defined by the *Planning & Environment Act 1987*, there is little evidence to support a position on the quantum and type of affordable housing that should reasonably be required.

The VPA, in partnership with the City of Darebin, has commissioned Affordable Development Outcomes to produce an affordable housing strategy for the site. This will assist our investigation into controls that seek to provide greater direction for the provision of affordable housing which is consistent with the intent of the Act.

## EMPLOYMENT

The City of Darebin's *Retail Activity Centre Strategy* was last updated in March 2005. The strategy is silent on the appropriate floor space for retail and commercial uses within the site.

To maximise the opportunity for employment within the site, a more detailed assessment of the employment opportunities is needed to inform the potential design response and land use arrangements applying to the site.

## COMMUNITY INFRASTRUCTURE

As there is no current development contributions plan applying to development of the site, council's process for developing a citywide DCP will need to provide direction to the contributions to be provided through development of the site. This will involve identifying community needs and appropriately identifying the cost associated with the potential increase in activity on the site.

Alternative mechanisms for delivering the necessary provision and/or contributions towards infrastructure would need to be explored in the absence of any development contributions plan.

## LEVEL CROSSING REMOVAL & VICTRACK LAND

The potential for Murray Road and Cramer Street to be incorporated within the next package of level crossing removals is still being actively considered by the Level Crossing Removal Authority (LXRA). The inclusion of these crossings would provide opportunities to develop and integrate land owned by VicTrack adjacent the market site and extend the project to include integrated transport outcomes.

The VPA has been working closely with LXRA and VicTrack throughout this review process and will identify any opportunity to integrate planning for the Preston–Bell corridor as part of the VPA work program.

## OTHER SUPPORTING IMPLEMENTATION MEASURES

The review has highlighted that the market has multiple values for the community that extend to matters such as tenancy mix, hours of operation, public access, parking and more.

In this context, it is clear that any new planning controls would need to be supplemented with other supporting implementation measures.

The VPA intends to work with council and all stakeholders to move forward on a broad-based platform to protect the operation of a fresh food market and its community values.

## POTENTIAL ZONE(S)

Initial discussions with the Department of Environment Land Water and Planning (DELWP) advised that the Priority Development Zone (PDZ) is likely to be phased out.

Both the Activity Centre Zone (ACZ) and Comprehensive Development Zone (CDZ) were identified as potential alternatives.

- The ACZ applies to areas within an identified activity centre to encourage a mix of uses for intensive development.
- The CDZ applies to specific sites and areas to support a range of uses and development specified within a comprehensive development plan.

Currently, there is a stronger level of support for the application of the ACZ from DELWP. This is largely due to council's work on the wider Preston central area that is currently investigating use of the ACZ.



## GUIDING PRINCIPLES & OBJECTIVES

The following five principles and corresponding set of objectives were developed in consideration of the relevant policy and community directions. In developing planning controls and other supporting implementation measures, the following five guiding principles and corresponding objectives should be pursued.



### A THRIVING FRESH FOOD MARKET

- 1 Support the continuous operation of a thriving fresh food market that remains a fundamental element of the site.
- 2 Ensure the site maintains a similar sized market building(s), maintaining its fine grain of tenancies and an open, light and airy feel.
- 3 Deliver appropriate staging of development that will support the ongoing operation of market traders, High Street traders and any potential works associated with Preston Station and adjoining land.
- 4 Create a high level of visibility and address to the market and support its prominence as the focal point of Preston central.
- 5 Maximise opportunities for existing traders to continue to operate during and after redevelopment.



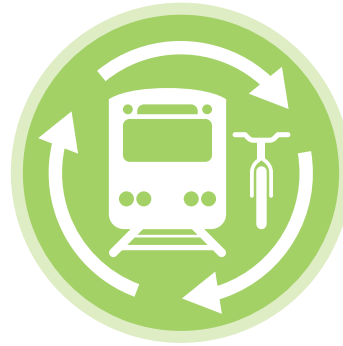
### A DIVERSITY OF LAND USES & VIBRANT AMENITY

- 6 Support an increase in the jobs, services and housing delivered through development of the site, at an intensity appropriate to its location and strategic role.
- 7 Deliver publicly accessible spaces that are safe, comfortable and accessible to all through the arrangement of land uses and identification of key connections.
- 8 Support the provision of affordable housing that meets the future needs of Preston.
- 9 Enable the provision of a diversity of non-residential uses that complement the vibrancy and viability of the market and High Street and its ability to provide a diversity of offerings from small scale businesses/traders.



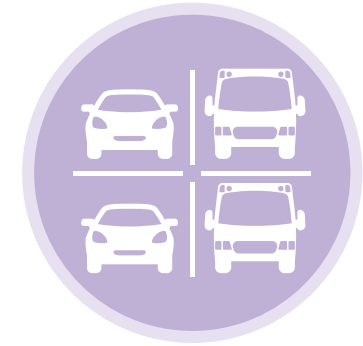
### CULTURALLY DIVERSE CHARACTER & ADAPTABLE COMMUNITY SPACES

- 10** Ensure the cultural significance and character of the site is reflected in the arrangement of land uses and the built form design.
- 11** Arrange land uses, the provision of community spaces and the diversity of market offerings to reflect the cultural diversity of the City of Darebin.
- 12** Provide a diversity of community spaces that are adaptable for use by all community members, with a planned and curated approach to creative cultural infrastructure across the site.
- 13** Support opportunities for infrastructure and community facilities development contributions to be delivered with any redevelopment of the site.



### A SUSTAINABLE, LIVEABLE & ACCESSIBLE PRECINCT

- 14** Support opportunities for integrating environmentally sustainable design (integrated water management, urban greening, etc.) with development of the site.
- 15** Ensure the built form provides safe and comfortable public spaces including adequate access to daylight and protection from harsh climates (including wind).
- 16** Support integration of the Preston Market site with the Preston Railway Station and High Street through better connectivity, arrangement of land uses and appropriate interfaces.
- 17** Encourage a modal shift to public and active transport, prioritising walking, cycling and public transport – in that order.



### FLEXIBLE & EFFICIENT PARKING & ACCESS

- 18** Ensure adequate car parking for the market and other non-residential uses is provided during and after redevelopment, including the provision of adaptable, flexible and future-proof car parking arrangements.
- 19** Provide a planned approach to construction management that ensures disruption impacts on the market use are minimised, including the provision of car parking.
- 20** Encourage loading, servicing and car parking areas to be located away from ground level, prominent pedestrian areas or areas that are visible from the public realm.

# 6 RECOMMENDATIONS

## CONCLUSION

Other than the provision of high level objectives within the incorporated plan, the current planning controls provide little certainty for ensuring the development outcomes align with relevant policy and community directions.

In delivering development outcomes that support and implement the policy directions of the *State Planning Policy Framework, Plan Melbourne 2017–2050*, the *Local Planning Policy Framework* and the community reference group recommendations, the current planning controls require a number of gaps to be addressed.

## RECOMMENDATIONS

In consideration of the gaps and conflicts identified through the planning review, the VPA proposes the following recommendations to the Minister for Planning:

- 1 That the Minister adopts and releases principles to guide preparation of a planning scheme amendment and future development of the Preston Market site.
- 2 That the Minister directs the VPA to prepare a planning scheme amendment via a two-stage process:
  - a Planning scheme amendment foundational elements, including community engagement.
  - b Planning scheme amendment, including exhibition and planning panel.
- 3 That the Minister directs the VPA to explore application of the Activity Centre Zone and the Comprehensive Development Zone in consultation with DELWP<sup>2</sup>.
- 4 That preparation and incorporation of the planning scheme amendment is undertaken in partnership with council, the landowners, the traders and broader community.
- 5 That the VPA, in partnership with the City of Darebin, will explore potential options for additional supporting measures to supplement new planning controls (i.e. continuation of a fresh food market, environmentally sustainable design, etc.).



<sup>2</sup> DELWP currently considers the Activity Centre Zone as the preferred option.

# 7 APPENDICES

## 7.1 PRESTON MARKET DESIGN ANALYSIS





Prepared for:  
Victorian Planning Authority

Date:  
June 19, 2018 6:12 PM

Design review and master planning

architectus

# Preston Market

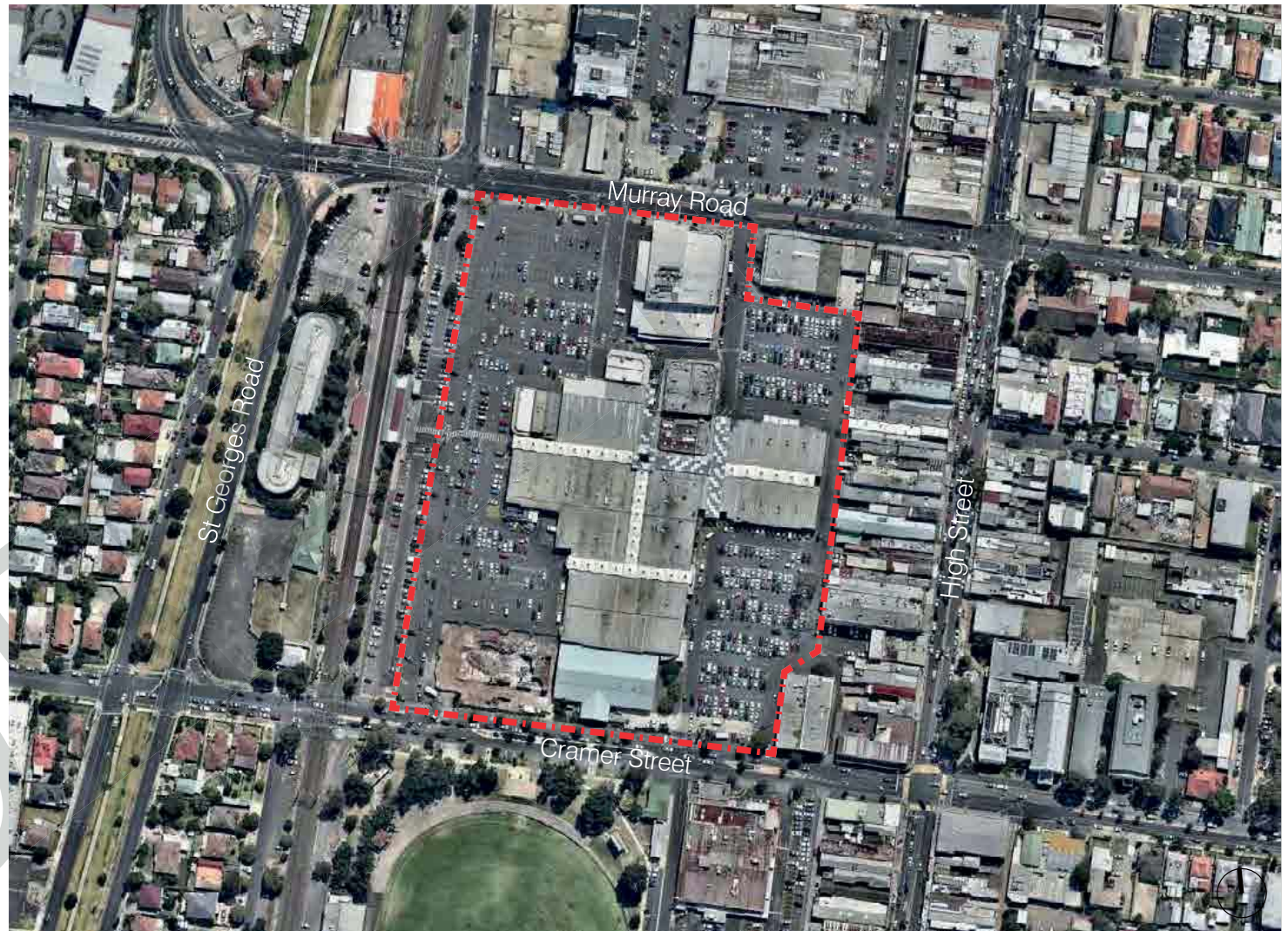
# What we know about the markets



## Preston Markets

The existing site features are:

- Approximately 4.6 hectares site area
- 120 market traders, such as green grocers, deli, a meat and fish section and other specialty shops selling plants, clothing and sporting goods.
- The site also includes a vacant site, an Aldi supermarket, Centrelink offices, and an Asian grocer.
- The Preston market is the second largest fresh food market in Melbourne.
- Close proximity to train station with services to Melbourne CBD within 26 minutes.
- Existing fine grain retail amenity along High Street.
- Surrounding context predominantly commercial with some 9 storey apartments to the North, 6/7 storey apartments on the West, and 9 storey apartments have been approved on the corner of St Georges Road and Cramer Street.



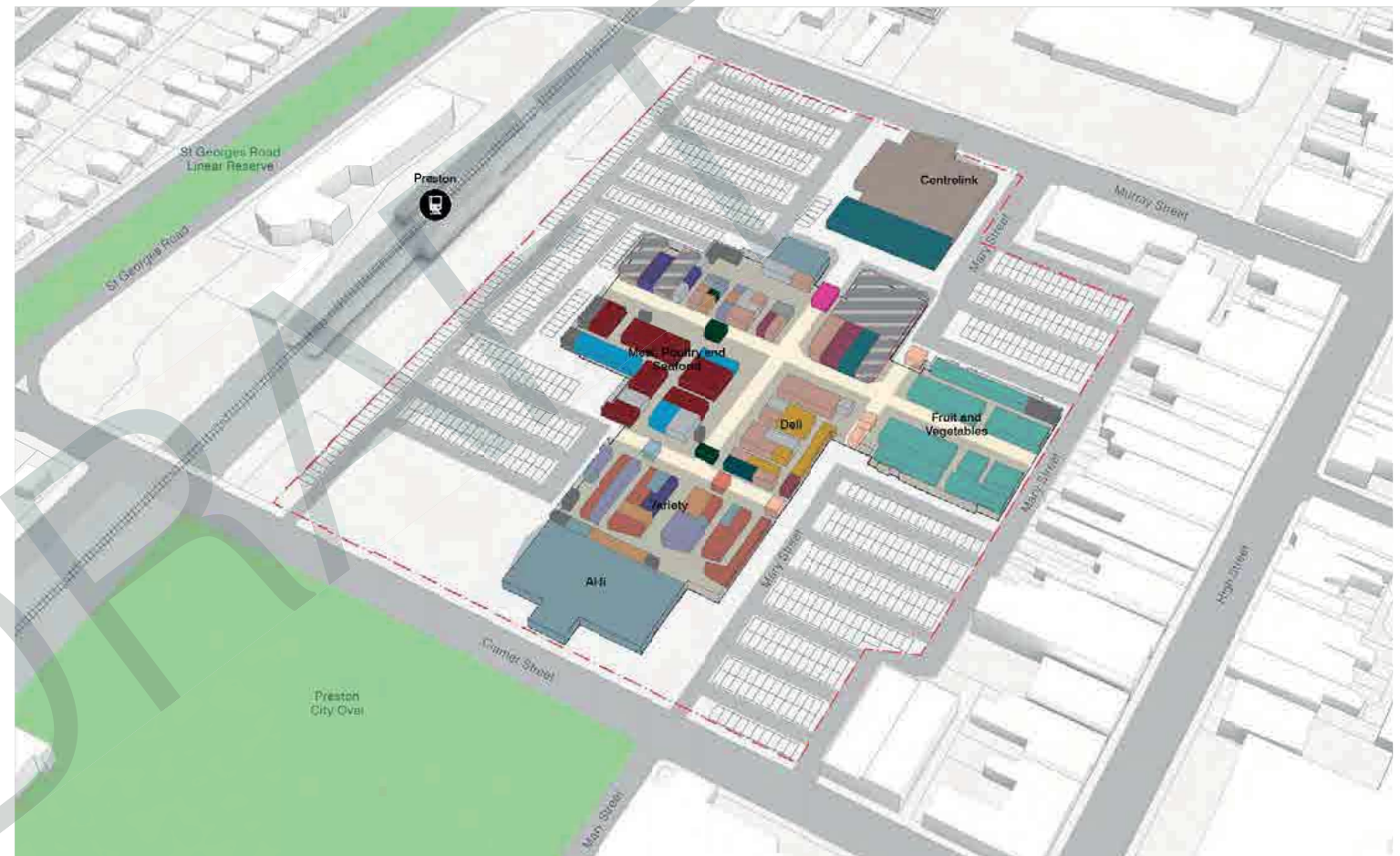


## Preston Market

### Services & Amenities

The existing Preston Markets provide various services and consumer products including:

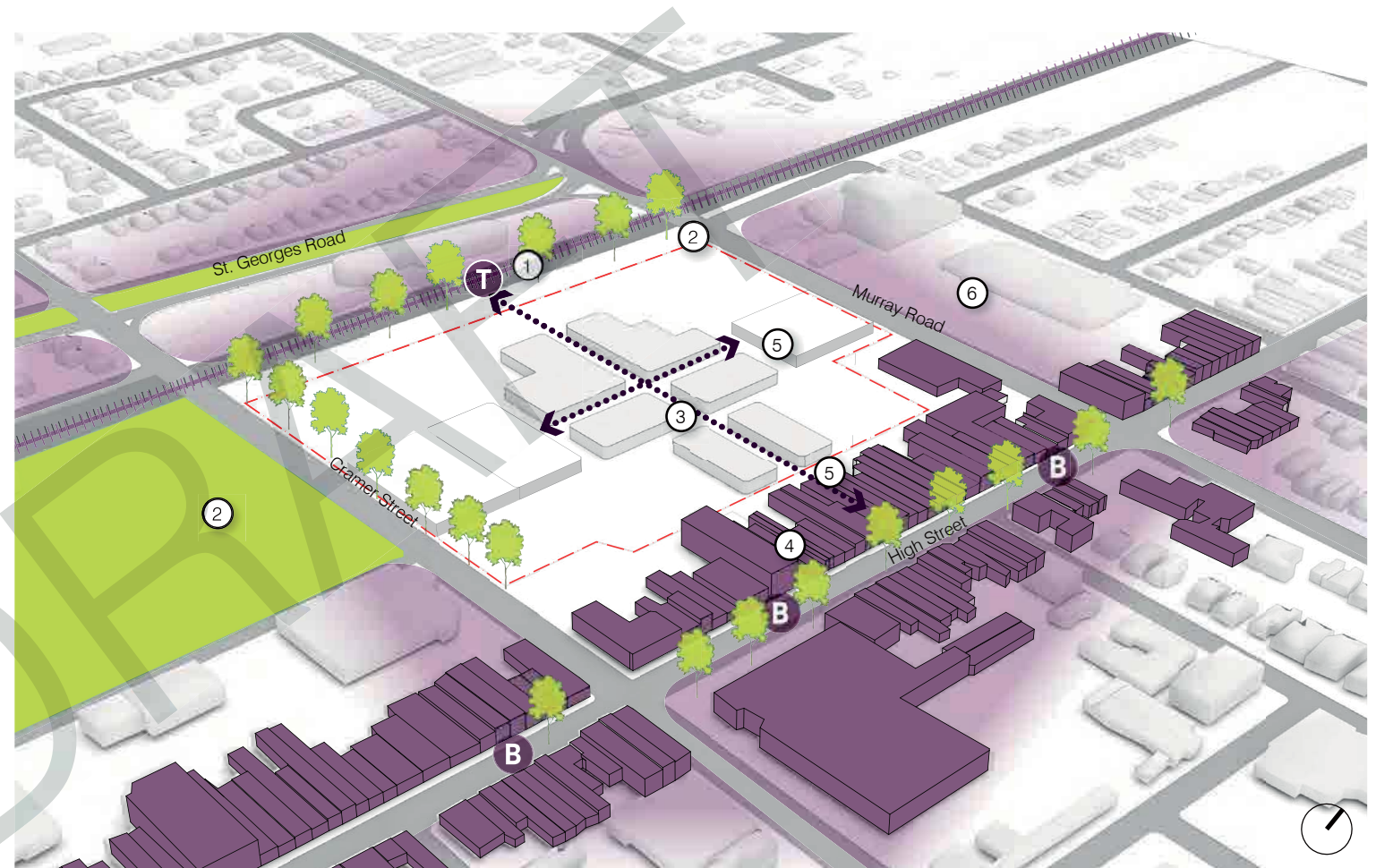
- Fruit and Vegetables
- Meat and Poultry
- Seafood
- Deli
- Bakery
- Nursery and Flowers
- Specialty Grocery
- Eat and Drink
- Dining Areas
- Fashion and Accessories
- Home and Living
- Hair and Body
- Specialty Services
- Community Services
- Separate ownership





## What is working

1. **Public Transport:** Proximity to train station and bus stops, with regular services to Melbourne CBD.
2. **Mature Landscape & Public space:** Access to usable public space and existing leafy corridors along the southern & western boundary. The mature street trees add to the landscape character of the area.
3. **Retail Amenity:** A good range of local shops, food and beverage services within the market.
4. **Fine Grain:** The fine grain local retail services along High Street is enhanced through the use of wide footpaths, awnings and street parking. This creates a successful pedestrian environment.
5. **Pedestrian Connections:** Good connections for pedestrians to the train station, market and local shops, running through the market.
6. **Land Use:** The surrounding residential uses and High Street provide on-going economic and functional support to Preston Market. Preston market is highly valued by the community and contributes to the



## What is working



Successful street trees and vegetation



Active shop fronts



Seating areas

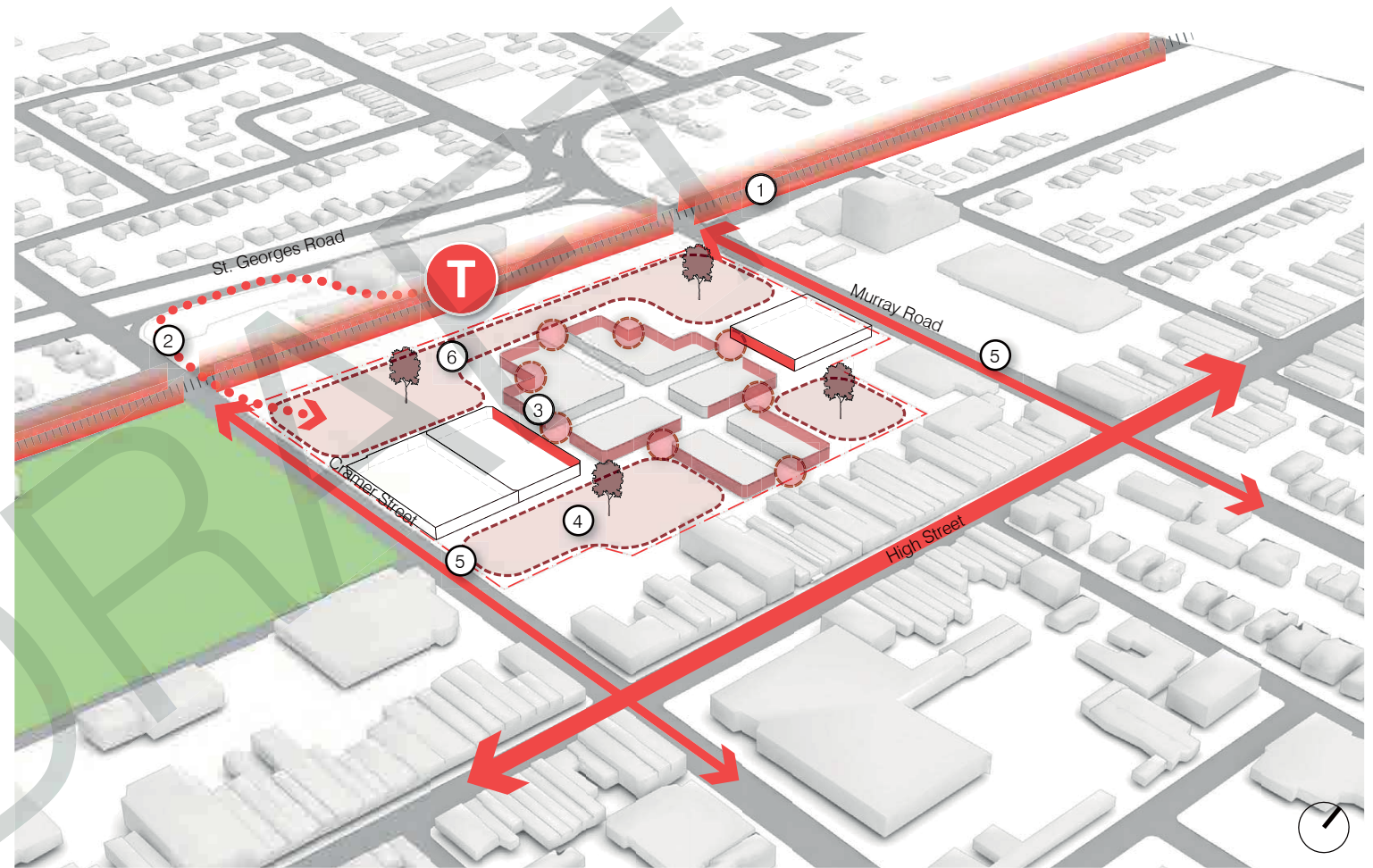


Light soaked pedestrian spaces



## What isn't working

1. **Physical Barriers:** The at-grade train station, and train line divides the site area, as well as the greater Preston community.
2. **Accessibility:** Lack of direct access to the markets from the train station when arriving from the city.
3. **Inactive facade & street frontage:** The blank inactive market façades, and large spans of car parking surrounding the market, creates a poor pedestrian environment, and does not contribute positively to the activity outside of the market building.
4. **Limited sense of arrival:** Lack of identifiable entries into site and market building.
5. **Lack of address to markets:** Located within the centre of the site, and surrounded by large car parking areas, the market does not have a formal entry marker to the street.
6. **Lack of public spaces & landscape:** Lack of consistent street trees, and community gathering areas within the site boundary.



## What isn't working



Lack of street address



Cars prioritised over pedestrians



Inactive frontages



Loading and customer overlap

# Four big ideas



# IDEA 1

## Connections

“Strengthen the **pedestrian connectivity** to, from and through the site”

- Improved connections within the site and throughout the precinct for all modes of traffic ensure the range of services, attractions and opportunities.
- Strengthen the north-south and east-west connections through the markets  
Creating a new street connections through the site to provide better access and street address to Preston Markets, and the future development sites.
- Prioritise pedestrian and cyclist connection between the station, the marketplace, and the surrounding context.
- Create a well-defined street address and front-door to the marketplace.
- Identify a common language in the streetscape that ties the marketplace to the surrounding contexts, and creates an integrated streetscape.
- Define the roadway to allow for greater permeability, accessibility and servicing through the site.
- Create better connections with the surrounding residential and commercial areas.
- Improve visual and way-finding connections;
- Improve the sense of arrival to Preston Markets.





# IDEA 2

## Diversity

“Provide a **range of development uses** and density, from low-scale to taller buildings, while maintaining the **human scale at ground floor**”

- Encourage development at a variety of scales and forms that correspond with its surround context and also support variety of land uses and activities at the ground and upper levels
- Focus taller buildings closer to the western boundary to minimise the visual impacts from the surrounding streets.
- The bulk and scale should respond to the surrounding context, particularly near High Street.
- Ensure building heights respond to minimise overshadowing to the Preston football field.
- Ensure building setbacks, and street widths are proportional to building height to allow for greater solar access to future development and the public domain.
- Allow for the opportunity to increase retail & non-residential uses along a new street fronting a new public space in the centre of the site.





IDEA

3

## Public Space

“Ensure adequate public space to support existing and future population, that will cater to various ages, abilities and times of day”

- Improve the quality and quantum of public space, by providing a range of formal and informal spaces and recreation opportunities. The function of these spaces are to promote the activation of pedestrian and cycle movement, and entices people to linger.
- Position new public space and social places along the major pedestrian links through the site next to Preston Market.
- Provide a new public space along the frontage of Preston Market.
- Create a new public space along the southern edge of the market, fronting Cramer Street to build on the civic character of the street.
- Create a clear delineation between public space and private open space for residential uses.
- Promote social interaction, through new public spaces and quality built form to enhance the sense of place and community.
- Manage the comfort and amenity of the ground plane by mitigating the impact of wind, over-shadowing and providing weather protection.





IDEA

4

## Activity

“A mix of activities with a Marketplace, residential/commercial uses, food & beverage, public space creates an active place, right throughout the day and night”

- Promote necessary and recreational activities that are integrated within the urban structure of the neighbourhood, and contribute to the vitality of the place, during both the day and night economy.
- Provide a mix of activities that stitches back to Preston Markets. The future supporting residential & non-residential uses and retail & dining offer, coupled with quality public space will create an active place.
- Provide a new community centre and recreational facility at the corner of St Georges Road and Cramer street to strengthen the civic character of Cramer street.
- Encourage future development of land around the market building to include active ground floor retail and commercial uses with residential above.
- Encourage the perimeter of the market to be sleeved with additional retail & non-residential uses, with some additional opportunity to increase retail along the new street edge.
- Allow for the opportunity to extend the market activity out onto the public space fronting the market building.



# Our approach to the site



## Market precedents - lightweight structures with access to daylight & ventilation, double height roof with large mezzanine spaces

Great Central Hall -  
Budapest, Hungary



Markthalleneun - Berlin,  
Germany



Schrannehalle - Munich,  
Germany



## Precedents - create an purpose built market building as a centrepiece to Preston



Food Villa,  
Bangkok, Thailand



New Borough Markets, London UK





Precedents - fresh food & produce with cafe and dining offerings, and community spaces



MazelTov - Budapest, Hungary



El Huerto de Lucas - Madrid, Spain



The Commissary Rooftop - Los Angeles, USA.



## Key design drivers for Preston Market

1

### **The market is the centrepiece**

Retain the function of a market on the site, and improve the accessibility and presence of Preston Market.

While the integration of other land uses on the site will support the on-going function and operations of Preston Market, the future design of the market will be a celebrated feature in the redevelopment of the site.

The market will have a proper street address with identifiable points of entry into the market hall, better pedestrian connections and ground floor activation immediately surrounding the market building, improved loading, storage and waste management, and convenient car parking.

2

### **Break the site into smaller blocks and new streets**

The site is too big to be one building or one development.

Create a mixed-use development within the site and accommodates future residential and non-residential uses within close proximity to public transport.

The objective is to create a highly desirable development that contributes positively to the desired future character of Preston Activity Centre.

3

### **Anchor the market around public space & pedestrian connections**

Create a strong pedestrian connection through the centre of the site between Preston train station, and High street.

This connection is a linear public space that is characterised by fine grain non-residential ground floor activation, that supports the vitality and activity of the space outside of the operations of the market.

4

### **Transition building heights to integrate with High street and frame Preston Market**

Low scale development to be located along the site's edge to provide a more human scale to the development, and a suitable transition to taller building height within the centre of the site.

The provision for greater height and density should be considered when proposing mixed use development adjacent key infrastructure, whilst been offset by a variety of quality public space.



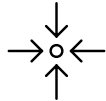
Preston Markets

1



The market is the centrepiece

2



Break the site into smaller blocks and new streets

3



Anchor the market around public space & pedestrian connections

4



Transition building heights to integrate with High street and frame Preston Market





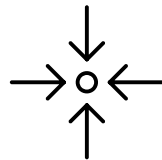
# Designing Preston Market

## CRG Design Response



### Retail Mix

- A mix of Fruit and vegetables
- Unique diverse offerings with multicultural specialities
- Small scale traders, not franchise businesses
- Diverse stalls
- Places to eat out and have a drink
- Activities, creative ways to use the space.



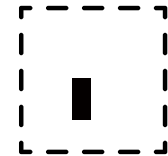
### Access and movement

- Improving loading zone and overflow
- Encourage other forms of transport whilst supporting vehicles
- Access to entrance should be better signed and customised
- More after hours uses so more people are around the area to create a safer place
- Signalised pedestrian crossings for safety



### Public spaces and places

- Welcoming and inclusive
- Ecological sustainability
- Adaptable spaces
- Safe



### Built form

- Destination with an identity
- ESD
- Adaptable shared and programmed spaces
- Integration with station continues with shops
- Bonding between High street and market
- Heights and density vary to complement the market

# 7 APPENDICES

## 7.2 REVIEW OF NATIONAL & INTERNATIONAL MARKETS: MARKET STUDY & ASSESSMENTS

The background image shows a building facade. On the left, a person in a black jacket is painting a mural of a woman's face on a wall. To the right of the mural is a glass door with a sign that reads "MEET PATTY BURGERS". Above the door is a corrugated metal roof. The entire image is overlaid with a large blue geometric shape that contains the title and date.

# REVIEW OF NATIONAL & INTERNATIONAL MARKETS MARKET STUDY & ASSESSMENTS

OCTOBER 2018



# SUMMARY

## MARKET MODELS

A recent report by the Department for Communities and Local Government in the United Kingdom identifies the various management models used for markets in the United Kingdom. These include:

- **Local authority** – provided and managed by municipality
- **Private** – managed by the private sector
- **Trader** – managed by the traders
- **Partnership** – ranges from a local authority retaining the strategic management but outsourcing the operational management, to a joint venture between the public and private sectors
- **Arms-length** – a limited liability partnership
- **Social/community enterprise** – a business with primarily social objectives. This includes co-operatives, community enterprise and social enterprise
- **Voluntary** – small-scale, community-focused markets managed by volunteers
- **Shared management** – an agreement between two authorities to share costs to employ a manager to run a market.

Source: *“Retail Markets – Management Models”, Department for Communities and Local Government, 2010<sup>1</sup>.*

Note: The above models are based on the market or market space being owned by the local authority. However, some of the above models would still be applicable to privately-owned markets.

## SUCCESSFUL MARKET CHARACTERISTICS

A desktop study and an assessment of various markets locally, nationally and around the world revealed a number of key characteristics that made up a successful market. These include:

- appropriate hours of operation
- accessible and central location
- a comfortable market environment
- a variety and affordability of goods
- flexible and adaptable spaces
- character and experience.

## OPTIMAL MARKET LAYOUTS

Based on the Food and Agriculture Organization of United States’ (FAO) *Retail Market Planning Guide*, the following principles should be addressed by a market master plan:

- The process of market development.
- Vehicle access and traffic circulation.
- The market as a public space.
- Organisation of market land uses.

<sup>1</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6014/1712972.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/6014/1712972.pdf)

# MARKET MODELS

Based on the *Retail Markets – Management Models* report from the Department for Communities and Local Government in the UK, there are a number of management models that exist for publicly-owned markets or markets operating on publicly-owned land.

## LOCAL AUTHORITY

The local authority provides and manages the retail market. The majority of markets in the UK are run using this model.

### Key positive:

Links the market with wider policy/strategic goals/public good

### Key negative:

Bureaucratic and uncompetitive

## PRIVATE

Operated by the private sector through a licencing agreement.

### Key positive:

Efficiency due to reduced bureaucracy

### Key negative:

Lack of security/protection for market traders

## TRADER

Directly managed by the traders. These typically include traditional and farmers' markets.

### Key positive:

Increased sense of ownership

### Key negative:

Traders may lack the time, skills and capabilities to run their own business and the market concurrently

## PARTNERSHIP

There are various types of partnership arrangements for market management. For example, the local authority may retain strategic management of the market but outsource the operational management. Other markets may use a joint venture between the public and private sector.

### Key positive:

Economies of scale

### Key negative:

Merging public and private sector styles can be difficult

## ARMS-LENGTH

Local authority establishes the market as its own separate company in a limited liability partnership.

### Key positive:

Access to capital investment

### Key negative:

Can be costly and time-consuming to establish

## SOCIAL/COMMUNITY ENTERPRISE

This management model focuses on social objectives with surpluses reinvested for that purpose or in specific areas of the community. These markets include cooperatives, community and social enterprises.

### Key positive:

Closer links to community and delivery of wider community benefits

### Key negative:

There may be a lack of experience and expertise in managing large market portfolios.

## VOLUNTARY

Some community-focused, infrequent and small-scale markets are managed by volunteers.

### Key positive:

Cost-efficient

### Key negative:

Increased operational risk

## SHARED MANAGEMENT

Small markets and town/parish councils may share the cost of employing a market manager to run a portfolio of markets.

### Key positive:

Sharing best practices, traders, training, etc

### Key negative:

Potential for one partner to be bailing out the other (real or perceived)

# SUCCESSFUL MARKET CHARACTERISTICS

## SUMMARY

Based on background research and an assessment of various case studies locally, nationally and internationally, the following characteristics are common to successful markets:

- Appropriate hours of operation
- Accessible and central location
- A comfortable market environment
- A variety and affordability of goods
- Flexible and adaptable spaces
- Character and experience.

## 10 COMMON CHARACTERISTICS OF SUCCESSFUL MARKETS

Exploring 20 markets across the globe, Julie Flynn of the Street Plans Collaborative wrote [10 common characteristics of successful markets](https://www.planetizen.com/node/68364)<sup>2</sup> for Planetizen. These characteristics include:

- **Full-day hours of operation** – Longer hours make markets more accessible, but may not be financially viable for market vendors.
- **Accessible and central location** – Most successful markets are easily accessible by public transport or private vehicle, and most are located in a neighbourhood centre of a city.
- **Protection from the elements** – Many markets are located within buildings or under permanent roof structures.
- **Navigable aisles** – The best market aisles allow enough room for shoppers to stop and purchase items while leaving room for people to pass by. Shopper comfort is an important consideration in successful markets.
- **Broad selection of goods** – A good selection across a variety of goods makes markets very competitive.
- **Affordability** – Merchandise in markets is generally cheaper than supermarkets. An affordable market is accessible to all.
- **Safety** – Security is present to deter theft, public scales to check weight of produce, etc.
- **Prepared food and generous seating** – Seating is generally provided for diners in convenient locations and with weather protection.
- **Multi-level vending** – Varying degrees of vendors. Vendors with established stalls operate side by side with stalls setting up on the floor and on foot.
- **Integration of public space and/or pedestrian streets** – Most successful markets have a pedestrian street or plaza located near the market, and some markets include both. These areas establish the market as a community gathering space and encourage customers to linger.

<sup>2</sup> <https://www.planetizen.com/node/68364>



## CASE STUDIES

The VPA undertook a desktop review of a number of different markets locally, nationally and internationally. The following key characteristics were found in a majority of those cases:

- An historical element is often embedded and capitalised in the market through the design or characteristics of the different stalls.
- A range of fresh produce, meats and cheeses as well as variety, clothing and jewellery.
- Flexible and adaptable spaces for a mix of uses – e.g. a space for workshops or exhibitions that complement market uses.
- Mostly undercover with some outdoor and open spaces, mostly dense stalls, small stalls in combination with more permanent stalls, high-quality shops often unique to the area or the city.
- Surrounded by bars, cafés and food halls to increase use of the market.
- An emphasis on traditional products and regional character.
- An emphasis on sustainability and locally grown produce.
- Located near public transport.
- Strong sensory experiences – colours, smells, tastes, lighting, sound, personal interactions with stall holders and a variety of food to try.
- Offers a clear and central meeting point e.g. a central open space for sitting and eating.
- High ceilings and a sense of openness.



## PUBLIC MARKETS

### ST LAWRENCE MARKET TORONTO, CANADA

Publicly-owned

#### ABOUT THE MARKET

Comprises three main buildings: South Market, North Market and St. Lawrence Hall.

Includes mixed land uses – business and residential.

#### STALLS

North Market: farmer's market, antiques market and showroom space.

South Market: fruit and vegetables, meat and fish, baked goods, dairy, unique non-food items.

St. Lawrence Hall: Retail businesses on the ground floor; civic offices on the second floor; Great Hall on the third floor.

#### ARCHITECTURE

Indoor. Medium–high density, red brick buildings.

#### DEVELOPMENT

Five-storey multi-use redevelopment planned for the North Market site, due for completion 2020.

More detail is available at [Urban Toronto](#).

### GREAT MARKET HALL BUDAPEST, HUNGARY

Publicly-owned

#### ABOUT THE MARKET

Central location, five minute walk from the city centre. Market spreads over three floors with a large variety of goods.

Largest and oldest indoor market in Budapest. Traditional market design and foods.

#### STALLS

Basement: fresh meat, fish, and vegetables including traditional Hungarian pickles, paprika and salami.

Ground floor: fresh produce, meat, pastries, candies, spices and spirits.

Second floor: cafés, hand crafts and souvenirs.

#### ARCHITECTURE

Built in 1897; neo-Gothic–Art Nouveau style. 10,000m².

The roof has colourful Zsolnay porcelain tiling.

#### DEVELOPMENT

Partially destroyed in WWII; restored during 1990s.

### QUEEN VICTORIA MARKET MELBOURNE, AUSTRALIA

Publicly-owned but leased to a private subsidiary that is responsible for all aspects of day-to-day management, operations, and liability for all risks.

#### ABOUT THE MARKET

Central city location, operating five days a week. Approximately 140 years old. Largest open-air market in the southern hemisphere.

#### STALLS

Fresh fruit and vegetables, dairy, meat, general merchandise, cafés, takeaway food and some traditional shops along one frontage of the market. A night market operates during the summer months.

#### ARCHITECTURE

Victorian architecture. Combination of an enclosed building and open air sheds; at-grade car parking and loading. Two main sections of the market are separated by a road.

#### DEVELOPMENT

The meat hall was remodelled in 1975. A proposal in the 1970s to redevelop the site into commercial and hotel uses stalled due to public outcry, and resulted in the market being classified by the National Trust. A current proposal to redevelop the market is highly political and plans remain unclear.

## CENTRAL MARKET ADELAIDE, AUSTRALIA

Publicly-owned – council.

### ABOUT THE MARKET

One of the largest undercover fresh produce markets in the southern hemisphere. The precinct comprises fresh produce vendors, specialty shops, cafés and restaurants and Chinatown. Complementary uses such as cooking demonstrations and cheese masterclasses.

Administered by a market board and market office.

### STALLS

Over 80 traders offering fresh fruit and vegetables, meat and poultry, seafood, cheeses, baked goods, smallgoods and health foods, along with some of Adelaide's most popular cafés and eateries.

### ARCHITECTURE

Victorian architecture – 1870s; primarily red brick. Rooftop car parking.

### DEVELOPMENT

The market underwent a major redevelopment in 1965–1966. The first day of trading saw a turnover of 3,600 cars using the 230 bay car park.

## SYDNEY MARKETS SYDNEY, AUSTRALIA

Publicly-owned

### ABOUT THE MARKET

Sydney Markets is the largest fresh fruit and vegetable wholesale market in Australia and one of the largest in the world. It caters primarily to professional buyers from supermarkets, restaurants and greengrocers but is also open to the public.

The market is located in Homebush close to Olympic Park, other farm/produce distributors and wholesale areas.

### STALLS

The market comprises a number of divisions, including fresh food and produce, flowers, growers, motor, swap & sell, Paddy's Markets and Sydney Markets Plaza.

Sydney Produce Market, Sydney Flower Market and Sydney Growers Market comprise more than 700 businesses that sell fresh fruit, vegetables and cut flowers supplied by over 20,000 local and interstate growers.

### ARCHITECTURE

A series of large sheds and administration buildings.

## GRANVILLE ISLAND VANCOUVER, CANADA

Publicly-owned

### ABOUT THE MARKET

The island is operationally self-sustaining and home to more than 300 businesses employing more than 3,000 people. The public market is a premier artistic and cultural hub, located in an urban renewal area previously occupied by industrial uses. The market is housed in six formerly industrial buildings.

### STALLS

The market comprises more than 50 independent food purveyors, including meat, cheese, spices and baked goods. Shops are varied and include children's shops and clothing. Artisans and day vendors

### ARCHITECTURE

Indoor–outdoor public market with a mixed-use waterfront location, steeped in a rich industrial and maritime heritage. Medium density.

### DEVELOPMENT

Major redevelopment in the 1970s from industrial uses to an integrated public realm.

A plan has been prepared for the future development of the market, [Granville Island 2040](#). The plan comprises four strategies:

- 1 Improve access to the island
- 2 Expand the existing market and create a market district
- 3 Embrace arts and innovation
- 4 Restore and sustain the public realm.

## PRIVATE MARKETS

### FOOTSCRAY MARKET MELBOURNE, AUSTRALIA

Privately-owned

#### ABOUT THE MARKET

A large indoor market with a wide range of fresh produce and general goods. Located opposite Footscray Railway Station with easy access via trams and buses. Three levels of rooftop parking.

#### STALLS

Asian focus, fresh food and other retail vendors.

#### DEVELOPMENT

Land is subject to an Activity Centre Zone. There is little interest in redevelopment and no pending plans.

### LITTLE SAIGON MARKET MELBOURNE, AUSTRALIA

Privately-owned

#### ABOUT THE MARKET

Fresh food market – Asian influence, indoor.

#### DEVELOPMENT

A major fire destroyed most of market in December 2017. Maribyrnong Council recently granted a 12-month extension to a planning permit for two apartment towers on the site (260 units).

### FARMERS PARK SPRINGFIELD MO, USA

Privately-owned

#### ABOUT THE MARKET

Comprises a mixed-use development for businesses and residents and Farmers Market of the Ozarks.

Ground-level retail areas include restaurants and shopping. All goods and services are located within walking distance of apartments. An office component was designed to serve as a template for sustainability in the region.

#### STALLS

The farmers market attracts over 5,000 visitors a week. Emphasis is on organic and locally grown food.

#### ARCHITECTURE

New development comprises 5×4 storey apartment buildings. Goods and services at street level encourage pedestrian activity and community interaction. This street life makes the development safe, vibrant and economically viable.

## FOOD VILLA BANGKOK, THAILAND

Privately-owned

### ABOUT THE MARKET

An open-air market open daily and offering a high standard and variety of fresh food and lifestyle shops at reasonable prices.

### STALLS

The market comprises four main uses – the main building with over 400 stalls selling fresh food, fish, prepared food and a food court; a retail building selling a variety of goods; a Starbucks drive-through; and plant and pet shops.

### ARCHITECTURE

The building façade recalls the shape of traditional farmers sheds. The steel and glass exterior creates a luminous, vaulted space with industrial-style finishes.

### DEVELOPMENT

The market was launched in 2015 and comprises 4000m<sup>2</sup> of retail space.

## MARKTHAL ROTTERDAM, NETHERLANDS

Privately-owned

### ABOUT THE MARKET

The largest fresh food market in Rotterdam and the first covered market in the Netherlands. It includes fresh food vendors, restaurants, supermarket, apartments and underground parking.

### STALLS

A sustainable combination of food, leisure, living and parking. An outdoor market operates on some days on Binnenrotte Square at the front of the building.

### ARCHITECTURE

A dramatic arched structure comprising 228 apartments above, with 4,600m<sup>2</sup> retail space, 1,600m<sup>2</sup> restaurants and cafés, and underground car parking for over 1,200 vehicles.

### DEVELOPMENT

Opened in 2014. The shape, colourful interior, building height and the unique way that different functions are combined, turns Markthal into a unique spectacle.

## LA CENTRAL LOS ANGELES CA, USA

Privately-owned

### ABOUT THE MARKET

2,790m<sup>2</sup> food emporium that has operated on the ground floor of the downtown Los Angeles' Homer Laughlin Building since 1917. Apartments have been developed above the market.

### STALLS

Numerous restaurants and food vendors as well as bars, fast food stalls and cafés.

### ARCHITECTURE

Pending development by new owner.

### DEVELOPMENT

The market and adjoining land was recently acquired to be developed into a *destination for locals and tourists*. Specific plans are unclear at this stage.



## **BOROUGH MARKET** LONDON, UK

Independent institution owned by a charitable trust.

### **ABOUT THE MARKET**

London's oldest market. Located on the Thames at London Bridge and close to a thriving commercial area. Emphasis is on sustainability, locally sourced produce, artisan products and food. Other vendors include hair and beauty, homewares, cafés, bars and fresh flowers.

### **STALLS**

Undercover building – over 140 traders.

### **ARCHITECTURE**

Large, open Art Deco building with some traditional 'shops'.

### **DEVELOPMENT**

New £300 million mixed-use Stoney Street development close to market. This includes the redevelopment of the site currently occupied by Vinopolis.

## **CHELSEA MARKET** MANHATTAN NY, USA

Privately-owned

### **ABOUT THE MARKET**

Indoor neighbourhood market attracting 6 million national and international visitors annually. Connected to the High Line linear open space, and close to the Meatpacking District.

The market holds events including art exhibitions and food events by well-known chefs.

### **STALLS**

More than 60 vendors, variety of different cuisines, restaurants and greengrocers.

### **ARCHITECTURE**

Former Nabisco factory complex; 4–8-storey stripped-down brick building. Over 16,000m<sup>2</sup> retail space.

### **DEVELOPMENT**

Redeveloped in the 1990s – red brick, refurbished industrial factory; office space on upper floors.

## **MARKTHALLE NEUN** BERLIN, GERMANY

Privately-owned

### **ABOUT THE MARKET**

Indoor market in Kreuzberg. Based on ethical and sustainable principles – local produce. The market also holds community events around sustainability.

### **STALLS**

Emphasis on fresh produce, Italian food, BBQ, craft beer, fish and cafés. The market holds multiple speciality days and events including a street food market, a breakfast market and a snack market.

### **ARCHITECTURE**

Heritage building with high ceilings.

### **DEVELOPMENT**

First opened in 1890. Refurbished and reopened in 2011. Retail area of 2,995m<sup>2</sup>.

## **MAZEL TOV** BUDAPEST, HUNGARY

Privately-owned

### **ABOUT THE MARKET**

A dog-friendly outdoor market in the Jewish quarter that has become the centre of nightlife in Budapest. Very green with an open cultural space. Inspired by other ruin bars in the area. Israeli food. Open community space for concerts and performances.

### **STALLS**

Restaurants and bars on the outer rim, enclosed by a glass atrium. Some market space is also provided outdoors, underneath a large Acacia tree.

### **ARCHITECTURE**

Repurposed former residential building in the ruin bar style. Vines and a glass atrium supported by wooden beams make for a light and airy space.

### **DEVELOPMENT**

The market comprises 800m<sup>2</sup> and was completed in 2014. The original building had to be refurbished – one of the back walls was originally part of a Jewish ghetto. The other walls remain untouched but required internal refurbishment.

## **BOXPARK** CROYDON, UK

Privately-owned

### **ABOUT THE MARKET**

Boxpark Croydon is part of the regeneration project Croydon Vision 2020. It is a pop-up shipping container mall that creates a unique dining experience focused on small independent traders. The market generates 200 jobs.

### **STALLS**

Primarily a variety of cafés and restaurants, supported by independent vendors and galleries.

### **ARCHITECTURE**

Constructed of 96 retro-fitted shipping containers, an intrinsic component of the Boxpark brand. Polycarbonate roofing supported by a steel roof structure allows the space to be used year-round.

### **DEVELOPMENT**

Boxpark Croydon has a five-year lease on the future Ruskin Square development site.

## **SCHRANNENHALLE** MUNICH, GERMANY

Privately-owned

### **ABOUT THE MARKET**

Formerly a grain market in the 1900s, the restored market hall now includes open space and high ceilings. An indoor extension of the Victualienmarkt.

### **STALLS**

Half the market hall operates as a delicatessen, while the other half is a mix of retail and food. Cooking school in the basement.

### **ARCHITECTURE**

A mix of original masonry and modern glass façades. Designers used consistent interior design to make the building feel as if it is a single connected and coherent structure.

### **DEVELOPMENT**

The market building comprises 1000m<sup>2</sup>. It reopened in 2011. It relies heavily on natural materials and design.

## NON-FOOD MARKETS

### WATERLOOPLEIN FLEA MARKET AMSTERDAM, NETHERLANDS

Publicly-owned

#### ABOUT THE MARKET

Located in the former Jewish quarter. Market emphasises Amsterdam's mixed cultures and diversity which is displayed through the variety of stalls.

#### STALLS

300 stalls, emphasis on vintage and secondhand goods. Food trucks offer Italian, Lebanese and Greek food. Operates six days a week.

#### ARCHITECTURE

Outdoor market.

### CAMDEN MARKET LONDON, UK

Privately-owned

#### ABOUT THE MARKET

Biggest market in London, surrounded by shops, offices and medium residential areas.

#### STALLS

200 stores with a focus on retail, jewellery, and local artisans and designers. The market is based around a series of narrow lanes and open infrastructure.

#### ARCHITECTURE

Indoor and outdoor market spaces that incorporate various converted warehouse buildings previously used to store horse, train and canal goods. The market includes both a main street and numerous narrow lanes.

#### DEVELOPMENT

There have been attempts to make the market more 'open' and less claustrophobic.

Future plans involve a multi-million dollar redevelopment comprising 195 new homes and 10,000m<sup>2</sup> of office floor space.

When completed, the new 'village' will feature eight new buildings of three–nine storeys and accommodating a new canal-side market, a food quarter, cafés and restaurants, a cinema, apartments and commercial floorspace. The village will be integrated into the wider neighbourhood via multiple new pedestrian routes and open air public spaces.

### PADDINGTON MARKET SYDNEY, AUSTRALIA

Paddington Uniting Church

#### ABOUT THE MARKET

Held every Saturday for 40 years as a fundraising event for the Uniting Church. The market celebrates and supports local fashion designers, craftspeople, jewellery makers and artists. The emphasis is on Australian designers of fashion and homewares.

#### STALLS

The market includes over 150 unique stalls filled with creative fashion and accessories. New traders weekly and live music.

The market also includes an international food court with emphasis on local produce and locally made foods.

#### ARCHITECTURE

Outdoor market. Located on the popular Oxford Street shopping strip and surrounded by shops, offices and an adjoining residential area. Surrounding development is 2–3 storeys.

# MARKET LAYOUTS

The Food and Agriculture Organization of United States (FAO) has released a Retail Market Guide. This publication identifies that a market masterplan needs to address/deliver the following:

**The process of market development** – Type of facilities, economic feasibility, and market need, degree of specialised uses, etc.

**The market as a public space** – markets were traditionally part of the main system of open spaces in cities and towns. Development should include public spaces, partial enclosure to ensure spaces are comfortable, maximum dimension 20 to 25 metres and a density no less than 15 to 30 square metres per person. Width of pedestrian routes should not exceed the height of surrounding buildings, inclusion of space for outdoor events and space for traders and shoppers to sit and relax.

**The organisation of market land uses** – the grouping of specialised uses creates greater benefit for the customer due to competition. Covered markets usually have a main entrance from a main street. Staple products should be located away from key approach points.

**Vehicle access and traffic circulation** – separation of vehicles and pedestrians, efficient movement of goods and people, direct access for delivery vehicles, connectivity to public transport, etc.



# Preston Market

PLANNING REVIEW

OCTOBER 2018