

Amendment

That Council:

- (1) Will do all it can to protect Preston Market from being demolished and relocated thereby safeguarding its confirmed local heritage significance.**
- (2) Notes the findings and recommendations of the 'Preston Market Heritage Review – RBA Architects and Heritage Consultants – March 2020' (Appendix C) that especially:**
 - a. finds the market has local heritage significance because it is determined to be of local historic, aesthetic, technical and social significance**
 - b. recommends a heritage overlay be immediately sought/enacted**
 - c. recommends Council (on the basis of the market's significance) immediately commissions and provides the VPA who are preparing a Planning Scheme Amendment the following;**
 - i. Conservation Management Plan that protect the market from demolition and inappropriate changes proposed by future planning permit applications which must be accompanied with a report from a heritage architect**
 - ii. Structural analysis and/or modelling report**
 - iii. Master Plan for the site's development that ensures the current footprint of Preston Market the significant elements identified in the Statement of Significance for the Preston Market remain protected.**
 - d. recommends "that distinctive elements of the design which reflect its modernist ethos and that which have been removed/altered or obscured are reinstated" as follows;**
 - i. Review the design of the now fully enclosed walkways**
 - ii. Reinstatement of the connecting sections of space frame**
 - iii. Remove paint from the highlight windows**
 - iv. Reinstatement of original (red) or consistent sympathetic colour scheme to posts, struts etc.**
 - v. Review stormwater drainage system – remove PCV downpipes below the space frame and introduce a more sympathetic, partly concealed system**
 - vi. Reinstatement of original sandblasted concrete finish, and painted circles, to at least some of the external walls**

- vii. Rationalise services and conduits in to a less, ad hoc configuration/system.
- viii. Consider reinstating sympathetic free-standing light fittings, similar to the original
- ix. Consider reinstating a similar planting regime format to the original.

(2) Adopt the 'Preston Market Heritage Citation - RBA Architects and Heritage Consultants April 2020' (Appendix D), that

- a. Provides a Statement of Significance to support **regarding** Council's request **demand** for a Heritage Overlay and form part of Council's future submission to the Victorian Planning Authority's planning scheme amendment
- b. articulates amongst other factors that
 - i. "Preston Market, constructed in 1969-70 is significant to the City of Darebin".
 - ii. "The (largely) intact independent shops to the north end constructed in themid-1960s to early 1970s are of contributory significance especially where they integrated materially with the space frame sections".
 - iii. "The Preston Market, the Centreway is of historical, aesthetic, technical"(space frame technology which still remains in good condition 50 years later, intact design, tilt-slabs construction) "and social significance"(inclusive/welcoming multicultural space) "to the City of Darebin".
 - iv. "By 2017 the Preston Market had become the second largest in Melbourne with about 80,000 visitors per week and include 148 main tenancies and 10 kiosks".
 - v. "There is no ready comparison to the Preston Market within the municipality, or Melbourne more broadly, in terms of building typology and in relation to its specific design".
 - vi. "The Preston Market varies from a typical commercial entity because it has a stronger social function than most retail places".
 - vii. "On a wider metropolitan basis, comparison could be made with other markets, open/mall shopping centres, and buildings where a space frame has been employed. In all instances, the Preston Market stands as a distinctive example".
 - viii. "Compared to other markets in Melbourne, Preston is probably the second oldest market in terms of constituent fabric, after Queen Victoria Market..."
 - ix. "A heritage overlay should cover the remaining orginal sections of the Preston Market – space frame (significant) and non space frame (contributory) – with nominal curtilage of 10 meters".

(3) **Dismisses** the 'Preston Market Options Review – MGS Architects – March 2020', (Appendix B) highlighting the following serious concerns and recommended action;

- a. **The report was developed without direct reference and knowledge of the 'Preston Market Heritage Citation - RBA Architects and Heritage Consultants April 2020' report and is therefore considered redundant.**
 - b. **That the Preferred Option C of effectively demolishing the existing footprint currently occupied by Preston Market and relocating a Market to Cramer Street clearly offends the heritage protections proposed in the Citation (Statement Of Significance) that proposes an overlay that covers the original sections of the Preston Market – both space frame and non-space frame with the curtilage of 10 meters.**
 - c. **Recommends that Council commissions an updated independent report on development principles that acknowledges and fully respects the local heritage significance as articulated in the 'Preston Market Heritage Citation - RBA Architects and Heritage Consultants April 2020' and proposed Statement of Significance.**
- (4) Write to the Victorian Planning Authority, notifying it of Council's heritage findings and requesting the following strongest protections are put in place:
- a. Apply a permanent Heritage Overlay to the Preston Market as **an central pillar and** part of the package of planning controls and mechanisms for the Preston Market Precinct **that strictly adheres to Statement of significance**
 - b. Support Council's request to the Planning Minister to **immediately** intervene and apply an Interim Heritage Overlay, through Amendment C192 to the Darebin Planning Scheme **in order to protect it from demolition**
 - c. **Adopts** ~~Ensure any future~~ the Statement of Significance **prepared** for the market is ~~consistent with~~ **by** the 'Preston Market Heritage Citation - RBA Architects and Heritage Consultants April 2020'
 - d. That Council will ~~D~~ develop a Conservation Management Plan **and submit it** as part of the planning scheme amendment package **to protect the existing market against any proposed** planning applications **that seek** ~~guide~~ any changes to the Preston Market
 - e. Release the draft framework plan publicly, before submitting an amendment to the Minister for Planning for authorisation, as committed during the last phase of engagement.
 - f. **That Council be given the opportunity to formally consider the draft framework at a Council meeting and make a recommendation to support it or not.**
- (5) Request the Minister for Planning prepare and approve an amendment to the Darebin Planning Scheme, pursuant to Section 20(4) of the Planning and Environment Act 1987 to **immediately** apply an interim Heritage Overlay to the market building **and footprint**, using the Statement of Significance provided by the Preston Market Heritage Citation by RBA Architects and Heritage Consultants as the basis of this amendment.

- (6) Update The Heart of Preston objectives and key elements that were adopted at Council's Planning Committee meeting of the 19 August 2019 by endorsing the use of the following criteria in a Heart of Preston Assessment Tool so that any redevelopment scenario **beyond the 10 meter curtilage stated in the Statement of Significance provided by the Preston Market Heritage Citation by RBA Architects and Heritage Consultants** can be tested against the criteria to assess where and how it is responding to Council's priorities and aspirations:

Value and Protect the Market's Unique Identity & Heritage

- a. Objective one: Should ~~Following~~ redevelopment **occur**, the market **must remain in situ** and retains its heritage significance and unique feel of covered streets, intersections, sheds, stalls and small shops that create a place of welcome, exchange and diversity; which would require the following key elements **strictly adhering to the Statement of Significance**:

Identity

- i. At least the same number, types and sizes of stalls.
- ii. The same sunlit, open and airy feel and characteristics of the original heritage market and not a shopping centre or mall.
- iii. Has at least two cruciform intersections, which act as a key focal point, and connect to the broader precinct.
- iv. The market footprint is the same size or larger.
- v. ***The "distinctive elements of the design which reflect its modernist ethos and that which have been removed/altered or obscured are reinstated"***

Urban Design & Feasibility

- v. Is made up of a network of neighbourhood blocks and covered market streets with main public walkways at least 12 metres wide.
- vi. Has active market streets in the evening and out of hours.
- vii. Provides a wide and inviting street frontage and sense of presence along Cramer Street, in a high amenity position opposite upgraded green space next to the oval, **while maintaining and protecting existing footprint and heritage values of the market.**
- viii. Integrates with existing public open space, including the Preston Oval opposite and new and upgraded spaces as part of the level crossing removals and Council open space works.
- ix. Incorporates a safe and active connection from the station through to High street that has a high level of market activity.
- x. Strong public space functionality with generous public seating, and market streets that remain open to the public 24/7 and are protected via easements.
- xi. The market is not ~~completely~~ surrounded by taller buildings, hidden from view.

Architectural significance

- xii. **Changes that reduce the footprint and the heritage significance must not be permitted in order to protect the confirmed local historical, aesthetic, technical and social**

significance of the market undergoes minimal change to protect as many significant heritage elements as possible.

xiii. The market retains at least 100 % 75% of the **existing significant section** of spaceframe roof either **in situ** or relocated, **Only a preliminary cautionary estimate up to 25% of the significant section (with space frame roof)** only if **may be considered for** relocation if is determined to be appropriate by a Conservation Management Plan prepared by the **Council and adopted by the** VPA.

xiv. The market ~~has~~ **retains** the same heritage significant or similar outer concrete walls.

xv. The market ~~has~~ **retains** the same layout and wide, light and airy walkways **in situ**.

Support Traders

b. **Objective two:** the vibrant mix of traders, particularly those from diverse backgrounds, are supported before, during and after redevelopment to keep the market accessible, affordable and multicultural; which would require the following key elements:

- i. Ensure continuous operation of the market **in situ** before, during and after development by:
 - (1) entering into a formal agreement(s), which will include a Market Continuity Plan and Transition Plan.
 - (2) maintaining appropriate access and trade conditions
 - (3) maintaining appropriate trader car parking and large vehicle loading / unloading conditions
 - (4) providing leases with the provision for rental adjustments where trading is adversely impacted by construction requirements.
- ii. Ensure security and affordability for traders by:
 - (1) prioritising existing tenants
 - (2) setting the same price in rent, adjusted for inflation
 - (3) offering a variety of flexible lease options.
- iii. Provide the same amount of Market car parking before, during and after redevelopment.
- iv. Retain the diversity of independent businesses, with no franchises or chains.
- v. Manage the market effectively during and after redevelopment to provide a clean, safe and pleasant environment for traders and shoppers.

Create a Sustainable and Vibrant Neighbourhood

c. **Objective three:** the surrounding precinct **beyond the current footprint and 10 meter curtilage of the market** is developed as a model of a sustainable, liveable neighbourhood with world class architecture, open spaces, streetscapes, public areas and urban design that tell the stories of the migrant communities that have made this place what it is; which would require the following key elements:

- i. Meaningfully involve migrant communities in precinct design and creation of new open spaces.
- ii. Create a fine-grain and liveable neighbourhood that is inviting, **welcoming** and interesting from the ground floor up.
- iii. Provide a variety of building heights **to a mandatory maximum of 10 storeys (currently a non-mandatory 10 story height limit applies)** and generous setbacks, **with a 30 degree gradient outwards from the markets 10 meter curtilage footprint under the heritage overlay conditions stipulated in the Statement of significance**, with world class architecture and urban design.
- iv. Provide a permeable street network that connects to the broader neighbourhood and prioritises pedestrians and cyclists.
- v. Wind impact is minimised through precinct and building design for pedestrian amenity and comfort, particularly at key open spaces
- vi. Provide opportunities to grow, prepare, share and compost food in the precinct.
- vii. Provide at least ~~10%~~**18%** public open space on site, at multiple key intersections including along the main east-west market street **in line with the identified open space deficiency in Darebin.**
- viii. Provide an additional financial contribution of up to 8.2% to enhance existing open space within the central Preston area.
- ix. Provide **deep rooted** canopy trees on all streets and laneways **and reinstate plants as per RBA report cited above.**
- x. There is minimal overshadowing of open spaces on the **existing market footprint** and the site and to Preston Oval and its surrounds, as the premier open space destination within Central Preston.
- xi. No car parking on the ground level **and sufficient market** underground car parking **must be provided** wherever possible.
- xii. Minimise vehicle movement within the precinct.
- xiii. A minimum of 6 - star green star communities (or current best practice Green Star).
- xiv. Minimise waste and maximise reuse of materials in the redevelopment of, and future operation of the precinct.
- xv. Provide a safe, active connection to 421 High Street.
- xvi. A minimum 6 Green Star accreditation for all buildings as built (or current best-practice).
- xvii. A minimum 7 Star Nationwide House Energy Rating Scheme (NatHERS) rating (or current best-practice).

Deliver New Community Benefits

- d. **Objective four:** value that is created through the redevelopment is shared with the wider community through a range of state-of-the-art new community spaces, affordable housing,

social programs and facilities and employment opportunities; which would require the following key elements:

- i. Provide a range of commercial cultural facilities like a cinema or galleries, and also office spaces for local jobs.
 - ii. Contribute towards new community facilities such as lifelong learning facilities, and/or a bigger, better neighbourhood house.
 - iii. Provide new maternal and child health, and kindergarten facilities.
 - iv. Ensure new green open spaces that are usable to a broad range of people.
 - v. Provide affordable, **social**(20%) and diverse housing, with a proportion of tenancies weighted towards newly arrived migrants.
 - vi. New intercultural **market** programs around food, language and art.
- e. **Objective five:** That any development is contingent on a contractual commitment to retain the market use **on** at the **existing footprint occupied by** Preston Market **at the** site.
- i. The majority Landowner/developer to enter into a contractual **and legally enforceable** commitment (**containing substantial penalties for breaches**) with the State Government and Council, before a planning scheme amendment is gazetted, to retain a fresh food and variety market within the Preston Market Precinct
 - ii. The market is an ongoing use within the precinct.

See Appendix E **to be adjusted to reflect** for a table identifying track changes and new additions to.

- (7) **Immediately** write to the VPA and the developer to notify them that The Heart of Preston has been updated.
- (8) Note that Council officers will **adhere to points 1 to 7 above when they** have discussions with the developer on **heritage protection**, affordable **and social** housing, open space contributions, a new community facility, trader support and measures to ensure the affordability and diversity of the market in order to implement Council's decision
- (9) **That Appendix F, "Have your say" be updated to reflect the above resolution.**