

Management report to Council

Agenda item 6.6

Queen Victoria Market Precinct Renewal (QVMPR) Program: Proposed design for the below ground operational area A to D sheds, including preferred vehicular access point

Council

29 August 2017

Presenter: Rob Adams, Director City Design and Projects**Purpose and background**

1. The purpose of this report is to seek Council approval of the proposed design for the below ground operational area, A to D sheds, ahead of lodgement of development applications in September 2017, and to advise of changes to the assumptions contained in the Queen Victoria Market Precinct Renewal (QVMPR) Program Business Case (June 2017).
2. The report also provides an assessment of the vehicular access options for the entrance/exit points of the proposed under-ground areas, in response to the Council resolution of July 2016, Agenda Item 6.2. Refer Attachment 2.
3. The QVMPR Implementation Framework (August 2016) identified key infrastructure improvements, including new below ground infrastructure and operational areas beneath Sheds H and I (Q1), and Sheds A, B, C and part of Shed D (Q2). The independent Business Case for the QVMPR Program, endorsed by Council in June 2017, reinforced the vision and delivery approach outlined in the Implementation Framework and confirmed the requirement for below ground operational facilities in the upper and lower market areas to secure the future of the Queen Victoria Market.
4. As a result of Queen Victoria Market Pty Ltd releasing the Melbourne's Marketplace Retail Plan in June 2017, which refined the functional brief for the market's operational requirements for the Q2 below-ground area, coupled with Council's commitment to minimising disruption, ensuring continuous trade and reducing heritage impacts, a revised design for the Q2 below ground operational area has now been advanced.

Key issues

5. The revised Q2 design includes a smaller but deeper footprint for the below-ground facilities at the western end of A to D sheds, allowing the eastern ends of A to D sheds, adjacent to Queens Street, to remain in place. The below-ground facilities are designed to include two levels and a mezzanine for new back of house facilities (i.e. designated areas for delivery and loading areas, storage, cool rooms and food preparation areas, waste management facilities, showers, toilets and break out spaces) and one level for customer car parking (accommodating approximately 220 car parks). Traders have advocated for customer car parking to be shared between the Munro site (which will accommodate approximately 500 customer car parks) and the upper market, with the revised Q2 plans delivering on the commitment made by the City of Melbourne to explore this possibility. Refer to Attachment 3.
6. In addressing the vehicular access options for the entrance/exit points of the proposed below ground operational area, a peer review of previous reports has been undertaken with a heritage architect, structural and logistic engineers and traffic management experts. The viability of five entry/exit options within the market precinct was investigated. The results of the options analysis reconfirmed that an access point on Peel Street at Shed D is the preferred vehicle entry/exit point to the under-ground operational areas. Refer Attachment 4.
7. The Business Case estimated the total project cost for all Q2 works of \$108 million, inclusive of consultant costs, authority fees and charges and contingency. The cost implications of the increased depth of the below ground operational area have been estimated at a further \$11.4 million (revised total project cost of \$119.4 million). Of this approximately \$8.2 million is associated with the base build and contingencies, and \$3.2 million fit out costs which can be further defined as the project undergoes detailed design. The cost implications can be absorbed within the overall QVMPR Program budget of net \$238 million and are clearly within the publicly announced budget of \$250 million.
8. In accordance with Council's August 2016 resolution, the design ensures that no under-ground operational areas or related construction will take place within three metres of the designated Aboriginal section of the Old Melbourne Cemetery.
9. Subject to Council endorsement, planning and heritage permit applications for the works will be lodged in September 2017.

Recommendation from management

10. That Council approves:
 - 10.1. The proposed design for the below ground operational area at the western end of Sheds A to D and authorises the Director City Design and Projects to make minor changes as required.

- 10.2. The location of the vehicular access at the Peel Street end of Shed D.
- 10.3. The lodgement of planning and heritage permit applications.

Attachments:

1. Supporting Attachment (page 3 of 19)
2. Extract of Minutes, Council Meeting July 2016 (page 4 of 19)
3. Q2 Design Schematic August 2017 (page 5 of 19)
4. Site Context (page 11 of 19)

Legal

1. Whilst no direct legal issues arise from the recommendation from management, legal advice has and will continue to be provided on all aspects of the QVMPR Program.

Finance

2. Financial implications are outlined in the body of this report.

Conflict of interest

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

Stakeholder consultation

4. Internal consultation with relevant branches of Council and QVM Pty Ltd has been undertaken in the preparation of this report.

Environmental sustainability

5. Delivery of the QVMPR Program will allow for the development of a sustainable Queen Victoria Market precinct which will be guided by a Precinct Sustainability Plan, rated through the use of the Green Star – Communities tool and which will deliver on the six sustainability principles detailed in the QVMPR Masterplan.

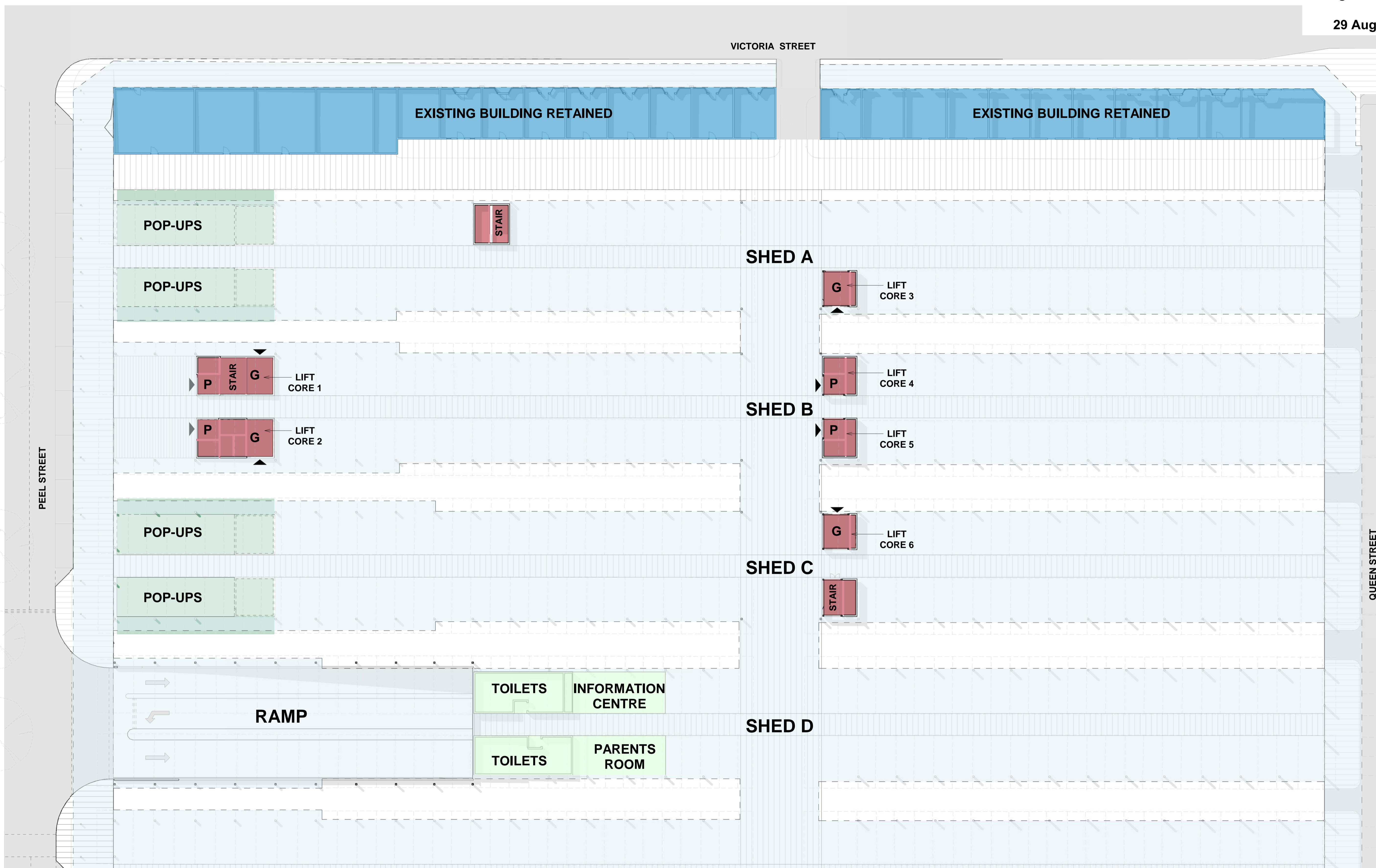
Extract of Minutes

Council Meeting July 2016

6.2 Queen Victoria Market Precinct Renewal Program (QVMPR) Implementation Framework

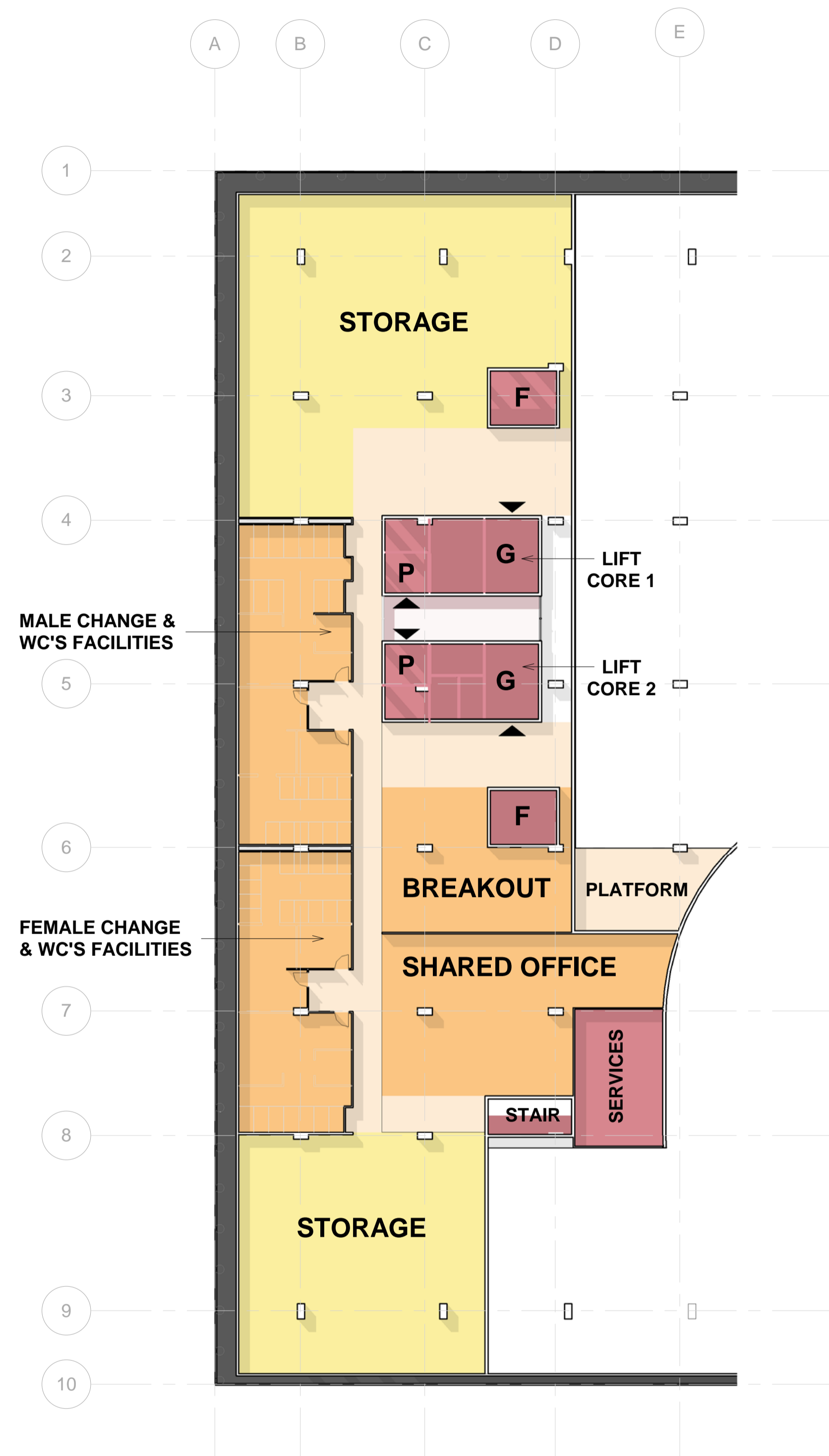
1. That Council:

- 1.1 Endorses the Queen Victoria Market Precinct Renewal Program (QVMPR) Implementation Framework subject to the changes to appropriate sections of the Framework being made to reflect the following:
 - 1.1.1 No below-ground operational areas or related construction to be made within 3 meters of the designated Aboriginal section of the former cemetery.
 - 1.1.2 The continued sale of fresh fruit and vegetables be included in the use of H and I sheds post-renewal.
 - 1.1.3 A wish to avoid the location of the vehicular entrance/exit to the under-ground operational areas impacting on the heritage place, and decisions around the location and arrangements for the vehicular entrance will accordingly be subject of the future discrete decision by Council, following a full assessment of all options.
- 1.2 Authorises the Director City Design and Projects to make any further minor editorial changes to the QVMPR Implementation Framework prior to publication.



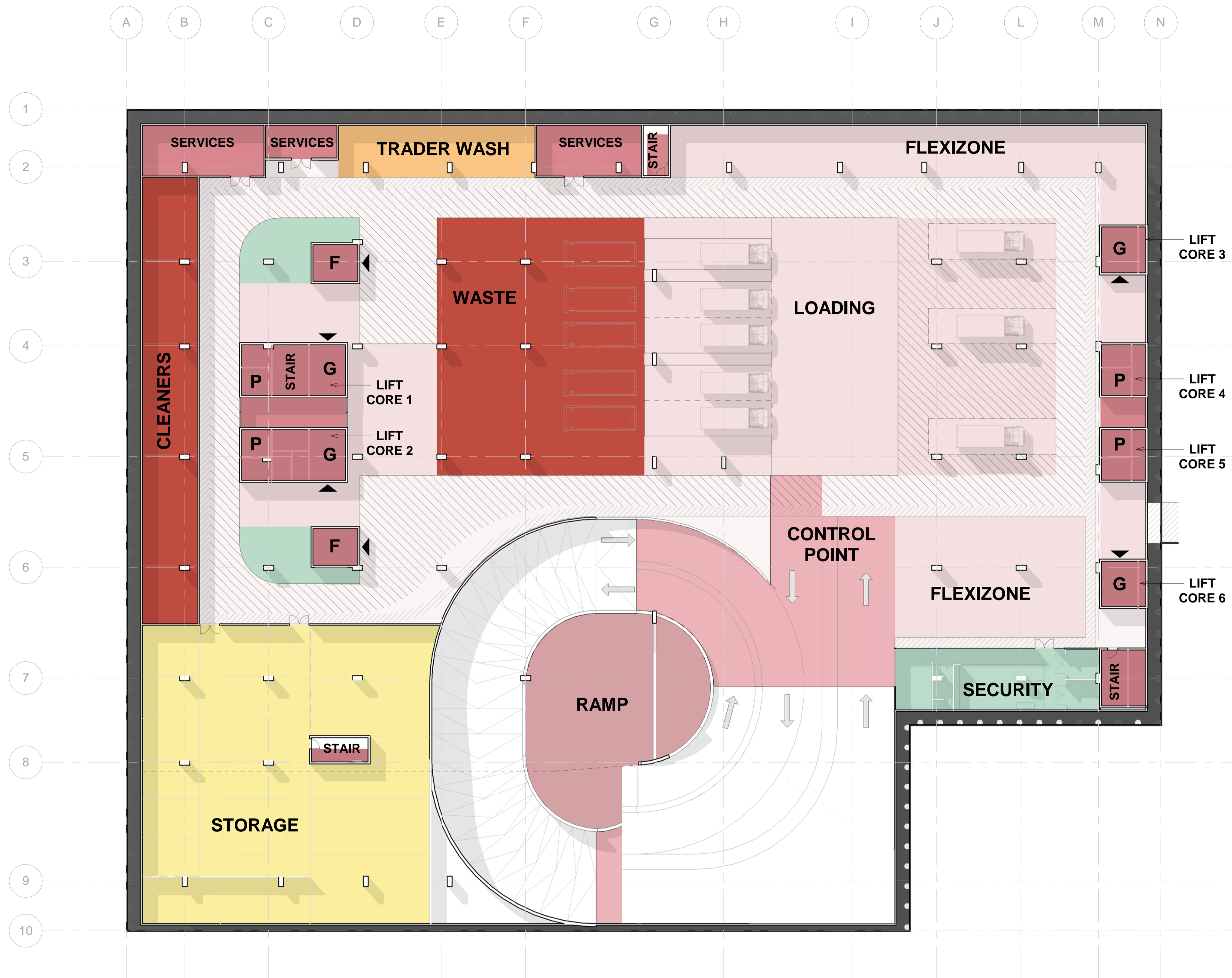
1 Q2 - PROPOSED GROUND FLOOR PLAN
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22.08.2017 DRAFT FOR DISCUSSION



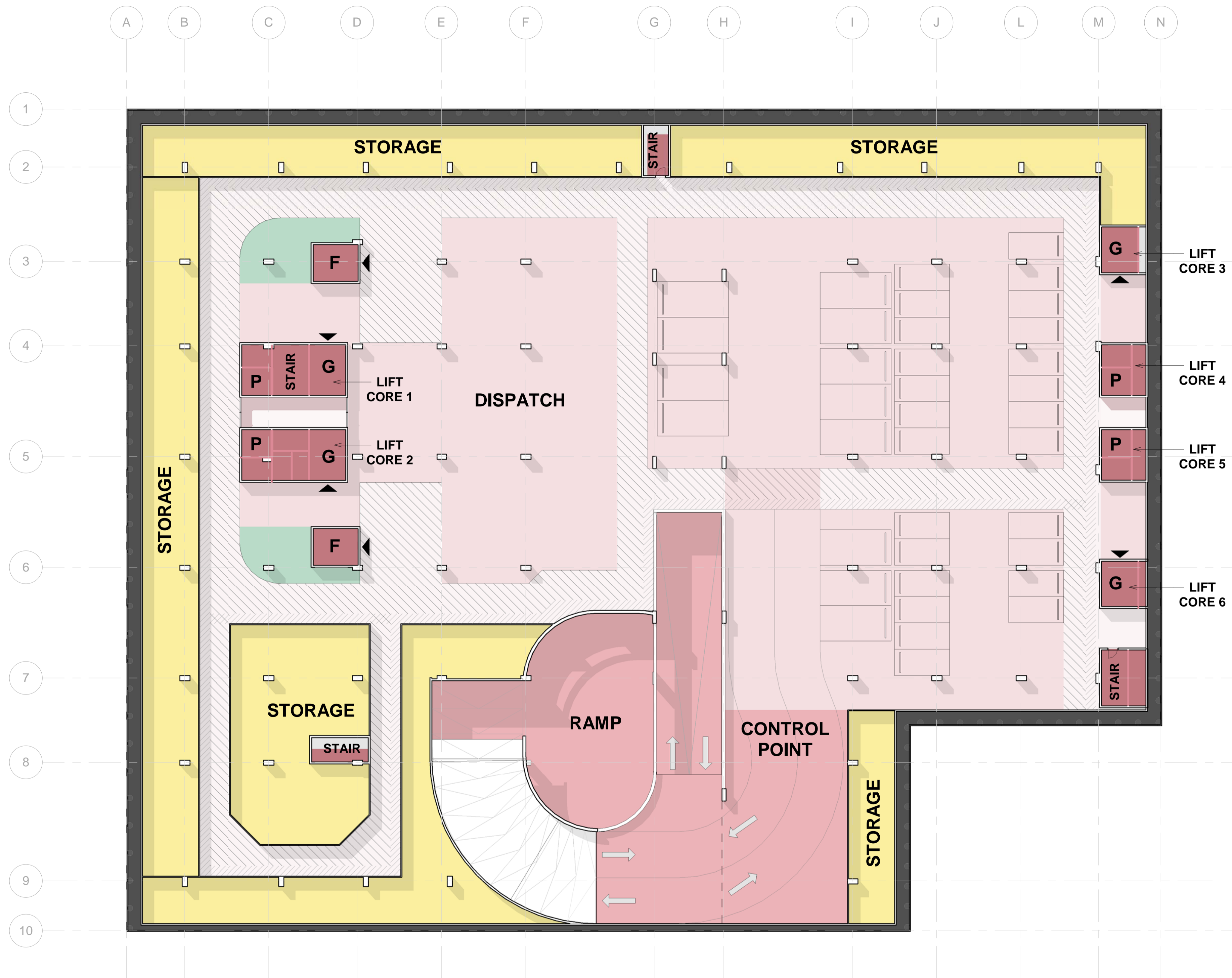
1 Q2 - PROPOSED MEZZNINE FLOOR PLAN
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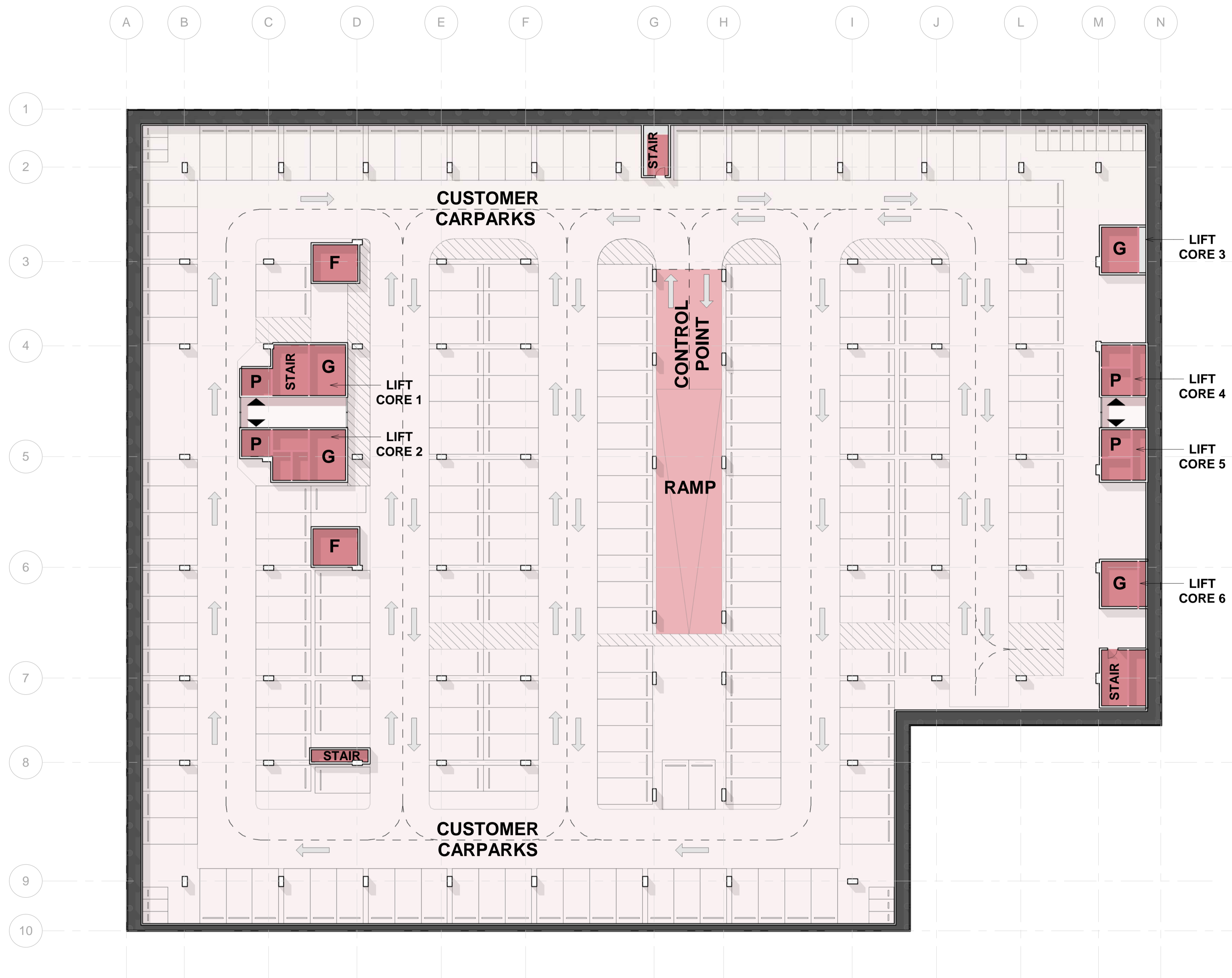
1 Q2 - PROPOSED 1ST BASEMENT FLR PLN
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22.08.2017 DRAFT FOR DISCUSSION



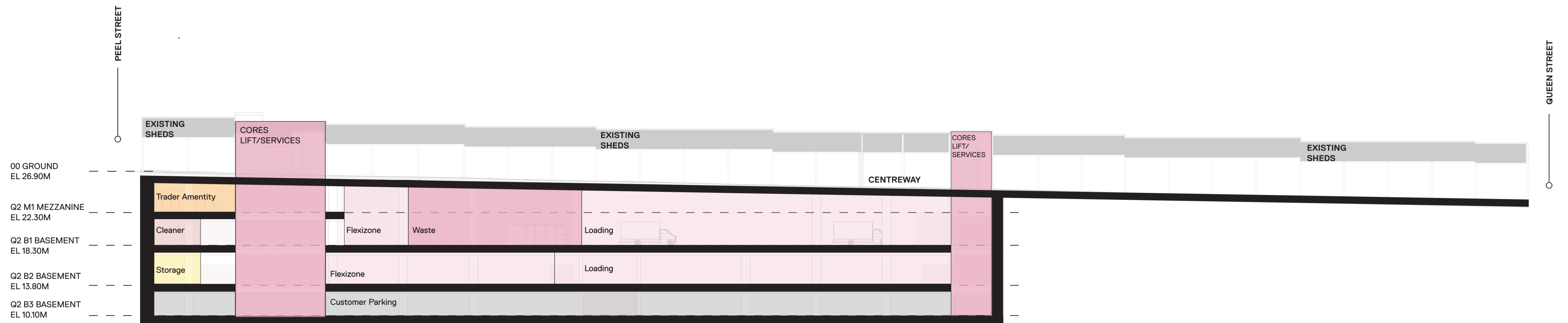
1 Q2 - PROPOSED 2ND BASEMENT FLR PLN
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1 Q2 - PROPOSED 3RD BASEMENT FLR PLN
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22.08.2017 DRAFT FOR DISCUSSION

Site Context

Heritage - Built Form Time Line

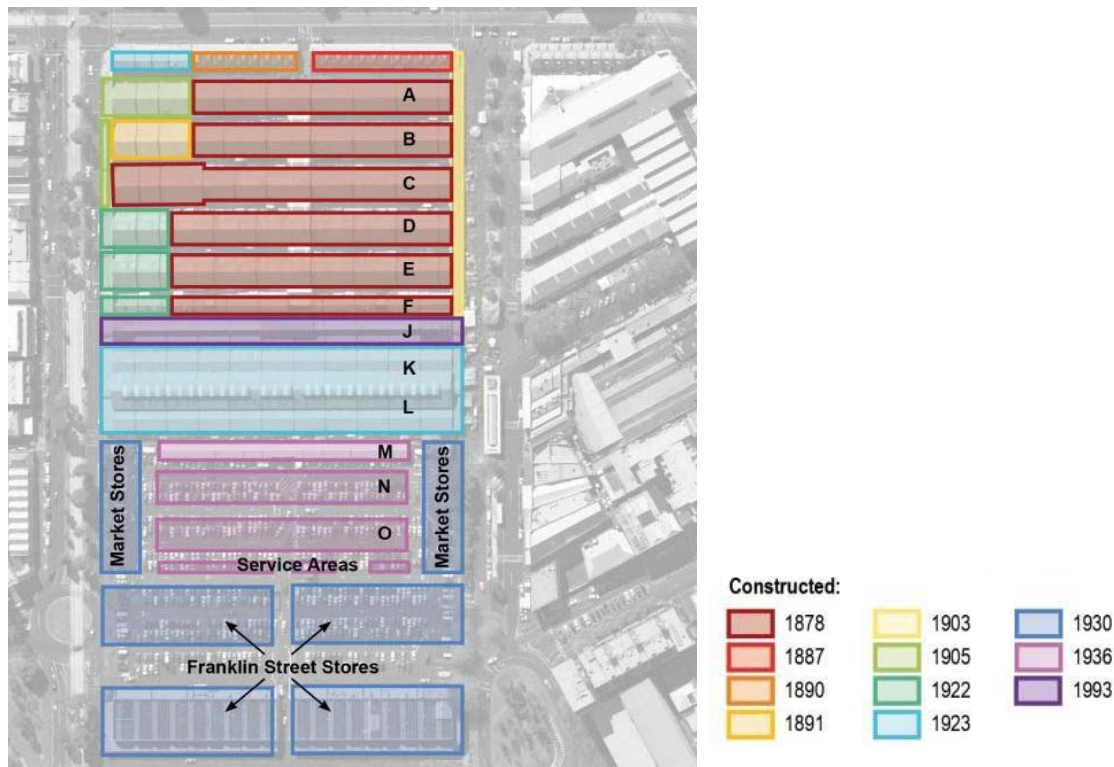


Image from Godden Mackay Logan: Old Melbourne Cemetery
Information Collation - Stage 2 Documentation June 2013, Revised in January 2017.

Primary Heritage Significance (relative to vehicular entrance/ exit options)

- Victoria Street Shops, 83-5 to 159 Victoria Street.
- Sheds A to F

Original Fabric

1878-1890 Original built fabric shown in red and orange;

Queen Victoria Markets established. Land granted to City of Melbourne for the market included part of the cemetery (1.75 acres), Fulton St, the southern portion of Cobden Street.

- Sheds A – F constructed.
- First 12 Victoria Street terraces.
- Additional Victoria Street terraces.

Modified or Additional Built Form

1891-1905 Additions to the market shown in yellow and light green;

The Orderly Room site located at the corner of Victoria and Peel Streets was purchased and the buildings removed to allow extension of Shed A toward Peel Street.

- Circa. 1891 - Shed B extended to Peel Street.
- Circa 1903 - Sheds A to E facades along Queen Street.
- Circa 1905 - Shed A extended to Peel Street.

1917-1923 Additions to the market shown in dark green and blue;

The remaining portion of the cemetery was transferred to the Melbourne General Markets Land Act 1917.

- Sheds D, E, and F extended to Peel Street across the former Jewish cemetery.
- Remaining Victoria Street terrace constructed to Peel Street.

Key Considerations

- Limit heritage impacts where possible and avoid permanently removing 'original' built fabric.
- A Heritage Impact Statement is to be prepared to accompany the Heritage Permit Application/s.
- City of Melbourne to submit an Application for a Built Form Heritage Permit, pursuant to Section 67 of the *Heritage Act 1995 (Vic)*.

Site Context

Heritage - Old Melbourne Cemetery including Aboriginal section

Overlay of 1870s Plan of the Old Melbourne Cemetery with current aerial and shed outline shows that the northern sheds (Sheds A to C) of the Queen Victoria Market are outside the Old Melbourne Cemetery boundary.

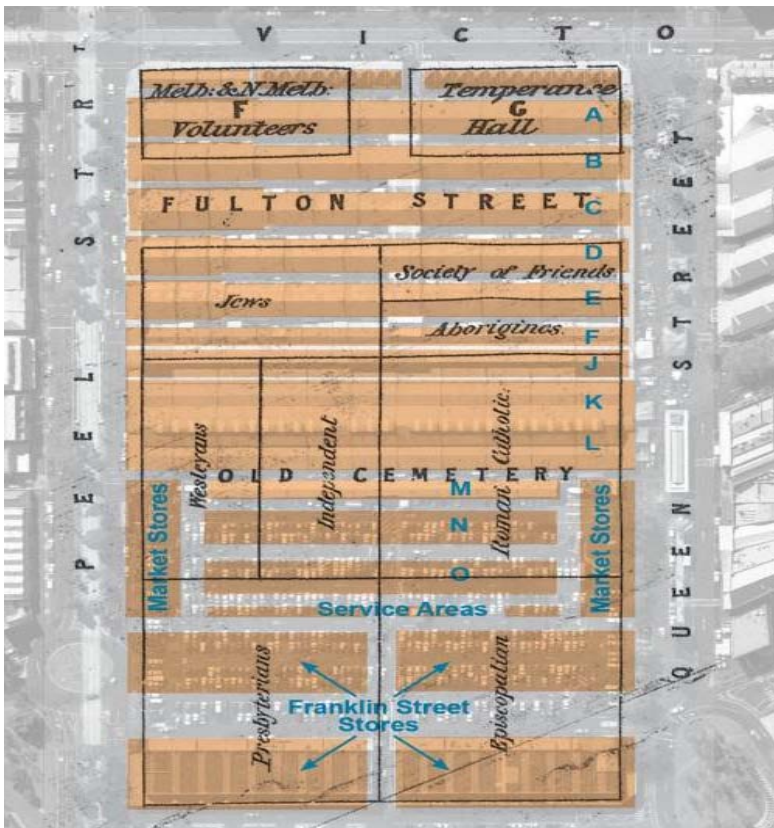


Image from Godden Mackay Logan: Old Melbourne Cemetery
Information Collation - Stage 2 Documentation
June 2013, Revised in January 2017.

Cemetery Time Line

- 1837-1843 In 1837 Governor Bourke set aside 10 acres in the Government Reserve for a cemetery for the people of Melbourne, and the first burial occurred that same year.
- The cemetery was divided into eight denominational areas including; Presbyterian (Church of Scotland), Episcopalian (Church of England; Anglican); Wesleyan; Independent (Congregationalists); Roman Catholic; Jewish; Aboriginal and Society of Friends (Quakers).
- 1853-1917 The site remained as Melbourne's main cemetery until 1853, by which time it was too small for the growing city and too close to the central town area to be suitable to continue this role. The Old Melbourne Cemetery was officially closed in 1854 however it continued to be used for burials within the existing plots until 1917.
- 1878 Queen Victoria Markets established.
- 1920 Jewish section of the cemetery was exhumed (western end of Sheds D, E and F).
- 1922 Exhumations from other sections of the cemetery took place. During this time 945 bodies were exhumed and were moved to Fawkner Cemetery.

Key Considerations

- The August 2016 Implementation Framework states that no under-ground operational areas are to be within 3 metres of the designated Aboriginal section of the former cemetery.
- In February 2017 the Jewish Community Council of Victoria (JCCV), also on behalf of the Melbourne Chevra Kadisha and Australian Jewish Historical Society, confirmed that according to their records all known and recorded burials from the Jewish section of the cemetery were removed and re-interred to other cemeteries. The JCCV also advised there was no in principle concerns about the excavation of this part of the Old Melbourne Cemetery.

- In April 2017, the Department of Environment, Land, Water and Planning confirmed there was no objection to the proposed excavation works under the Jewish burial section of the Old Melbourne Cemetery.
- Land surveying of the site has occurred and in June 2017 markers were installed to formally identify the boundaries of the Old Melbourne Cemetery.
- A detailed Archaeological Assessment and Research Design (AARD) is being prepared to accompany the Heritage Permit Application.
- City of Melbourne to submit an Application for an Archaeological Permit, to Carry Out Works or Activities to a Heritage Place or Object, pursuant to Section 67 of the *Heritage Act 1995 (Vic)*.

Site Context

Road Networks – Assessment Areas

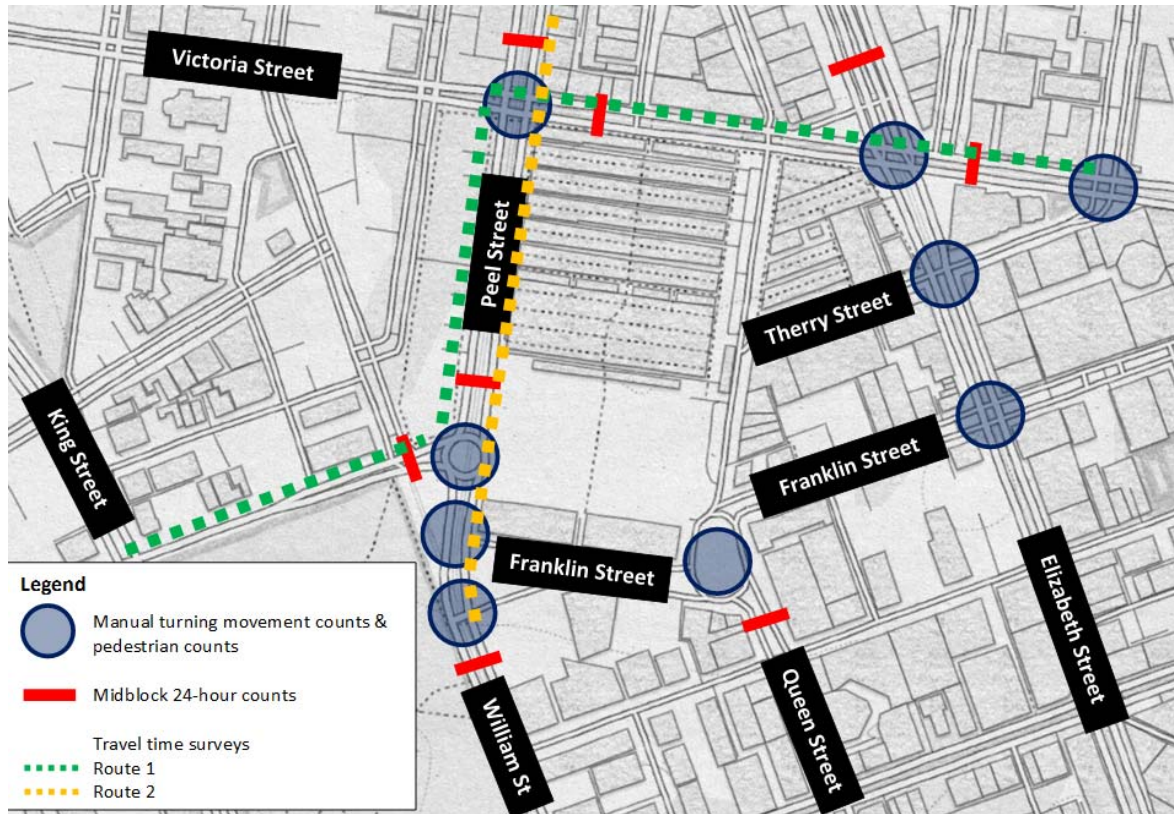


Image from Traffic Assessment 2017.

Existing Conditions

- Peel Street is a VicRoads declared arterial road and is generally aligned in a north-south direction between Flemington Road / Elizabeth Street / Royal Parade roundabout to the north and the continuation of William Street to the south.

Peel Street in the vicinity of the Queen Victoria Market is a four-lane, two way road separated by tram tracks in the median with an additional kerbside parking lane in both directions with time restrictions.

There is a tram stop in the central median of Peel Street approximately 120m south of Victoria Street, accessible via pedestrian operated signals that also provide access between the west side of Peel Street to QVM on the east side of the road.

The intersection of Dudley Street and Peel Street is a roundabout with tram tracks running north-south through the roundabout and the intersection of Victoria Street and Peel Street is a fully signalised cross intersection.

- Victoria Street to the north is a VicRoads declared arterial road and is generally aligned in an east-west direction.
- Franklin Street to the south is a local road (Council) which is generally aligned in an east-west direction and is divided into two sections separated by the Queen Street / Franklin Street roundabout.
- Queen Street to the east, is a local road (Council) which is generally aligned in a north-south direction.

Key Considerations

- The impact of the proposed vehicular entrance/ exit access to the under-ground operational areas on the existing road networks including; vehicular queuing, delays and road safety.
- The interaction with existing pedestrian movements and signalised crossings.
- The impact on tram services and tram stops along Peel, Victoria, and Elizabeth Streets.
- Vehicular flow to and within the under-ground areas for loading, trader operations and parking.

Vehicular Entrance/ Exit Options

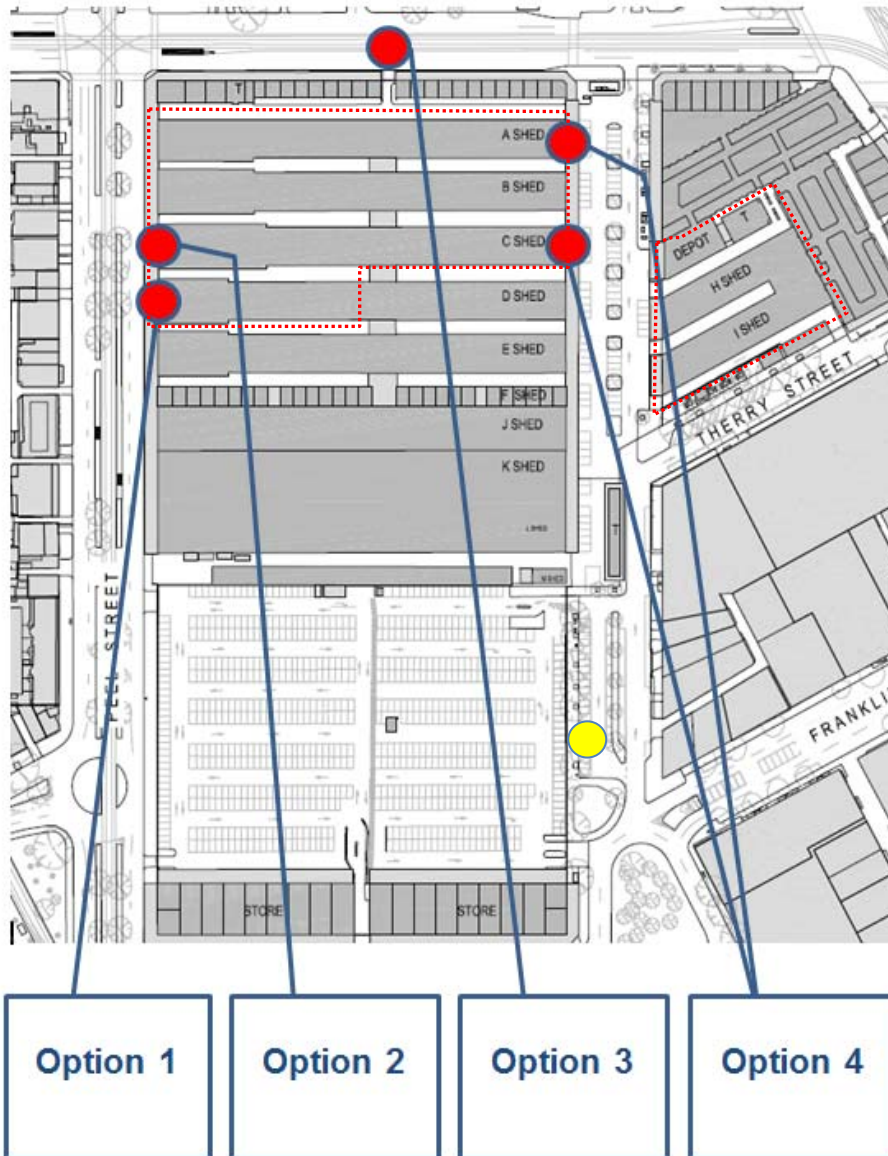
The vehicular entrance/exit options considered include:

Option 1 - Peel Street end of Shed D

Option 2 - Peel Street end of Shed C

Option 3 - Victoria Street adjacent to Shed A

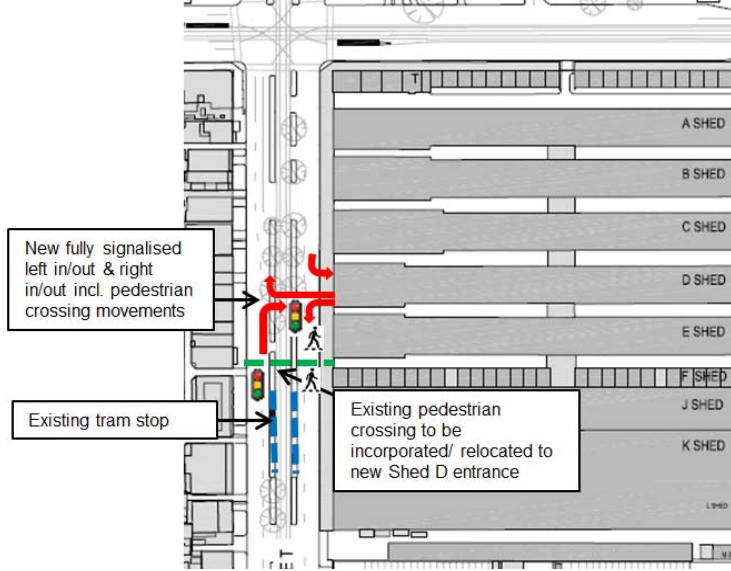
Option 4 - Queen Street access through Sheds A or C



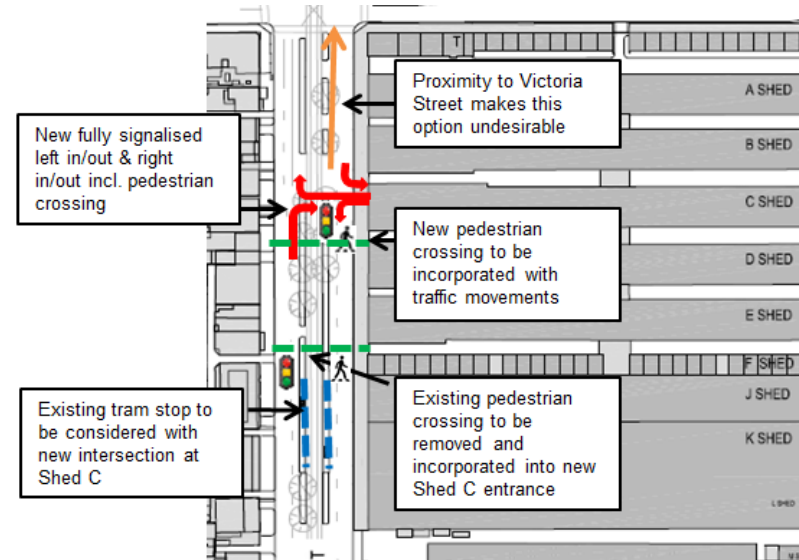
 Option previously considered but not possible due to extent of in ground services.

Vehicular Entrance/ Exit Options

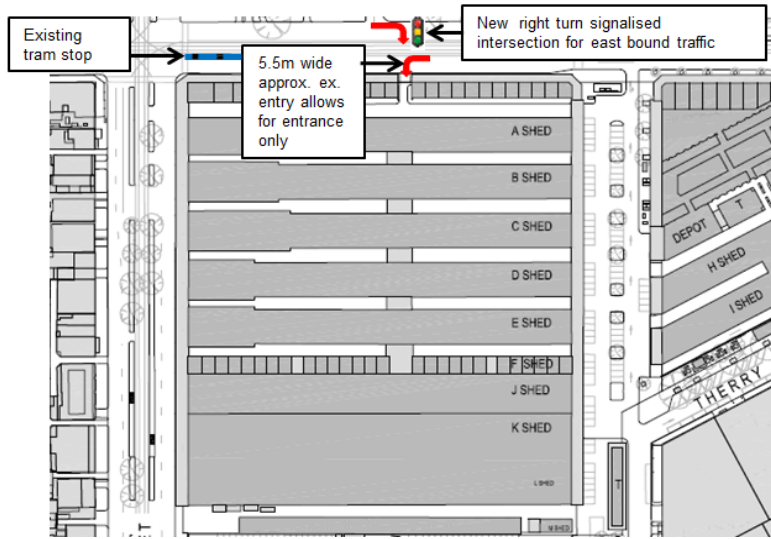
Option 1 - Peel Street end of Shed D
Noting CoM preference is Left-In & Left-Out only



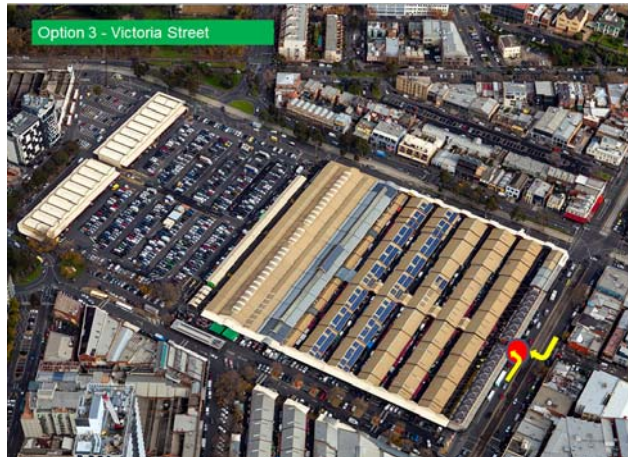
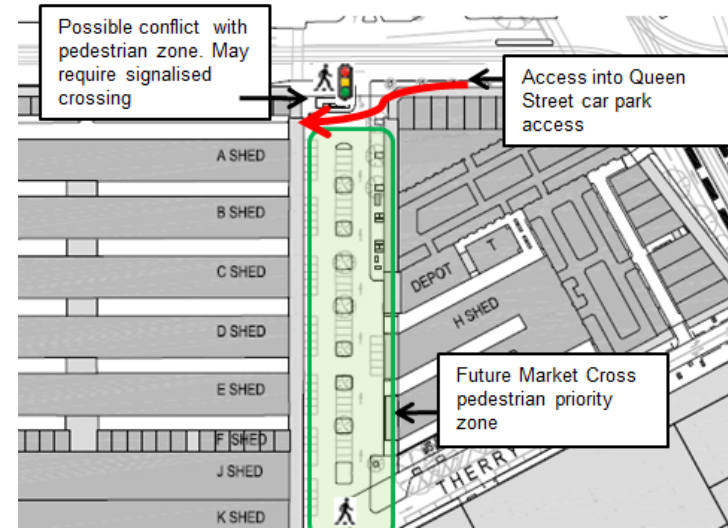
Option 2 - Peel Street end of Shed C



Option 3 Victoria Street adjacent to Shed A



Option 4 Queen Street access through Sheds A or C



Vehicular Entrance/ Exit Options Analysis

Summary of Findings

The peer review analysis reaffirms the current proposed access point on Peel Street via Shed D as the preferred location for the entry and exit as it allows the greatest queuing distance from Victoria Street and provides the opportunity to incorporate the existing pedestrian crossing to the Victoria Street Tram Stop no. 8.

The analysis also confirmed the additional load to Peel street is well within the capacity of the existing road network infrastructure, providing a level of service that will result in less than a 10 second delay to the south bound traffic on Peel Street during the AM peak.

This analysis is being further progressed to include a detailed assessment of all major intersections surrounding the QVM precinct and will accompany the planning permit application proposed to be lodged in September 2017 for the reduced impact basement.

Further details of the assessment of all four options are provided below.

Recommended: Option 1 - Peel Street end of Shed D

1. **Heritage:** retention of gables, veranda and canopies at entrance to Shed D, however gables may need to be modified to allow for vehicle height clearance.
2. **Cemetery:** would not impact on the Aboriginal section of the Old Melbourne Cemetery (OMC); however the ramp will require access to the Jewish section of the OMC, noting that the Jewish section of the cemetery was exhumed between 1920-1922 and any works will be undertaken with appropriate approvals and processes.
3. **Traffic:** would maximise the queuing distance for vehicles and incorporate a vehicle holding lane within the existing designated parallel loading bays.
4. **Pedestrian access:** the existing pedestrian crossing at the Peel Street tram stop would be retained.
5. **Market operations:** a ramp access through Shed D maximises the floor area available for traders below sheds A to C.

Option 2 - Entrance via Peel Street end of Shed C

1. **Heritage:** retention of gables, veranda and canopies at entrance to Shed C, however gables may need to be modified to allow for vehicle height clearance..
2. **Cemetery:** would not impact on the Aboriginal section of the Old Melbourne Cemetery, as proposed entry/exit ramp is outside the cemetery boundary.
3. **Traffic:** would impact on existing traffic signals at Victoria Street and the existing pedestrian crossing for the Peel Street tram stop.
4. **Pedestrian access:** would need further consideration and detailed planning, given close proximity to the pedestrian crossing for the Peel Street tram stop.
5. **Market operations:** A ramp access through Shed C will reduce available the floor area for traders in comparison to Shed D access.

Option 3 - Entrance via Victoria Street adjacent to Shed A

1. **Heritage:** Due to the significant heritage value of the Victoria Street terraces, any modifications to the buildings as a result of the introduction of a vehicle entry/exit point in this location would not be desirable.
2. **Cemetery:** would not impact on the Aboriginal section of the Old Melbourne Cemetery
3. **Traffic:** this location would only allow for a narrow, one-way only vehicle access point, greatly reducing and restricting vehicular movements. It would also impact on existing traffic and tram movements, with the right turn lane expected to cross over existing tram tracks.
4. **Pedestrian access:** would require further investigation.

5. **Market operations:** noted in point no. 3 above.

Option 4 - Queen Street access through Sheds A or C

1. **Heritage:** the Queen Street end of the sheds are 'Original Heritage Fabric' constructed in 1878, therefore creating a vehicle entry/exit point in this area is not desirable option due to impacts on the significant heritage structures and value.
2. **Cemetery:** a vehicle entry/exit point in this location would impact on the Aboriginal section of the cemetery, given the close proximity to the Old Melbourne Cemetery boundary.
3. **Traffic:** would require construction of a more complex entrance involving a ramp below the Victoria Street shops and access limited to east bound direction only. This option presents congestion concerns due to the close proximity to Elizabeth Street intersection (approximately 80 metres).
4. **Pedestrian access:** the Queen Victoria Market Precinct Renewal Program seeks to transform Queen Street into a pedestrian friendly meeting place to complement the market, to be known as 'Market Cross. The introduction of a vehicle entry/exit point in this location, including loading, unloading and queuing of vehicles would severely impact pedestrian activity in this area.
5. **Market operations:** will impact deliveries and conflict with proposed pedestrian areas within Queen Street.