



Draft

# Preston Market

## PRECINCT STRUCTURE PLAN

MAY 2021

## Traditional owner acknowledgement

Aboriginal people have lived on the land now called Preston 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.

## Version control

Version	Date	Author	Section	Nature of change	Reviewed
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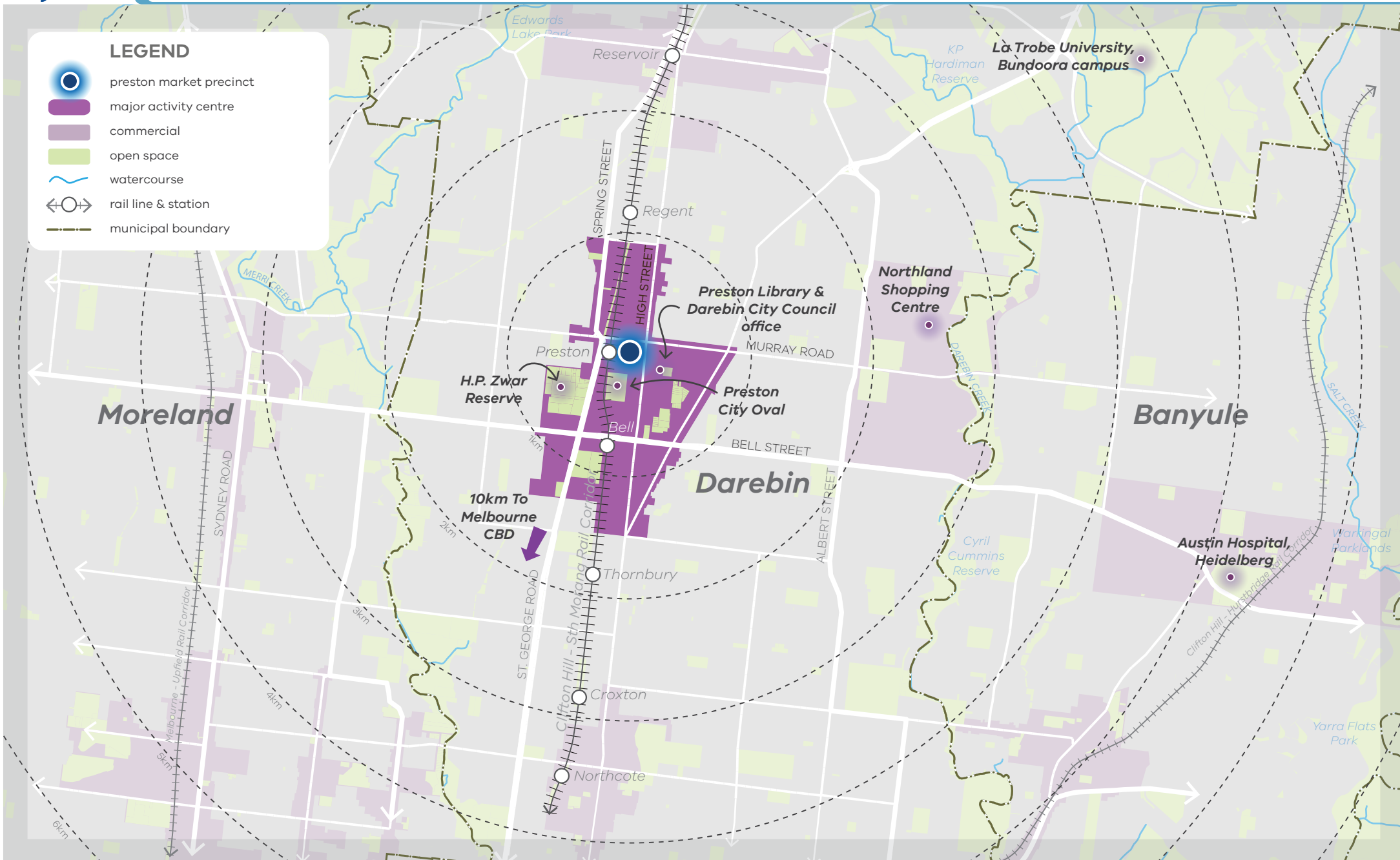
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# Contents

<b>1</b>	<b>Introduction</b>	<b>5</b>	<b>5</b>	<b>Precinct vision and objectives</b>	<b>20</b>
1.1	Why prepare a structure plan?	5	5.1	Objectives	20
1.2	Role of the structure plan	5	5.2	Capturing additional value	21
1.3	Implementation	6	<b>6</b>	<b>Framework plan and strategies</b>	<b>23</b>
1.4	Outcomes for Preston	6	6.1	Framework plan	23
<b>2</b>	<b>What does the community value about the precinct?</b>	<b>7</b>	6.2	Land use	23
2.1	Engagement in 2018	7	6.3	Built form and design	27
2.2	Engagement in 2019	7	6.4	Access, movement and parking	33
2.3	Key messages from engagement	7	<b>7</b>	<b>Implementation</b>	<b>37</b>
2.4	Heart of Preston	7	7.1	Actions	37
<b>3</b>	<b>The precinct's role and context</b>	<b>9</b>	7.2	Monitoring and review	40
3.1	The precinct	9	<b>8</b>	<b>Appendix</b>	<b>41</b>
3.2	Existing use of land	9	8.1	Glossary of terms	41
3.3	Context and connections	9			
3.4	Local and metropolitan planning policy	11			
<b>4</b>	<b>Precinct issues and opportunities</b>	<b>12</b>			
4.1	Use of land	12	Figure 1:	Location map	4
4.2	Access, movement and car parking	12	Figure 2:	Precinct map	8
4.3	Housing	13	Figure 3:	Context map	10
4.4	Market heritage	14	Figure 4:	Framework plan	22
4.5	Culture and identity of the market	16	Figure 5:	Built form and design plan	26
4.6	Buildings and infrastructure	16	Figure 6:	Access, movement and parking plan	32
4.7	Environmental sustainability	17			
4.8	Public space and community infrastructure	17			
4.9	Economics and employment	18			
4.10	Drainage	19			



# 1 Introduction

Preston Market Precinct is a multi-cultural, mixed use precinct and market located 10 kilometres north of Melbourne's Central Business District in the City of Darebin's Preston-High Street Major Activity Centre (refer to Figure 1).

## 1.1 Why prepare a structure plan?

Preston as a suburb area is anticipated to grow from approximately 39,000 to 68,000 residents by 2041. The Preston Market Precinct is anticipated to accommodate between 4,500 to 6,000 of those new residents. (Source: *Preston Market Precinct Social Infrastructure Assessment Final Report*, ASR Research, November 2019).

As a strategic development site located within the Preston-High Street Major Activity Centre and adjacent the new Preston Station, the Preston Market Precinct is well located to accommodate housing and jobs growth.

In 2018 and at the direction of the Minister for Planning, the VPA undertook a review of the planning controls applying to the precinct:

- Priority Development Zone (Schedule 1)
- Preston Market Incorporated Plan (2007)
- Environmental Audit Overlay
- Special Building Overlay
- Development Contribution Plan Overlay.

The review identified misalignment between the existing statutory planning controls and the strategic intent expressed in *Plan Melbourne* and other state and local policies. The review also identified the need for an amendment to the Darebin Planning Scheme to better guide future planning and development in the precinct toward a diversity of land uses that could improve the vibrancy of the centre and deliver a sustainable and liveable 20 minute neighbourhood. To inform the preparation of new planning controls, the review identified five guiding principles:

- a thriving fresh food market
- a diversity of land uses and vibrant amenity
- culturally diverse character and adaptable community spaces
- sustainable, liveable and accessible precinct
- flexible and efficient car parking and access.

## 1.2 Role of the structure plan

The structure plan is a long-term plan that provides the framework to guide future growth in the precinct. It describes how land should be used and developed, including layout, built form, transport, public spaces and community infrastructure, as well as retention of a market in the precinct. It also sets out a future vision and objectives for the precinct that will help guide that change.

The structure plan is informed by:

- state and local planning policies
- a range of technical studies and reports that are summarised in the Preston Market Precinct Background Report
- multiple rounds of community engagement.

Preparation of the plan has been led by the Victorian Planning Authority (VPA) in consultation with Darebin City Council, the precinct landowners, local traders and the wider community.



## 1.3 Implementation

Guidance provided in the structure plan will be implemented through the Darebin Planning Scheme. The planning scheme will be amended to introduce new controls that reflect the future vision for the precinct. Future development applications will be assessed against the structure plan and planning scheme provisions.

The structure plan will also inform the preparation of a voluntary agreement between the Council and principal precinct landowner to support the retention and enhancement of precinct qualities that cannot be regulated solely by the planning scheme controls.

## 1.4 Outcomes for Preston

This structure plan:

- retains a fresh food and variety market in the precinct, including the existing fruit and vegetable shed, and protects the market's local heritage and community values
- delivers new housing (including 10% of dwelling yield as affordable housing), jobs and services
- delivers a 10% public open space contribution<sup>1</sup>
- delivers new multi-purpose community facilities
- delivers environmentally sustainable development with high quality building and public realm design
- prioritises walking and cycling within the precinct
- provides stronger connections to the High Street shops and Preston station
- introduces stronger overshadowing controls to protect Preston City Oval.

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<sup>1</sup> This contribution is to be considered separately from any public open space made available by the level crossing removal project, which is a State Government contribution that also contributes to open space access.

## 1.5 Impacts of COVID-19

The impacts of the COVID-19 pandemic on planning and development are yet to be fully understood. Possible changes may include increased demand for suburban office space, different attitudes to high density living and reduced demand for retail floorspace due to online shopping opportunities.

Whilst there is still uncertainty regarding the outcomes from the pandemic, it is important to continue planning for development-ready urban renewal. In the longer term, it is anticipated that Victoria will continue to grow. Ensuring that a planning framework and planning controls are in place now will allow development to proceed as soon as demands increase.

The Preston Market Precinct's location within an activity centre that has excellent access to public transport, the attractions of a market and a strong surrounding residential population base means it is well positioned to respond to future changes. In this environment it is particularly important to get the planning fundamentals right and keep our options open.

The Preston Market Precinct Structure Plan provides for this by facilitating mixed use development supported by a high quality public realm that will provide opportunities for residents and visitors to meet outdoors using on-site and nearby public open space. It also provides for new jobs and homes, including affordable housing, that capitalise on the precinct's excellent access to public transport and services. The structure plan encourages flexibility in the floorspace for employment and housing and will allow development to take place over multiple stages with different mixes of land use in each building to respond to future needs.

# 2 What does the community value about the precinct?

Community engagement informed the review of existing planning controls in the precinct and the preparation of this structure plan. It helped shape the vision and objectives for the Precinct and the strategies to achieve those objectives.

## 2.1 Engagement in 2018

In 2018, the review of planning controls in the precinct included community engagement between February and April, and between July and August. The engagement program included interviews with market traders, an on-line survey, community drop-in sessions, and pop-up information and discussion sessions.

The purpose of the engagement was to understand more about the identity of the market. A Community Reference Group was established at that time to enable detailed discussions with community representatives regarding the future of the precinct.

## 2.2 Engagement in 2019

The engagement program between May and June in 2019 sought further feedback on matters of importance to the community when considering the future of the precinct.

The engagement program included an on-line survey, stakeholder meetings, 'pop-up' displays, 'kitchen table' discussions, an information display and discussion session and three deliberative workshops.

The deliberative workshops were held with 24 community representatives who explored key structure planning elements for the precinct and provided feedback on:

- future precinct success
- community facilities and public spaces
- built form, scaling and getting around
- key market elements.

## 2.3 Key messages from engagement

The key messages arising from the community engagement in 2018 and 2019 relating to future provision of features within the Precinct were to:

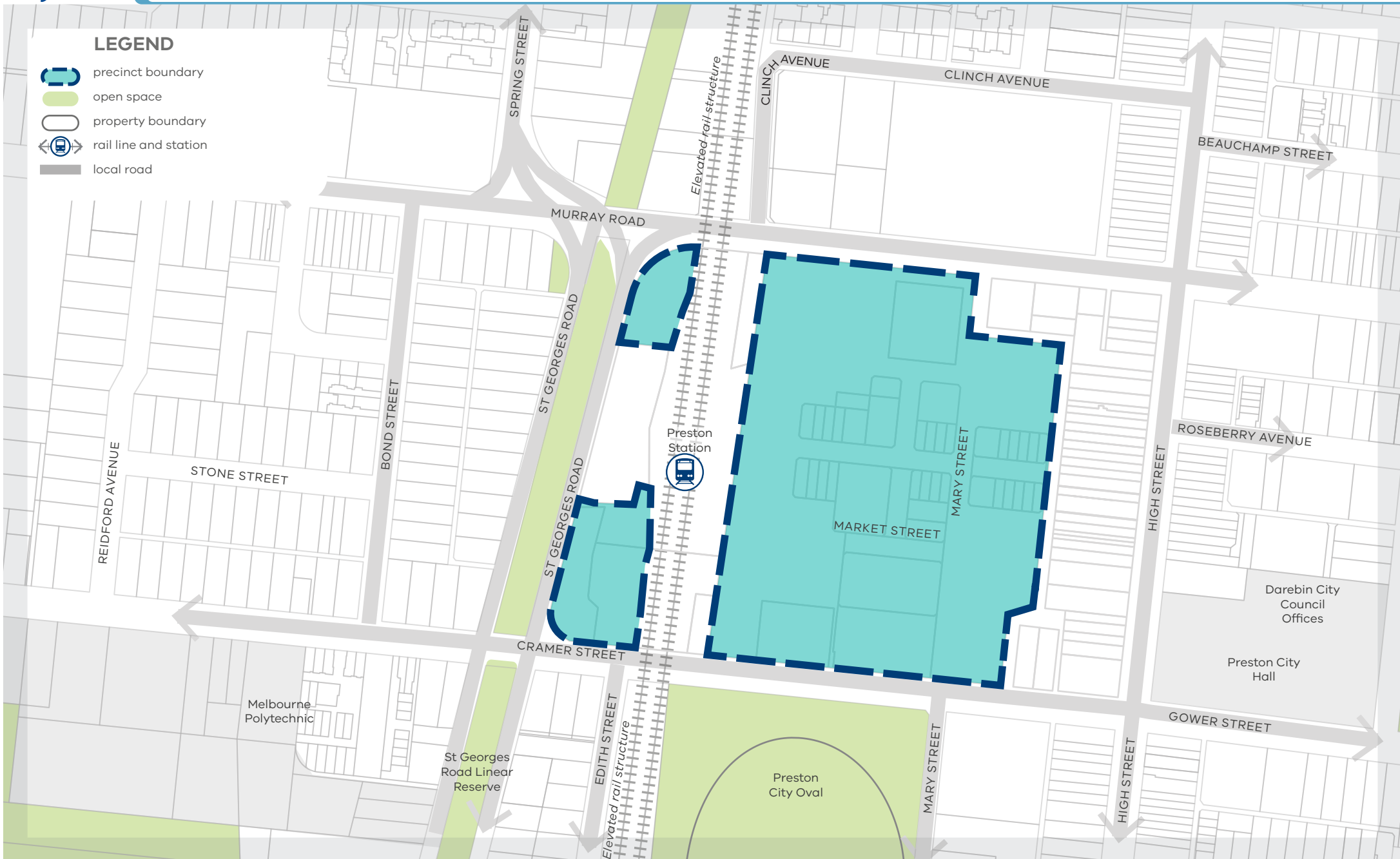
- provide a range of green open spaces in the precinct
- prioritise walking and cycling within the precinct rather than car travel
- make the precinct a sustainable built environment.

The presence of a market is highly valued by the community and should be retained in the precinct. Whilst the market's specific location in the precinct was not a key concern for the majority of people, the community agreed that the essence of the market should be preserved, including:

- the fresh food offer, with a diversity of stalls and small traders
- the meeting spaces and the open and airy feel to the spaces within and around the market
- the role of the market as a community space which caters for market events and activities.

## 2.4 The Heart of Preston

During this process, Darebin City Council prepared and endorsed *The Heart of Preston* document, which identified a number of principles and objectives to inform future development of the precinct. *The Heart of Preston* has informed the work of the VPA in preparing this structure plan.





# 3 The precinct's role and context

## 3.1 The precinct

Preston Market Precinct is 5.12 hectares in area and bordered by Murray Road, Cramer Street, St Georges Road (excluding the existing apartment building and rail corridor) and the rear of the High Street shops to the east (refer to Figure 2). It is primarily owned by one private landowner, with three other landholders and VicTrack owning smaller parcels.

## 3.2 Existing use of land

The eastern side of the precinct accommodates the Preston Market, an Aldi supermarket, a Centrelink office, an Asian grocer, and an uncovered ground level car park.

The western side of the precinct, adjacent to Preston Station, includes vacant buildings that were associated with the former Preston Bowls Club. Car parking is provided for train commuters on the eastern side of the rail line, with additional parking on the St Georges Road/Murray Road and St Georges Road/Cramer Street corners.

Preston Market is Melbourne's second largest fresh food market with around 120 traders, including green grocers, delicatessens, a meat and fish section, general food stalls, and speciality shops selling plants, clothing and sporting goods.

Approvals are in place for a 14-storey mixed use building and two 10-storey residential buildings (with ground floor retail) in the north-west corner of the precinct, as well as a nine-storey residential building on the north-east corner of St Georges Road and Cramer Street.

Several easements on the land-title are in favour of the Darebin City Council and reflect the existing accessways and aisles within the market site. There is also a Section 173 Agreement on the market title that requires 518 car parking spaces for the market plus 245 for general use.

## 3.3 Context and connections

The precinct is located on the western edge of the Preston-High Street Major Activity Centre and currently fulfils a complementary role to the small-scale goods and services offerings along High Street and the full-line supermarket to the north.

The precinct has excellent access to a range of services, facilities and amenities (refer to Figure 3), including:

- Preston Station and public transport bus services on Murray Road and High Street
- Preston City Oval, HP Zwar Park and the St Georges Road cycling and walking path
- Preston Library and Darebin City Council's offices
- Preston High School and Melbourne Polytechnic's Preston Campus
- Northland Shopping Centre (2.5 kilometres to the east), La Trobe University's Bundoora campus (5 kilometres to the north-east) and Austin Hospital (6 kilometres to the east in Heidelberg).



### 3.4 Local and metropolitan planning policy

Preparation of the structure plan has been informed by relevant state and local planning policies, including:

- *Plan Melbourne 2017-2050*
- State Planning Policy Framework
- Darebin Local Planning Policy Framework
- *Preston Central Structure Plan* (Darebin City Council, 2006).

In addition, the structure plan has been informed by technical reports commissioned by the VPA and Council.

#### 3.4.1 Plan Melbourne

*Plan Melbourne* is the Victorian Government's long-term plan for accommodating Melbourne's future growth in population and employment. Melbourne is now a global city and experiencing significant growth. New housing and employment opportunities must be made available in locations that capitalise on access to transport, infrastructure and services.

Whilst the impacts from the coronavirus pandemic are uncertain and may temporarily slow growth in some locations, Melbourne's growth outlook remains strong and the imperative to make the most of sites like the Preston Market Precinct is undiminished.

Under *Plan Melbourne*, the precinct is part of the larger Preston-High Street Major Activity Centre. The Preston Market Precinct is a strategic development site within the activity centre.

Major activity centres provide access to significant public transport infrastructure, employment opportunities, housing and a wide range of services. They are well suited to deliver higher development densities that will optimise the value of existing infrastructure.

#### 3.4.2 Preston Central Structure Plan

The Council's *Preston Central Structure Plan* (September 2006, Version 2, page 19) notes that the Preston Market Precinct, '...offers the most important opportunity for development in Preston Central'. It identifies the opportunity to retain and enhance the market and provide non-food retail as well as a large number of dwellings and, potentially, offices.

The Council has identified the need to prepare an updated structure plan for the activity centre in response to the growth of Darebin and Melbourne's population. It is in the process of updating its Preston Central Structure Plan which will consider the implications of the Preston Market Precinct redevelopment. However, to ensure consistency, the advancement of that strategy is on hold until the Preston Market Precinct Structure Plan is finalised.

# 4 Precinct issues and opportunities

The Preston Market Precinct Structure Plan is informed by fifteen background and technical reports, as well as the views of the community that were expressed during the engagement undertaken in 2018-19.

A summary of the issues and opportunities identified through the background analysis and community engagement is provided below. More information on these topics is provided in the Preston Market Precinct Background Report.

## 4.1 Use of land

### 4.1.1 Preston Market

The market is highly valued by the local community. It is a popular meeting place, cultural hub, shopping destination and source of diverse and affordable fresh food. The continuity of the market is important to the ongoing success of the precinct.

However, the market requires investment to address its ageing physical condition and upgrade its back-of-house servicing facilities. Any work to improve the market should be carried out in a manner that ensures:

- the market can continue to trade whilst works are underway. This will protect the market's viability and enable existing traders to continue to trade and retain their customers
- retention and protection of the market's unique identity and heritage. This includes elements of the market's built form, retail mix, open and airy feel, affordability and cultural diversity
- the market operator actively curates the stall tenancies to support the market's mix, diversity and product offering.

Some of those matters will not be able to be addressed through planning scheme policies or controls. Other management measures also need to be put in place to ensure that the market's unique character and operation are retained and enhanced into the future.

### 4.1.2 Non-market uses

In addition to the market, the precinct currently includes Preston Station, a Centrelink office, Aldi supermarket, Asian grocer, a total of 862 car parking spaces and three other commuter parking areas. The large at-grade car parks and existing single-storey buildings are not an efficient use of such a well located and significant site located in a Major Activity Centre. Significant opportunities therefore exist to introduce a range of residential, commercial, retail and community uses within the precinct.

## 4.2 Access, movement and car parking

The Preston Market Precinct is well located to public transport but is on an increasingly congested road network. The community has identified that the precinct does not currently provide a high standard of safety, comfort and access for public transport users, pedestrians or cyclists, and there are numerous conflicts between these users and private vehicle movements.

The *Existing Conditions Assessment* (May 2018) and *Preston Market Transport and Car Parking Strategy* (April 2021) prepared by Cardno for the VPA, identified a number of issues and opportunities to improve access, movement and carparking within the precinct.

### 4.2.1 Public transport

- The Victorian Government's level crossing removal project will improve access by removing the Cramer Street and Murray Road crossings, elevating the rail line and building a new station (due for completion in 2022).
- Buses along Murray Road and High Street provide metropolitan orbital travel and local trips.
- The #86 tram route is approximately 600 metres east of the precinct on Plenty Road.
- The proximity of the precinct to public transport provides an excellent opportunity to make better use of car parking land within the centre and to limit traffic growth in and around the precinct (refer to Figure 3, Context map).

### 4.2.2 Walking and cycling

- The precinct is within easy walking distance of a range of community, retail and commercial uses.
- The precinct is also well located within the metropolitan cycling network, including the St Georges Road shared path (known as the 'Northern Pipe Trail').
- On-street cycle lanes along Cramer Street provide east-west connectivity to the precinct but numerous wide vehicle access points create areas that are difficult to navigate via walking and cycling. The Council intends Cramer Street to become a 'Street for People', with separated bicycle lanes and a more inviting pedestrian environment.
- The existing arcade between the market and High Street provides good pedestrian access but it currently offers poor pedestrian amenity.

### 4.2.3 Car parking

- A significant portion of the precinct is dedicated to ground level car parking.
- The majority of this car parking is located at the site's interface to the surrounding areas.
- Redevelopment within the precinct will enable car parking to be better located, as well as to provide improved access and an improved pedestrian and shopper environment.

### 4.2.4 Market operations

- Traffic circulation within the precinct is poor due in part to poor signage and line-marking, and numerous conflicts between pedestrians and vehicles.
- The generous supply of existing car parking within the precinct encourages private vehicles to be the preferred mode of travel to the market.

### 4.2.5 Easements

- The market is privately owned and existing pedestrian and carriageway easements allow public access through sections of the market (such as Mary Street, Centreway, The Strand and Cook Street).
- As the market site is redeveloped, these easements may need to be reviewed and updated to ensure appropriate public access is provided to and within the market.

The precinct presents a unique opportunity to deliver an integrated transport and land use outcome. Integration of new development with the new train station and the prioritisation of public and active transport will help deliver a more sustainable and amenable precinct for the future.

## 4.3 Housing

### 4.3.1 Housing growth

Preston is experiencing significant residential growth. The precinct is well suited to accommodate some of that growth.

*Plan Melbourne* recognises the opportunity for high density housing to be near transport and services and Clause 21.03 of the Darebin City Council *Housing Strategy 2013 (updated 2015)* identifies the precinct within an area for 'Substantial Change'.

The *Preston Market Planning Review: Planning Benchmarks and Tools* study (TQ Urban Planning, July 2019 and addendum dated October 2019) noted that demographic projections indicate demand in central Preston for around 5,700 additional dwellings over the period 2016-2041. Approximately 1,200 new dwellings are expected to be delivered in the activity centre by recently approved and recently built projects. Hence, there is expected to be a need for some 4,500 additional dwellings in the overall activity centre by 2041.

The *Planning Benchmarks and Tools* study also found that the Preston Market Precinct has a key role to play in accommodating some of this future housing demand and, based on the densities achieved in comparable developments, could accommodate in the order of 2,200 dwellings. The delivery of well-planned growth in the precinct may also reduce pressure for higher density development in other parts of Preston.

The Council's *Darebin Housing Strategy 2013 (updated 2015)* estimates that 66% of the projected dwelling demand in Darebin to 2031 will be for 1 or 2 bedroom dwellings. It also identifies that some community consultation participants expressed a willingness to consider moving their families into alternative dwelling types such as higher density housing to take advantage of location and accessibility to the city. The Preston Market Precinct represents a significant opportunity to provide a range of high density dwellings that will assist in meeting this demand.

### 4.3.2 Affordable housing

The precinct also has a role to play in the delivery of affordable housing. The provision of affordable housing is an objective of the *Planning and Environment Act 1987* (the Act) and is reinforced in the State Planning Policy Framework. Affordable housing is housing, including social (public and community) housing, that is appropriate for the housing needs of very low, low and moderate-income households.

The *Preston Market Affordable Housing Strategy* (Affordable Development Outcomes, November 2020) outlines the need to negotiate, agree and deliver up to 10% of the precinct's residential yield as affordable housing through section 173 agreements between the Council and landowners.

The Strategy provides a number of options for the delivery of affordable housing, including the transfer of land, completed dwellings or an equivalent arrangement. Under any of the options, a minimum of 3% of all dwellings should be utilised as rental housing suitable for very low or low income housing as defined under the Act.

## 4.4 Market heritage

The precinct is in an area originally occupied by the Wurundjeri-willam people, who were the original owners and occupants of what are now the northern suburbs of Melbourne.

In 1837, Robert Hoddle surveyed the parish of Jika Jika, the suburb later to be known as Preston. The area was sold to land speculators in 1838 and 1839 during Melbourne's land boom. With colonial settlement came farming and market gardening, followed later by industrial, commercial and residential development.

The Preston Market opened in 1970 on the former site of the Thomas Broadhurst Tannery. Consideration of the market's heritage significance by the Heritage Council of Victoria in 2019 confirmed that it does not meet the threshold for State-level cultural heritage significance, but that the market may have cultural heritage significance at a local level. Further heritage advice commissioned by the VPA (from GJM Heritage Consultants) and Darebin City Council (from RBA Architects & Conservation Consultants) has found that the market has local heritage significance, both for its historic and social importance to the local community and because some of the design and construction elements in the market have technical heritage significance. The heritage citation prepared by RBA Architects (as amended by GJM Heritage in June 2020) states that:

- *The Preston Market is the first extensive use of space frame technology in the State. It is also an early example of computer-aided design, necessary for space frame technology.*
- *At the Preston Market, (pre-cast) concrete tilt-slab construction was employed for the outer walls, which was an early use of the system in Victoria.*

There is an opportunity to support the market's local social heritage significance by retaining key components of the existing market building and reflecting its identity and character in any new market development. GJM Heritage has prepared *Heritage Design Guidelines* (November 2020), that include a range of options based around the sensitive reuse of elements of the existing market structure, like its space frame roof, as well as ensuring that the market's open and airy feel, stall and walkway sizes and diversity are reflected in any new market development.





## 4.5 Culture and identity of the market

A common theme that emerged from community engagement is that the Preston Market is highly valued by the local community, particularly for its fresh food offer and its diversity of stalls and small traders.

The *Preston Market Quarter Identity Study* (Hello City, August 2019) was commissioned by the Council to identify elements of the market that make it special. The Study found that a number of the market's design features were of significance, including:

- the intersection of The Strand and Centreway, which is the focal point of the market
- open spaces within the market, which are small and serve as networks and thoroughfares
- street reserve widths of 8 to 15.6 metres that are wide enough to allow the programming (activation) of the space but narrow enough to provide a sense of enclosure and intensity.

The Study concluded that, as part of any future redevelopment of the precinct, the following six core characteristics are critical to maintaining current identity:

- Ensure the market remains the heart of activity; use the market streets to knit Preston together.
- Prioritise access to the market for migrant and working-class vendors and customers and celebrate their stories.
- Traders are the heart and are key to the vibrancy of the market.
- Use systems thinking to understand that the market identity and function is constantly evolving.
- Keep the market aesthetic honest, practical and unpretentious.
- Embrace the breadth of goods and services offering.

Future redevelopment should retain and build on these core characteristics to ensure the market remains a socially and culturally vibrant, economically viable and much-loved place into the future. However, because planning controls can only address built form and land use matters, other measures are needed to address precinct qualities that can't be regulated through the planning scheme.

## 4.6 Buildings and infrastructure

The precinct is underutilised at present, with a large at-grade car park and low-rise buildings. Whilst many of the existing buildings in the precinct are in good condition, the market buildings and infrastructure need major repairs or upgrades in future to ensure continued structural integrity, regulatory compliance and the maintenance of public safety. (Refer to the *Existing Conditions Report* by Napier & Blakeley Pty Ltd, September 2019).

Future development provides an opportunity to make those improvements to the market whilst maintaining its identity, heritage, character and delivering new housing and jobs. Location of the market on the eastern side of the precinct:

- retains the market in a central location where people are used to accessing it
- enables the market's most intact fruit and vegetable sheds market to be retained
- will allow the market to keep trading whilst new development occurs across the precinct
- provides a prominent street address to Cramer Street
- provides for a strong pedestrian and visual connection from the market to Preston station and High Street
- enables shared loading and servicing access from Mary Lane for the market and High Street shops.

The High Street retail and commercial strip interfacing with the east side of the precinct includes fine grain shopfronts creating a small-scale environment that can be improved as a place for pedestrians. The size and bulk of building parcels is larger in the western part of the precinct, resulting in this area having a less fine-grain and less permeable urban scale.

There is potential to extend the existing fine grain shopfront and façade articulation that exists to the east across the rest of the precinct.



The precinct does not have any close interfaces with residential or other sensitive uses, and this presents the opportunity to accommodate a taller built form in many parts of the precinct. The sole residential interface along St Georges Road and the corner of Cramer Street is partially buffered by the generous street cross sections.

However, a number of built form considerations still need to be addressed relating to pedestrian amenity at the ground level across the precinct. It is also important to protect the amenity of the residential interface referred to above and of the Preston City Oval which is located south of the precinct.

## 4.7 Environmental sustainability

In response to population pressures and climate change the State Government's Planning Policy Framework and the Darebin Local Planning Policy Framework identify the need to address sustainability in urban renewal areas like the Preston Market Precinct. There is also strong community support for achieving improved sustainability.

The precinct currently has a lack of green space and trees, poor on-site stormwater and trade waste management, extensive uncovered ground level car parking, and older buildings in need of repair or replacement.

The structure plan provides for new development that includes water sensitive urban design, better waste management and treatment, reduced energy consumption, the provision of welcoming green spaces, and improved access to public transport, walking and cycling links. New housing opportunities in the precinct will locate future residents with excellent walkable access to high quality, fresh food, transport, employment and services.

Planning for growth should be based on best practice design and development that achieves a 6 Star Green Star Communities rating certification and meets the Darebin Planning Scheme's local environmentally sustainable development policy. Future buildings should be constructed to achieve a 6 Green Star Design & As Built rating and an average 7 Star Nationwide House Energy Rating Scheme (NatHERS) accreditation.

The precinct is also subject to an Environmental Audit Overlay that identifies potential land contamination due to the previous use of the site. An environmental audit and, if necessary, site clean-up will also be required before any sensitive land uses (such as housing) can be built in the precinct.

## 4.8 Public space and community infrastructure

Population growth in the wider Preston suburb is generating the need for new open spaces and community facilities.

Development within the Preston Market Precinct will generate part of this additional future demand, and contributions towards the provision of public space and community infrastructure will therefore be needed.

The *Preston Market Precinct – Public Open Space Needs Assessment* (Mesh, 2020) investigated open space provision in and around the precinct. This included a review of the Council's *Breathing Space: The City of Darebin Open Space Strategy*.

The assessment by Mesh recommends development within the precinct make a 10% public open space contribution (comprising a combination of land and cash). Further analysis of local catchments suggests at least 6% should be provided as land, with the balance as a cash contribution toward improvements to local open space. This contribution is to be considered separately from any public open space made available by the level crossing removal project, which is a State Government contribution that also contributes to open space access.

The *Preston Market Precinct Social Infrastructure Assessment* report (ASR Research, November 2019) identifies minimum needs and opportunities for the provision of social infrastructure to service the future community in the Preston Market Precinct and potential contributions in lieu for the provision of social infrastructure in or near the precinct.

The future community living and working in the precinct will be well located to access key local, district and regional facilities by public transport. A range of new and/or upgraded facilities will also be required within the precinct (or nearby) to cater for the needs of residents living within the precinct and in the wider neighbourhood.

Redevelopment within the precinct could provide an opportunity to establish public open spaces within the precinct for relaxing or meeting, and connect the precinct with Preston City Oval and the new open spaces to be provided under the elevated rail line.

It could also provide the Council with an opportunity to:

- provide an 1,800 square metre multi-purpose community centre that includes kindergarten and maternal and child health services (the ASR assessment identifies that 100% of the demand for this is attributable to the precinct)
- encourage and support creative industries, such as through the provision of low-cost arts studio spaces and public art installations (permanent and ephemeral).

The future residents of the Preston Market Precinct will also contribute to an increased demand within the municipality for active recreation, education, library and other community services.

## 4.9 Economics and employment

Growth within the precinct and within the wider neighbourhood will create demand for the establishment of new businesses and local jobs close to Preston Station and nearby services.

The following assessments of the retail and commercial development potential of the precincts have been completed:

- *Preston Development Opportunities Assessment* (June 2018) prepared for Darebin City Council by Blair Warman Economics (BWEC)
- *Preston Market Development Potential & Economic Impact Assessment* report (April 2019) prepared by MacroPlan Dimasi for Salta Properties Pty Ltd with internal VPA peer review
- A peer review of the MacroPlan Dimasi report undertaken by SGS Economics for Darebin City Council in September 2019.

BWEC was engaged by the Council to assess the opportunity for non-retail commercial development in the precinct over the next 20 years. The assessment's findings included:

- Demand for office space in Preston activity centre is likely to be driven by local business owners, so smaller office users may be attracted to the precinct
- Population growth, demographic trends, community expectations and site location signal opportunities over a 20-year timeframe to establish the following in the Preston Activity Centre:
  - » offices (3-5 stand alone, each with around 3,000 square metres net lettable floor area)
  - » health services (3,000-5,000 square metres of new floorspace)
  - » childcare (1,500 square metres)
- The establishment of an office/medical precinct on the north west corner of the precinct along Murray Road should be considered.

The MacroPlan Dimasi report concluded that the precinct could:

- Continue to support and strengthen the on-site market with 27,500 square metres of additional retail, non-retail and entertainment floorspace (such as fitness centre, medical centre, cinema, childcare centre and bank uses) and 5,000 square metres of new office space
- Strengthen the role, offering and catchment of Preston-High Street Major Activity Centre as a whole
- Support up to 1,400 ongoing jobs
- Increase shopping choice and convenience without threatening the viability of High Street traders.

The SGS peer review report concluded that the assumptions were generally reasonable and within industry benchmarks, and that whilst the assessment was based on 2,500 apartments, the scale of development proposed is within anticipated demand given the projected growth for the area.

It did identify that further consideration is warranted of the unique opportunities the market provides, including lower rent retail, which allows innovative retail responses and business incubation. These opportunities could be reduced if replaced with more mainstream retail. Further economic impact assessment will be required by development applications in the precinct.

## 4.10 Drainage

A Special Building Overlay (SBO) within the Darebin Planning Scheme covers parts of the Preston Market Precinct. SBO's apply to urban areas that are subject to stormwater flooding due to limitations associated with local stormwater infrastructure.

A *Stormwater Drainage Assessment Report* (Cardno September 2019) carried out detailed investigations and flood analysis of the precinct, including for the effects of climate change. The report indicated that:

- Flooding on the site is more limited than suggested by the existing SBO boundaries
- Most of the flooding is within the 'safe' flood hazard category (generally safe for people, vehicles and buildings)
- Drainage issues will not prevent development in the precinct. However new development will need to incorporate effective water management solutions, site layout and, where required, compensation flood storage.

The existing rail line acts as a levee separating flood events to the east and west. Elevation of the line (as part of the level crossing removal project) must maintain adequate flooding separation.

The development of the precinct provides the opportunity to implement Water Sensitive Urban Design (WSUD) features to provide irrigation to surrounding open spaces.



# 5 Precinct vision and objectives

The future vision and supporting objectives for Preston Market Precinct were outlined in the *Preston Market Planning Review* (October 2018). They were prepared in response to state and local planning policies and feedback from community engagement.

The future vision for the precinct is as follows:

*“The Preston Market Precinct 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 precinct welcomes a diverse community from the local area and across Melbourne.”*

## 5.1 Objectives

The vision for the precinct is supported by five principles and their objectives. They were developed through the process of community consultation in 2018 and the input of the Community Reference Group. Future development in the Preston Market Precinct should be planned and designed to meet these principles and objectives.



### A thriving fresh food and variety market

1. Support the continuous operation of a thriving fresh food and variety 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 existing 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 the Preston-High Street activity centre.
5. Maximise opportunities for existing traders to continue to operate during and after redevelopment.

*Strategies relating to these objectives are in Sections 6.2 (Land Use) and 6.3 (Built Form and Design).*



### A diversity of land uses and 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 the provision 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 traders.

*Strategies relating to these objectives are in Sections 6.2 (Land Use) and 6.3 (Built Form and Design).*





### Culturally diverse character and 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.

*Strategies relating to these objectives are in Sections 6.2 (Land Use) and 6.3 (Built Form and Design).*



### A sustainable, liveable and 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 Precinct with the Preston Station and High Street through improved connectivity, the logical arrangement of land uses and appropriate interface treatments.
17. Encourage a modal shift to public and active transport, prioritising walking, cycling and public transport – in that order.

*Strategies relating to these objectives are in Sections 6.3 (Built Form and Design) and 6.4 (Access, Movement and Car Parking).*



### Flexible and efficient parking and 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-proofed 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.

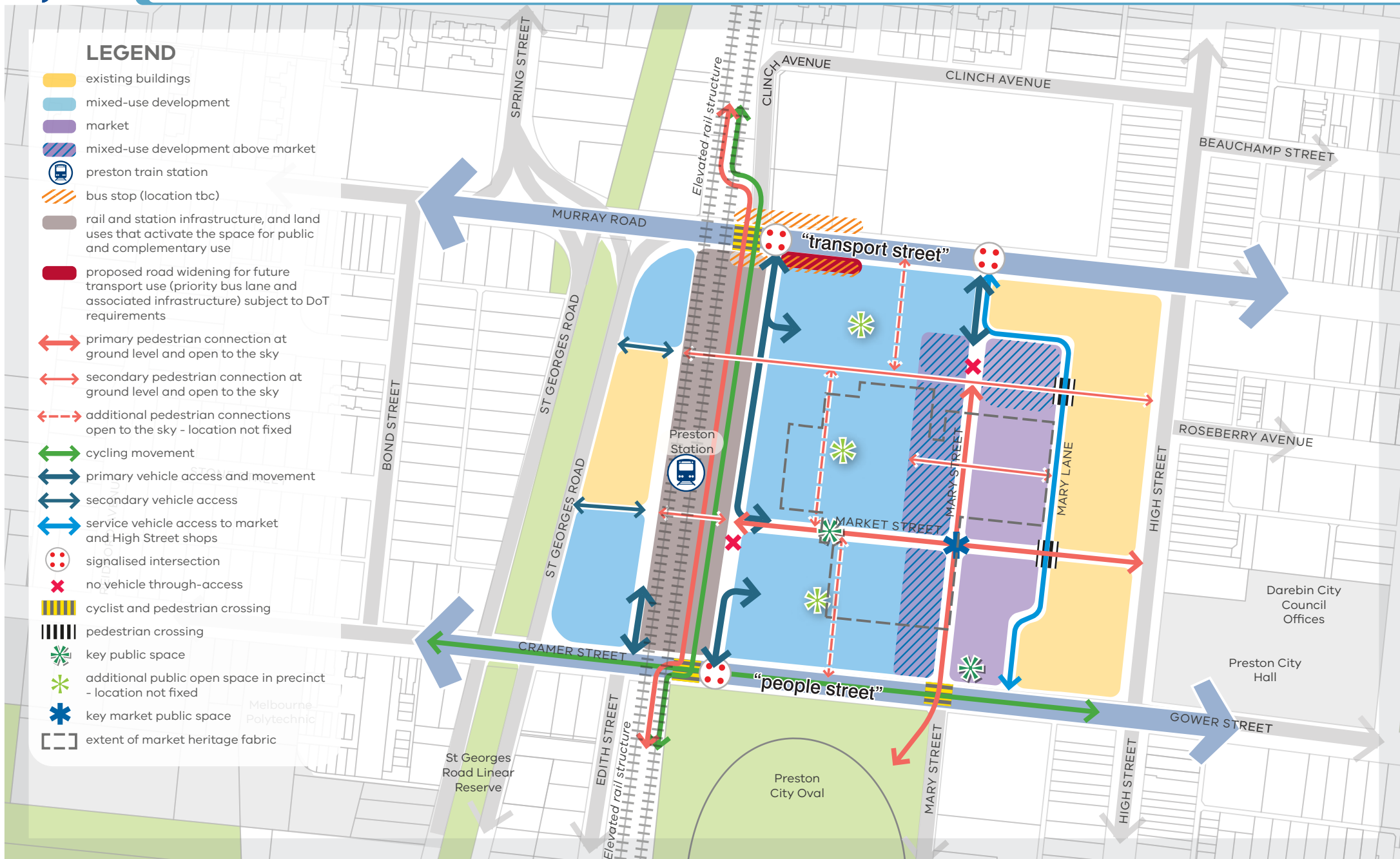
*Strategies relating to these objectives are in Section 6.4 (Access, Movement and Car Parking).*

## 5.2 Capturing additional value

As a strategic development site located within the Preston-High Street Major Activity Centre, redevelopment of the precinct will deliver additional benefits for the local and wider communities through:

- affordable housing, commercial opportunities, public open spaces and community facilities provided in the precinct
- additional employment opportunities for local residents during construction, and in new businesses establishing in and servicing the precinct
- sustainable development and public realm initiatives
- improved public transport services, public realm and active transport links delivered by the Victorian Government's level crossing removal project.

The structure plan will guide governments, agencies, landowners and developers in unlocking and delivering that value.



# 6 Framework plan and strategies

The structure plan vision and objectives have informed preparation of the Framework Plan. The Framework Plan is supported by strategies to guide development in the precinct, and ensure the vision and objectives are realised, under the following key headings:

- Land use
- Built form and design
- Access, movement and car parking.

Plans for built form and design and for access, movement and car parking are provided to support the strategies.

## 6.1 Framework plan

The Framework Plan (Figure 4) brings together and summarises the land use, built form and access elements of the Preston Market Precinct Structure Plan.

The plan illustrates the key components of a thriving mixed-use higher density precinct with a fresh food market, a mix of housing choices, commercial and office space, retail premises, community facilities and inviting public spaces.

## 6.2 Land use

With Preston Market as a centrepiece, the precinct will support an increase in jobs, services and housing delivered at higher densities appropriate to the precinct's strategic location and role.

The Framework Plan for the precinct reflects many of the objectives noted in Section 5.1. In particular, the plan reflects the need for:

- the continuous operation of a thriving fresh food and variety market as a fundamental element of the site
- a high level of visibility and address to the market and support for its prominence as the focal point of the Preston-High Street Major Activity Centre
- an increase in the jobs, services and housing delivered through development of the site, at an intensity appropriate to the precinct's location and strategic role

- delivery of publicly accessible spaces that are safe, comfortable and accessible to all through the arrangement of land uses and the provision of key connections
- integration of the Preston Market Precinct with the Preston Station and High Street through improved east-west connectivity, the logical arrangement of land uses and appropriate interface treatments
- the provision of affordable housing that meets the future needs of Preston
- 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
- 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.

Retail and commercial development in the precinct will complement the vibrancy and viability of the market and High Street, with a diversity of business that includes small scale trading opportunities.

The precinct will have a range of housing opportunities, including affordable housing that helps meet the future needs of the area.

The precinct will have a pedestrian focus, excellent connections to public transport and a range of accessible, welcoming and safe public spaces available for residents, workers and visitors to enjoy.

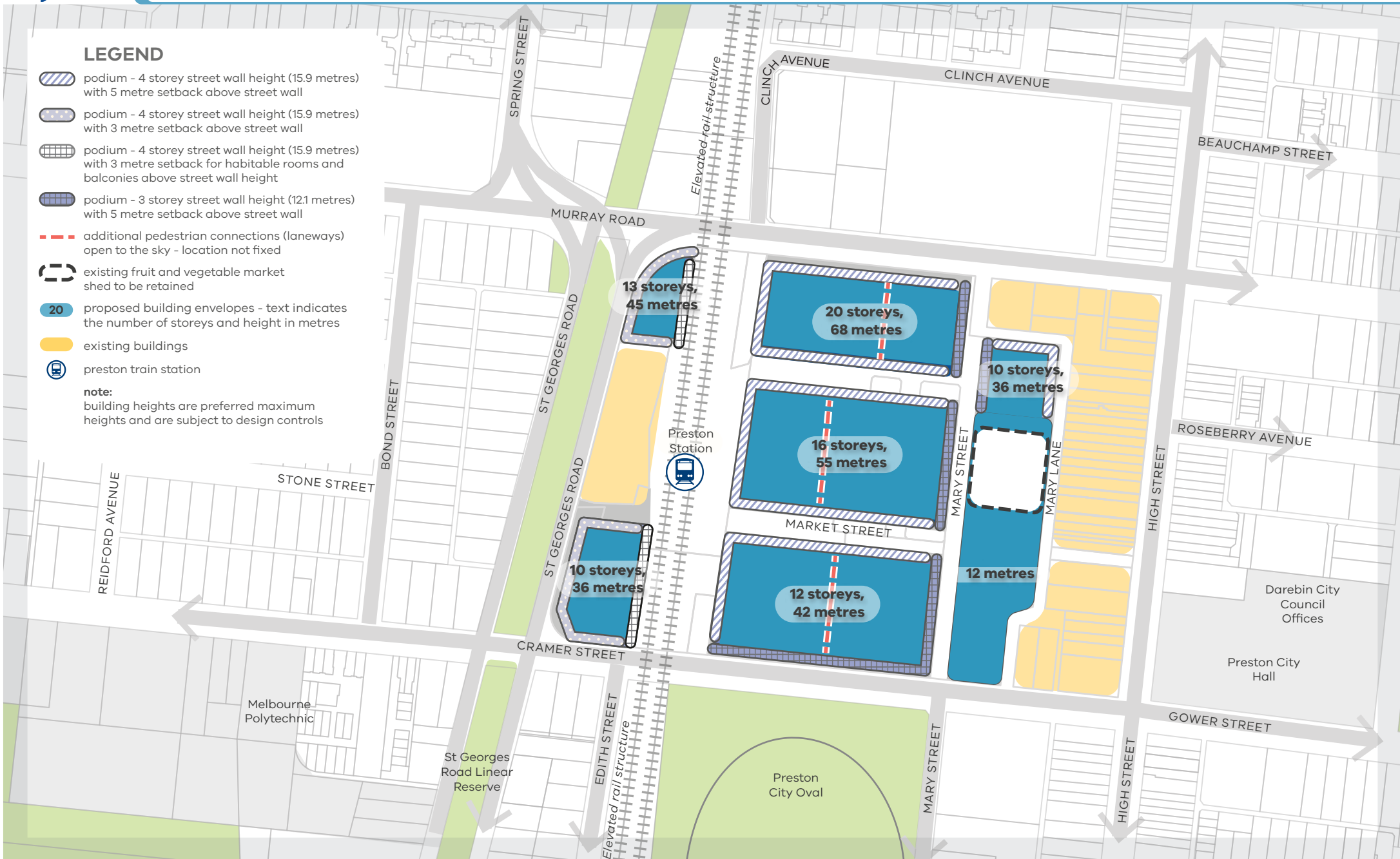
### 6.2.1 Land use strategies

The following strategies respond to the vision and objectives and should guide the delivery of land use outcomes in the precinct.

Land use - general	
L1	Deliver a mix of uses in the precinct focused around a fresh food and variety market, and comprising higher density residential, retail, commercial, office, entertainment and related facilities and services.
L2	Deliver activities that complement the vibrancy and viability of the Preston-High Street Major Activity Centre and in particular the operation of Preston Market and the High Street retail and commercial strip.
L3	Locate land uses in general accordance with the locations identified on the Framework Plan (Figure 4).
L4	Provide approximately 2,200 higher density dwellings that include: <ul style="list-style-type: none"><li>» a diversity of dwellings including apartments and townhouses with 1, 2 and 3+ bedrooms</li><li>» 10% of the precinct's dwelling yield provided as affordable housing (as defined in the <i>Planning and Environment Act 1987</i>) or an equivalent contribution by the developer.</li></ul>
L5	Provide approximately 27,500 square metres of retail, entertainment and other commercial floorspace in the redeveloped precinct.
L6	Provide approximately 5,000 square metres of office floorspace in the redeveloped precinct.
L7	Provide a range of lease options for market tenants including affordable rental options.
L8	Develop a "vertically zoned precinct". The first two floors of non-market buildings should generally provide for non-residential uses, with residential uses above and some ground-floor townhouses on laneways.
L9	Deliver community facilities that meet the needs of future residents and workers in the precinct, including a centrally-located multi-purpose community facility of 1,800 square metres that includes a kindergarten and maternal and child health care.
L10	Ensure new housing is designed and located so that it does not directly interface with market loading/service areas, to minimise amenity impacts associated with early morning market activity.

Land use - Preston Market	
L11	Retain a vibrant, diverse and affordable market in the precinct that sells a range of fresh food and other goods and has a trading area at least equivalent to the existing market's trading area.
L12	Trading areas and public spaces within the market should be a minimum of 12,700 square metres gross floor area.
L13	Ensure that a renewed fresh food market is delivered in the early stages of development within the precinct.
L14	Ensure the market is light, bright, open, airy and the centrepiece of the precinct.
L15	<p>Locate the market to have a prominent street frontage with a high level of visibility and welcoming entry to Cramer Street and a visual connection to Preston City Oval.</p> <p>The market should also have a visual connection to Murray Road and to the Preston Station.</p>
L16	Allow the opportunity to extend market activities outside the market building and into adjoining public open spaces.
L17	Ensure the retained fruit and vegetable sheds continue to host market uses as part of the new market design.

Public spaces	
L18	<p>Public open spaces should:</p> <ul style="list-style-type: none"> <li>» be welcoming, safe, comfortable, accessible and well connected, to enhance the sense of place and community</li> <li>» be provided at a mix of sizes that enable different types of passive and active recreation activities for a diversity of open space users, including community gardening.</li> </ul>
L19	Provide a 10% public open space contribution (as a combination of land and cash with a minimum of 6% as land) to meet the needs of future residents, workers and visitors. 30A Cramer Street and 102 St Georges Road are excluded from this as the level crossing removal project already provides a contribution to open space.
L20	Provide at least 25% of the public open space contribution in the precinct in a single consolidated land parcel.
L21	Provide a minimum width (in any dimension) of 20 metres for all public open spaces, unless appropriate open space purpose, amenity and functionality can be demonstrated. Public open spaces provided as green links should have a minimum width of 12 metres.
L22	Position and orient open space to maximise access to sunlight.
L23	Ensure provision is made for new public open spaces along major pedestrian links through the precinct and adjacent the market.
L24	Provide a welcoming public open space at the southern frontage of the market to Cramer Street, to build on the street's civic character.





## 6.3 Built form and design

The structure plan supports growth at a higher density, to optimise the opportunity for residents and workers to easily access services and transport in a high amenity environment.

The Built Form and Design Plan reflects many of the objectives noted in Section 5.1. In particular, the plan reflects the need to:

- ensure the precinct retains a market with at least an equivalent trading area as the existing market, and that reflects the existing market's fine grain of tenancies and open, light and airy feel
- deliver appropriate staging of development that will support the ongoing operation of existing market traders, High Street traders and any potential works associated with Preston Station and adjoining land
- ensure the cultural heritage significance and character of the market is reflected in the built form design
- support opportunities for integrating environmentally sustainable design (integrated water management, urban greening, etc) with development of the site
- ensure the built form provides safe and comfortable public spaces including adequate access to daylight and protection from harsh climates (including wind)
- ensure protection of sunlight access to Preston City Oval and key public spaces within the precinct
- integrate environmentally sustainable design (integrated water management, urban greening, etc) with development of the site.

New development will integrate housing, services, retail and commercial floor space in a sustainable, liveable precinct that integrates with Preston Station, High Street and the remainder of the activity centre. It will be characterised by high quality urban design and built form with welcoming public spaces that connect the precinct and provide places for people to meet.

New development should ensure that the use of space and materials reflect the existing character of Preston.

Taller buildings should be located in the north of the precinct, transitioning to lower scale development that responds to the precinct's surrounding context and allows solar access to public areas.

Buildings will be at a lower scale where they abut street edges to respond to a human scale. Active building frontages will be encouraged at ground level to support a vibrant and active public realm.

Key built form and design elements are illustrated in Figure 5.

### 6.3.1 Built form and design strategies

The following strategies respond to the vision and objectives and should guide the delivery of built form and design outcomes in the precinct.

Building form and scale	
B1	Deliver high quality architecture and urban design in the precinct which respects the honest, functional and authentic use of space.
B2	Encourage the use of materials that reflect the character, grit and diversity of Preston.
B3	Encourage development at a variety of scales and forms that corresponds with the precinct's surrounds and strategic context and complements the precinct's interface with neighbouring areas.
B4	Break the precinct into smaller blocks with new streets and public accessways that help create a 'village of buildings' set in a fine grained, liveable neighbourhood that is inviting and interesting from the ground floor up.
B5	Ensure north-south orientated public accessways ('additional pedestrian connections (laneways)') are located between 50 metres to 75 metres from a street shown on the plan.
B6	Provide ground level visual connections from the Market to Murray Road, Cramer Street and Preston Station.
B7	Design buildings and articulate streetscapes to provide active ground floor interfaces and passive surveillance to streets and public spaces.
B8	Orient large buildings and detail building façades to minimise adverse wind effects on streets and public spaces.
B9	Provide appropriate protection from the adverse impacts of sun, wind and rain for pedestrian priority streets and public spaces.
B10	Break up buildings with a wide street frontage into smaller vertical sections to minimise the visual impact of large buildings on the public realm and help create fine-grain neighbourhoods.
B11	Position building entries away from intersections to avoid further congestion.
B12	Use high quality public realm materials designed for function, amenity, longevity and ease of maintenance.

Building heights and setbacks	
B13	Focus taller buildings in the north of the precinct toward Murray Road, to minimise overshadowing to key public spaces, Cramer Street and Preston City Oval.
B14	Reduce building heights in areas closer to High Street and Preston Market to avoid significant changes in built form height.
B15	<p>Deliver a variety of building heights and generous setbacks, whilst maintaining the human scale at ground level by ensuring that:</p> <ul style="list-style-type: none"> <li>a. buildings in excess of 10 storeys (31.5 metres) adopt a tower and podium form:</li> <li>b. street walls fronting the precinct's key public spaces are no more than 3 storeys in height</li> <li>c. other street wall heights are no more than: <ul style="list-style-type: none"> <li>» 3 storeys in areas adjacent to market uses and Cramer Street</li> <li>» 4 storeys throughout the remainder of the precinct,</li> </ul> </li> <li>d. buildings are set back above street wall height the minimum distance as shown on the Built Form and Design Plan (Figure 5).</li> <li>e. buildings are set back above street wall height a minimum of 3 metres where abutting additional pedestrian connections (laneways).</li> </ul>
B16	<p>Design buildings to be separated from other buildings above street wall height to allow adequate access to daylight, sunlight, visual privacy, outlook and ventilation by providing:</p> <ul style="list-style-type: none"> <li>a. a minimum separation of 20 metres, or a reduction to a minimum of 10 metres if access to amenity and privacy outcomes can be demonstrated for residential buildings, or</li> <li>b. a minimum separation of 10 metres for non-residential buildings</li> </ul>
B17	Design building podiums to provide a human scaled street interface, rich in detail and tactility, with active uses engaging with the street.
B18	Activate podium rooftops as accessible spaces offering amenity and landscaping.







### Building heights and setbacks

B19	<p>To allow daylight and winter sun access to public spaces within the precinct, locate and arrange buildings to deliver the following outcomes:</p> <ul style="list-style-type: none"> <li>» no shadowing of Preston City Oval's playing surface between 11am and 2pm at the Winter Solstice</li> <li>» no shadowing of at least 25% of the central key public space within the precinct between 11am and 2pm at the Winter Solstice</li> <li>» no shadowing of the remainder of the central key public space within the precinct between 11am and 2pm at the Spring Equinox.</li> </ul>
B20	<p>Building setbacks and street widths should help maintain the human scale and facilitate solar access at ground level, as follows:</p> <ul style="list-style-type: none"> <li>» streets that will take vehicles in a 2-way arrangement or one way and parking, should have a minimum width of 13.5 metres</li> <li>» laneways and pedestrian links should be at least 6 metres wide and, where suitable, lined by active frontages.</li> </ul>

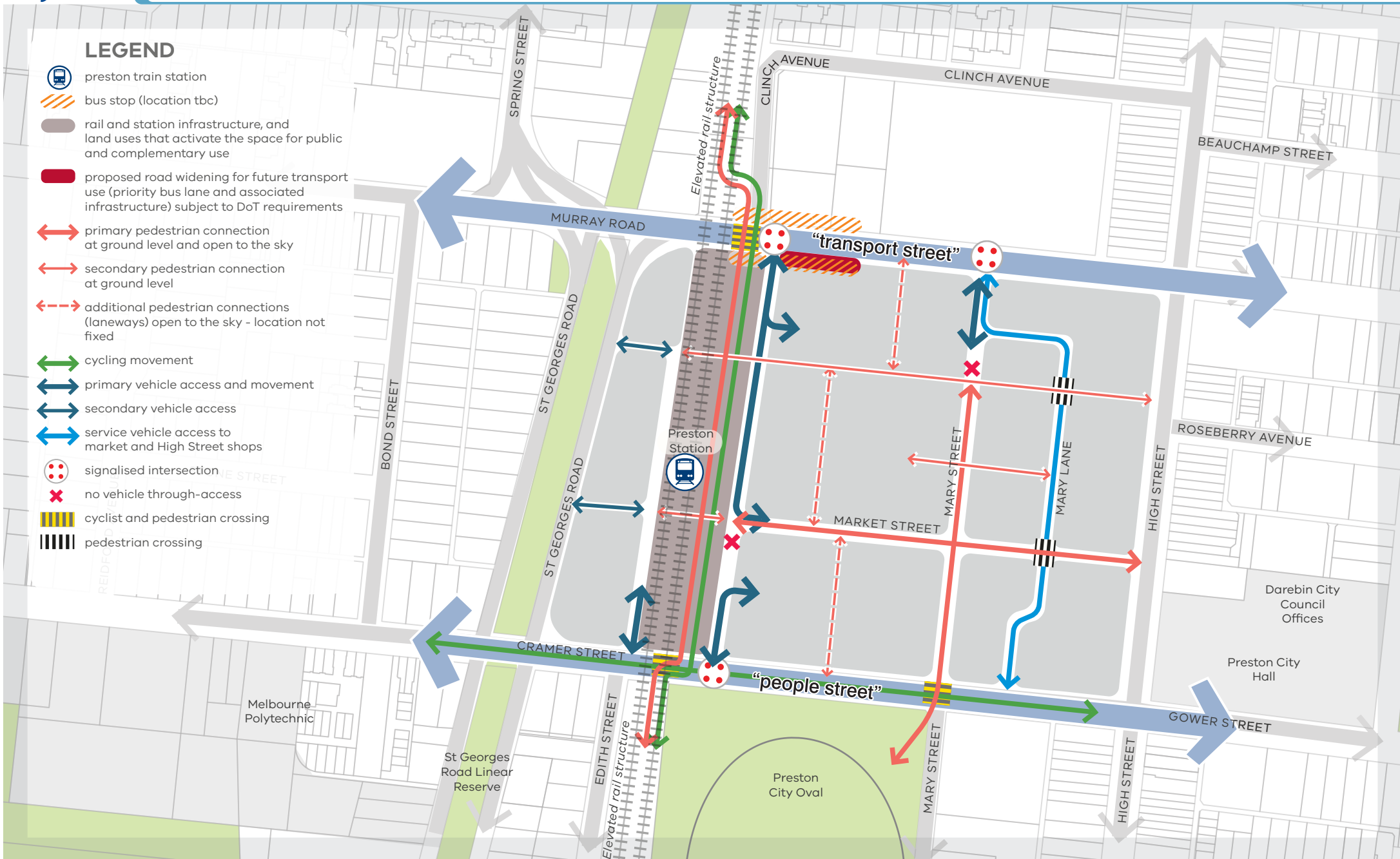
### Detailed design

B21	Provide continuous weather protection along main streets, main street frontages and exposed pedestrian laneways.
B22	Design and integrate ground floor services into service cabinets, or relocate those services to another level, to minimise impacts on the public realm.
B23	Design roof spaces to hide plant and equipment from the public realm and, where possible, use them as outdoor recreational spaces.
B24	Ensure clear separation between visitor access and services by locating service cabinets internal to loading, waste or parking areas to minimise impact on the public realm.
B25	Design the public realm to enhance connectivity and access under the (grade separated) railway corridor, by providing conveniently located pedestrian and bicycle routes which connect the new structure of the precinct into the railway environment.
B26	Design the public realm to integrate the station into the precinct by connecting primary pedestrian movements to the station forecourt(s).
B27	Ensure built form provides active frontages to key public realm spaces abutting the station forecourts and along the railway corridor interface.
B28	Provide opportunities for passive surveillance of the station environment and public realm spaces, through strategically positioned building entry points, upper level balconies and habitable rooms with windows.
B29	Design buildings to avoid 'dead end' space or isolated pockets of land adjacent to the rail corridor that are not afforded passive surveillance opportunities.
B30	Design buildings to respond to the environmental impacts of the railway corridor by addressing and mitigating conditions such as noise, vibration and wind to comfortable levels.

Heritage and interpretation guidelines	
B31	Redevelopment of the market should maintain its fine grain of tenancies and open, light and airy environment.
B32	Redevelopment of the market must meet the requirements of the Preston Market Heritage Design Guidelines, including to: <ul style="list-style-type: none"> <li>» reflect the cultural heritage significance, identity and character of the existing market through the sensitive design, layout and activation of new or relocated market building elements</li> <li>» retain in-situ the existing fruit and vegetable shed, as shown on the Built Form and Design Plan (Figure 5)</li> <li>» retain the existing market's pedestrian and spatial qualities, including a similar number and mix of stalls, and similar sized aisle widths and floor to ceiling heights</li> <li>» ensure the existing market's street grid and primary cruciform layout remains legible and accessible in any new market building.</li> </ul>
B33	Redevelopment of the market should utilise the Preston Market Heritage Interpretation Strategy to guide the preparation of further interpretation plans and designs.
B34	Provide the market with active edges and high permeability, where compatible with retained space-frame / tilt-up concrete elements.
B35	Ensure daylight access to key pedestrian spaces within the market.
B36	Consider the potential for a second storey and/or mezzanine level to be built under part of the market canopy, to help create an active street focus with safety and surveillance that will enhance the market experience, where compatible with retained space-frame elements.
B37	Provide inviting public spaces in the market for people to meet and eat, particularly at key pedestrian intersections and within aisles.
B38	Provide opportunities to extend market activities into the public spaces around the market building.
B39	Ensure the built fabric surrounding the market is complementary to and compatible with the market's function and identity.
B40	Ensure that the built form height of the market area does not exceed 12 metres, unless specified on the Built Form and Design plan.

Environmental sustainability	
B41	Redevelopment in the precinct must incorporate environmentally sustainable design (ESD) initiatives that meet local and state policy objectives and deliver a 6 Star Green Star Communities rating, a 6 Green Star Design & As Built rating and an average 7 Star Nationwide House Energy Rating Scheme accreditation.
B42	Energy supply should draw on renewable energy where possible, including generation on-site.
B43	Design of buildings should consider ways to reduce energy consumption which includes siting through solar access and appropriate materials and finishes to buildings or surfaces.
B44	Waste collections services should include organic waste and green waste services.
B45	Water Sensitive Urban Design principles should be adopted across the precinct, including collecting rainwater for use in passive irrigation or building services such as toilet flushing to reduce the demand on potable water supply.
B46	Redevelopment in the precinct must be designed and built to manage any associated flood water displacement to an acceptable level.
B47	Selection of species for vegetation should consider appropriately adaptive species which accommodate climate resilience and have substantial canopies to reduce the urban heat island effect wherever possible.

Landscaping	
B48	Provide high quality and cohesive landscape treatments throughout the precinct within public open spaces, streets and laneways, and at key interfaces and precinct entrance points.
B49	Provide deep soil zones to enable significant canopy trees to be established in public open spaces and streets within the precinct.
B50	Provide consistent informational and way-finding signage, lighting and street furniture across the precinct.
B51	Ensure age-friendly and accessible landscape treatments to all public areas.
B52	Provide for the adaptive reuse of the space frame structure of the market buildings in the landscape/public realm in accordance with the Heritage Design Guidelines.





## 6.4 Access, movement and parking

The Access, Movement and Car Parking Plan reflects many of the precinct objectives noted in Section 5.1, including to:

- support integration of the Preston Market Precinct with the Preston Station and High Street through better connectivity, arrangement of land uses and appropriate interfaces
- encourage a modal shift to public and active transport, prioritising walking, cycling and public transport – in that order
- 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
- provide a planned approach to construction management that ensures disruption impacts on the market use are minimised, including the provision of car parking
- 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.

Redevelopment of the precinct and the provision of clear connections to and through the area will encourage the use of public transport, walking and cycling as viable alternatives to private vehicle use. In particular, improved walking and cycling links will be provided between the train station and High Street shops, and between Cramer Street and Murray Road.

The precinct will also have improved parking for vehicles and bicycles, as well as loading arrangements that minimise conflict points between pedestrians and vehicles.

To ensure that traders continue to have necessary access for deliveries, existing easements that provide rights of carriageway will be kept or relocated to reflect the access arrangements agreed as part of any future redevelopment of the market.

Key access, movement and car parking elements are illustrated in Figure 6.

### 6.4.1 Access, movement and car parking strategies

The following strategies respond to the vision and objectives will help guide the delivery of access, movement and car parking outcomes in the precinct.

Connectivity	
A1	Design spaces and streets in the precinct with walking and cycling priority, followed by vehicles.
A2	Provide clearly signed service vehicle access into the precinct that minimises conflicts with pedestrian and cycling movements.
A3	Provide convenient and welcoming street and laneway connections through the precinct to ensure walkability, safety and accessibility.
A4	Design spaces and streets to ensure efficient connections between bus stops and station entrances.
A5	The precinct should address the new rail corridor open space provided by the level crossing removal project, with east-west pedestrian priority from the station through the precinct having precedence over north-south movements, except where necessary.
A6	Ensure east-west secondary connections deliver continuous connections from the precinct through to St Georges Road.
A7	Prevent through-traffic by limiting the amount of direct north-south connectivity for vehicles between Cramer Street and Murray Road. This should include prohibiting through-traffic along the western edge of the precinct.
A8	Ensure new pedestrian connections are safe and provide a line of sight from Murray Road, Cramer Street and the new internal site streets.
A9	Prioritise the delivery of walking and cycling links between: <ul style="list-style-type: none"> <li>» St Georges Road (including the St Georges Road shared user path), Preston Station, Murray Road bus stops, the market and High Street</li> <li>» Murray Road through the precinct to Preston City Oval.</li> </ul>

Connectivity	
A10	Provide connectivity and integration with the surrounding transport network, by ensuring that new development in the precinct delivers the transport infrastructure shown on Figure 6 (Access, Movement and Car Parking Plan).
A11	Use separated bicycle lanes on Cramer Street as the primary east-west cycle route for the precinct.
A12	Design the primary entry point for trucks and service vehicles accessing the precinct to be from Murray Road.
A13	Preference eastbound vehicles on Murray Road to enter the northern areas of the precinct via the Mary Street access point, to avoid excess queuing at Cinch Avenue.
A14	Design the precinct's interface with Murray Road to allow for proposed road widening to accommodate future transport uses (ie. priority bus lane and associated infrastructure) subject to DoT requirements.
A15	Design and protect key public accessways through Preston Market as rights-of-way, to ensure ongoing and safe public access to and through the market site, including during non-market trading hours.
A16	Keep or relocate existing easements that provide rights of carriageway, to reflect the access arrangements agreed as part of any future redevelopment of the market.
A17	To encourage active transport options, provide generous bicycle parking opportunities and end of trip facilities within the precinct in public areas and in private developments.
A18	Include charging facilities for electric vehicles in residential car parking
A19	Adopt car park floor-to-ceiling heights of 3.1 metres that allow for adaptive reuse in the future.
A20	Integrate the precinct with existing cycling networks on Cramer Street and St Georges Road and proposed pedestrian and cycling paths along the rail line.
A21	Provide clear wayfinding, including signage within the precinct.



Car parking	
A22	In response to the precinct's excellent access to the Principal Public Transport Network and walking and cycling paths, require future car parking to be provided at a rate that discourages private car use to avoid congestion and encourage alternative transport options.
A23	The provision of car parking offered within the precinct for non-market uses should be consistent with Column B of Clause 52.06.
A24	Where possible, locate car park access points off internal streets closer to Murray Road, to minimise the impact of vehicle movements within the precinct.
A25	Avoid direct access to building car parks from Cramer St and Murray Road.
A26	Maintain at least the same number of car parking spaces as currently provided for the existing market.
A27	Investigate opportunities for the market's car parking to be shared with other precinct users when the market is closed.
A28	Locate car parking below ground or above ground level subject to being sleeved by residential, commercial or other appropriate land uses.

Loading/unloading and service vehicles	
A29	Improve safety and operational efficiencies by separating loading, servicing and car parking areas from ground level pedestrian areas.
A30	Ensure that retail and market loading/unloading operations are separated from private and market car parking, for example through locating market loading and servicing below ground.
A31	Provide access to the market's loading/unloading and servicing areas via Mary Lane, which will be the primary service access for the precinct and High Street shops.

# 7 Implementation

The structure plan is the strategic document that sets the vision, objectives and strategies to guide future development in the Preston Market Precinct.

The Plan has also informed and supports the introduction of a new statutory planning control in the form of an Activity Centre Zone across the precinct, which will be implemented through an amendment to the Darebin Planning Scheme.

It is also likely that, in the future, the remainder of the Preston-High Street Major Activity Centre will be rezoned by the Council to an Activity Centre Zone. That future rezoning will not alter the zoning introduced for the precinct in alignment with this structure plan.

In addition to the structure plan and planning controls, future development proposals will be managed through voluntary (but binding) supporting agreements that address matters such as the provision of affordable housing and community facilities, retention of a market in the precinct, the management of the market's cultural heritage significance and the management of traffic movements, construction activities and open spaces. These are important matters supported by the community that can't be achieved by planning controls alone.

## 7.1 Actions

Table 1 provides a summary of the actions required to support implementation of this structure plan.



Table 1: Summary of actions

Item	Actions	Responsibility	Timing
1. Planning scheme amendment	<p>Amend the Darebin Planning Scheme to include an Activity Centre Zone and schedule that facilitates delivery of the vision and objectives for the precinct, a development contributions mechanism, and a response to the site's heritage.</p> <p>Amongst other things, the zone controls should address land use, built form and design, and access and movement requirements, including:</p> <ul style="list-style-type: none"> <li>• retention of a market in the precinct (including heritage requirements and retention of the intact fruit and vegetable shed)</li> <li>• preferred building heights and setbacks</li> <li>• overshadowing controls</li> <li>• public open space provision, and</li> <li>• ESD requirements.</li> </ul> <p>The amendment should also require appropriate supporting documents to be submitted as part of any future development application when requested by the responsible authority. These may include:</p> <ul style="list-style-type: none"> <li>• 3D Massing Model (for applications over 3 storeys in height)</li> <li>• Green Star 'Communities' and/or 'Design' Assessments</li> <li>• Transport and Parking Report</li> <li>• Integrated Water Management Plan</li> <li>• Heritage Impact Statement</li> <li>• Heritage Interpretation Plan</li> <li>• Development Staging Plan</li> <li>• Public Infrastructure Plan</li> <li>• Market Continuity and Transition Plan</li> <li>• Noise, Vibration and Light Spill Report for development immediately adjoining the Mernda Rail Line</li> <li>• Acoustic Report for noise impacts associated with loading and unloading from the redeveloped market</li> <li>• Servicing Report</li> <li>• Wind Assessment Report</li> <li>• Waste Management Plan</li> <li>• Assessment of how the development contributes to the residential density, retail floorspace and office floorspace targets.</li> <li>• Affordable Housing Delivery Plan.</li> </ul>	VPA to recommend to the Minister for Planning	2021



Item	Actions	Responsibility	Timing
2. <b>Affordable housing</b>	Enter into a Section 173 Agreement on the delivery of affordable housing within the precinct, including the amount and delivery approach.	Council and landowner	Prior to development approval
3. <b>Public open space</b>	Amend Clause 53.01 of the Darebin Planning Scheme to require delivery of 10% public open space within the precinct (excluding the LXP sites to the west of the railway line) as a combination of land and cash.	VPA	As part of planning scheme amendment
4. <b>Commitment to the market's future</b>	Enter into an agreement to ensure the ongoing and successful operation of Preston market into the future.	Council and landowner	In parallel with of the planning scheme amendment
5. <b>Preston Market Management Plan</b>	Work with the market owners to prepare a Market Management Plan that includes the attraction and prioritisation of existing stallholders selling goods authentic to migrant communities reflective of Darebin's community.	Council	Prior to completion of redeveloped market
6. <b>High Street access</b>	Deliver improved pedestrian connectivity from High Street to the Preston Market Precinct.	Council	Prior to completion of redeveloped market
7. <b>Marketing</b>	Develop and deliver coordinated marketing and programming for: <ul style="list-style-type: none"> <li>the market's public spaces, to support traders and strengthen the use of the market as a public place with diverse uses for the wider community</li> <li>the public spaces in the wider precinct.</li> </ul>	Council and landowner	On completion of redeveloped market and ongoing

## 7.2 Monitoring and review

Implementation of the structure plan will occur progressively over a period of years. It is likely the aspirations and needs of the community will change as the Preston Market Precinct and the Preston-High Street Major Activity Centre grow.

To ensure the structure plan is achieving the precinct vision, it should be reviewed by the City of Darebin every five years and the Minister for Planning should be informed of the outcomes of those reviews. Structure plan reviews should take account of any new information, including the release of ABS data, the timing of new development and infrastructure delivery, and updates or changes to State or local policy.

The five yearly structure plan review will ensure it remains relevant and consistent with the Council's Municipal Strategic Statement and Council Plan, and will identify any changes required to respond to new trends or changing circumstances. Review of the structure plan should commence well before the expiry of the plan to enable the Council to prepare for the subsequent structure plan period.



# 8 Appendix

## 8.1 Glossary of terms

**Active transport:** transport requiring physical activity, typically walking and cycling.

**Affordable housing:** housing that is appropriate for the needs of a range of very low to moderate income households, and priced (whether mortgage repayments or rent) so those households are able to meet their other essential basic living costs.

**Amenity:** a collection of qualities that make spaces and places attractive for human occupation.

**Built form:** the combination of features of a building, including its style, typology, façade treatments, height and site coverage.

**Community infrastructure:** infrastructure provided by government or non-government organisations for accommodating a range of community support services, programs and activities. This includes facilities for education and learning, early years, health and community services, community (eg. civic centres, libraries, neighbourhood houses), arts and culture, sport, recreation and leisure, justice (eg. law courts), voluntary and faith (eg. places of worship) and emergency services.

**Cultural Heritage Significance:** may relate to Aboriginal knowledge and lore, practices and people, objects and places that are valued, culturally meaningful and connected to identity and Country as well as aesthetic, archaeological, architectural, historical, social or technical values.

**Development Contributions Plan:** document that sets out the contributions expected from each individual landowner to fund infrastructure and services. Refer to Part 3B of the *Planning and Environment Act 1987*.

**Fine grain:** an urban environment with human scale spaces, mixed uses, relatively narrow street frontages and through-block links, to foster diverse activities and walkability.

**Human scale:** the proportional relationship of the physical environment (such as buildings, trees, roads) to human dimensions. Maintaining a human scale means that structures are not perceived as overwhelming at ground level.

**Infrastructure:** basic facilities, equipment and networks needed for the functioning of a local community or broader society.

**Integrated water management:** integrated water management supports blue and green spaces such as parks, wetlands, streams and urban vegetation, and can deliver multiple benefits including flood mitigation, urban cooling, clean air, healthy streams and increased biodiversity, as well as contributing to recreation and amenity.

**Major activity centre:** activity centres provide a focus for services, employment, housing, transport and social interaction. Major activity centres are suburban centres that provide access to a wide range of goods and services. They have different attributes and provide different functions, with some serving larger subregional catchments.

**Plan Melbourne 2017-2050:** the Victorian Government's planning strategy that outlines the vision for metropolitan Melbourne's growth to the year 2050. It seeks to define what kind of city Melbourne will be and identifies the infrastructure, services and major projects that need to be put in place to underpin the city's growth. It is a blueprint for Melbourne's future prosperity, liveability and sustainability.

**Public realm:** publicly owned spaces and places, including streets, pathways, parks and open spaces, and public and civic buildings and facilities. The quality of the public realm plays an important part in the creation of environments that people want to live and work in.

**Structure plan:** a plan for implementing a framework or vision for a precinct. It may include proposed land zonings and building controls, plans for infrastructure provision, proposed development contributions, strategies for addressing issues such as drainage and nominated sites for more detailed master planning.

**Sustainability:** the optimal use of existing resources so that a responsible and beneficial balance can be achieved over the longer term. It has economic, social and environmental dimensions.

**Water sensitive urban design:** a land planning and engineering design approach which integrates the urban water cycle (including water supply, stormwater, groundwater and wastewater management) into urban design to minimise environmental degradation and improve aesthetic and recreational outcomes.

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# Preston Market

## PRECINCT STRUCTURE PLAN

MAY 2021