

DPG 02	Second Council Report noting Public Exhibition and Endorsment of Miller Town Centre Master Plan
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Strategic Direction	Liveable Safe City Deliver an efficient planning system which embraces sustainable urban renewal and development
Key Policy	Urban Development Plans
File Ref	100671.2016
Report By	Murray Wilson - Senior Strategic Planner
Approved By	Toni Averay - Director Planning & Growth

EXECUTIVE SUMMARY

In September 2015, Council resolved to publicly exhibit the draft Miller Town Centre Master Plan (draft Master Plan) and to receive a further report detailing the community's feedback on the draft Master Plan noting any changes.

The purpose of the draft Master Plan is to provide a framework for guiding future opportunities for the Miller Town Centre. The framework aims to benefit all stakeholders, including the local community, and provides recommendations for public domain improvements, changes to land use controls, potential land swaps, land acquisitions, opportunities to minimise the effect of social disadvantage and measures for improving safety.

Comprehensive community consultation has been undertaken on the draft Miller Town Centre Master Plan. This consultation has been generally supportive of the proposed Master Plan and has identified a number of changes and improvements. The draft Master Plan will be amended subject to endorsement of this report.

This report recommends that Council endorses the draft Miller Town Centre Master Plan (Attachment 1) incorporating the proposed changes outlined in this report.

RECOMMENDATION

That Council:

1. Endorses the draft Miller Town Centre Master Plan subject to the changes outlined in this report.
2. Prepares a Feasibility Study and Residential Development Strategy into the proposed amendments to the Liverpool Local Environmental Plan 2008 as stated in the draft Miller Town Centre Master Plan.
3. Notes that a report on the findings of the Feasibility Study and Residential Development Strategy and recommended changes to the Liverpool Local Environmental Plan 2008 and Liverpool Development Control Plan 2008, if appropriate, will be prepared for a future Council meeting.
4. Advises the members of the public and government agencies who made submissions, of Council's resolution.

REPORT

Background

In 2013, Strategic Planning and Community Planning teams collaborated on an application for a \$60,000 grant to develop a Master Plan for the Miller Town Centre.

In 2014, Council held three stakeholder workshops to gather information to prepare a draft Master Plan. As a result of these sessions, the draft Miller Town Centre Master Plan (Figure 1) was developed.

In September 2015, Council resolved to publicly exhibit the draft Miller Town Centre Master Plan and to receive a further report detailing the community's feedback on the draft Master Plan noting any changes.

The Draft Master Plan

The vision for the future of the Miller Town Centre is to provide a safe and sociable environment where everyone is welcome. It is envisaged that the Miller Town Centre will effectively service a variety of community needs by providing a choice of retail products, community services, public open space and a mix of housing options:

- The centre will be a secure environment where safety is a priority, with improved lighting, sightlines and passive surveillance over streetscapes, parks and open space;
- Upgrades to the public domain will assist in creating a revitalised sense of place and build a unique and recognisable character for the Town Centre;

- A focus on the pedestrian environment will provide clear connections between destination points, encouraging movement and activity on the streets, supported by places for outdoor dining, relaxing and interactive play;
- An increase in housing density will promote interest and investment in the Centre, and introduce a new resident and visitor population; and
- Additional retail will provide increased employment opportunities for residents and locals in surrounding suburbs.

Guiding Principles of Draft Master Plan

The following guiding principles have informed the process of developing scenarios for the future town centre. These principles have been sourced from best practice theory and developed through the consultation period:

- Promote the design and planning of amenable, vibrant and lively places;
- Improve connections for pedestrians;
- Ensure that designs cater for multiple demographics and tenancies;
- Provide existing and future communities with a good level of access to public transport, services and employment;
- Promote spaces for social interaction;
- Promote a safe, welcoming and attractive public domain;
- Ensure that the design of buildings and space respond to the attributes of the physical and natural environment; and
- Foster ecologically sustainable development.

Development Scenarios

Four development scenarios were created in response to stakeholder input and application of the guiding principles. Each of the four scenarios presents a different approach to developing a framework for the future of Miller Town Centre. The focus of each scenario is outlined below:

- **Scenario 1 - 'Quick Wins' Through Minimal Intervention:**
Development Scenario 1 demonstrates an option which proposes minimal intervention to the overall infrastructure of the town centre and relies predominantly on the provision of new and/or improved public domain and clustering of similar land uses. This approach suggests more easily achievable opportunities which can be initiated quickly and at a relatively low cost to Council.
- **Scenario 2 - Strengthening the Town Centre by Expanding the Retail Capacity:**
Development Scenario 2 demonstrates the partial closure of Woodward Crescent in order to allow for retail expansion of the Miller Shopping Centre to the south.

- **Scenario 3 - A Lively Town Centre through a Pedestrian Focussed Retail Core:**
Development Scenario 3 demonstrates a pedestrian focussed retail centre. Vehicles are restricted to the outskirts of the town centre with a pedestrian focussed core. The central part of Woodward Crescent is a shared zone which gives pedestrians the priority over vehicles.
- **Scenario 4 -The 'Live, Work and Play' Approach through a Mix of Uses:**
Development Scenario 4 demonstrates an approach which increases the residential density, and provides a pedestrian focussed town centre which suggests retail/ community uses at the ground floor of most buildings.

Officer's Preferred Scenario

Figure 1 (below) represents the officer's preferred option. The preferred scenario is a hybrid of the four scenarios outlined above. There is a discrepancy between the preferred scenario and the possible zoning map as shown in Figure 32 of the draft Master Plan.

To be completely clear, it is noted that it is not planned to change the majority of the existing R4 zone on the eastern and western edges of the town centre to B2. It is only proposed to investigate rezoning land to the north of Cartwright Avenue and to the south of Woodward Crescent as depicted in the preferred scenario.

Features of the Preferred Scenario of the draft Master Plan

The most desirable elements of each of the development scenarios have been consolidated to form the "preferred scenario", these are outlined below:

- Proposed amendments to Liverpool Local Environmental Plan 2008 (LLEP) to rezone certain land and increasing FSR and building heights on certain land within the Miller town centre.

To support the proposed amendments to the LLEP, the draft Master Plan also recommends that a Feasibility Study and a Residential Development Strategy be undertaken. Should these studies support changes to the LLEP, a further report will be prepared for consideration by Council.
- Redevelop the Mission Australia site, as mixed use, by retaining the existing use with residential above;
- Consider the potential redevelopment of the existing Miller Square site;
- New road infrastructure between Woodward Crescent and Shropshire Street;
- ~~The possibility of the creation of a new community and youth precinct encompassing the Michael Wenden Aquatic and Recreation Centre;~~
- The creation of a north south pedestrian link through Miller Shopping Centre (a site specific DCP may be required in the future); and
- Public domain improvements, such as;

- Improvements in lighting, planting, seating, footpaths;
- Provide a small civic plaza fronting Cartwright Avenue;
- The creation of a shared pedestrian zone on Woodward Crescent
- The creation a new hard paved plaza at Lady Woodward Park (in lieu of the redevelopment of Miller Square);

Further Studies and Investigation

It should be noted that the draft Master Plan does not increase the permitted FSR or building height nor does it rezone land. The draft Master Plan does however recommend rezoning certain land as well as increasing FSR and building heights in certain locations of the Miller Town Centre. The draft Master Plan also recommends that further studies be undertaken in regards to any proposed changes to the LLEP. These studies include:

- A Feasibility Study; and
- A Residential Development Strategy

Subject to the outcome of these studies, any proposed changes to land use and development controls require further consultation with Council, State agencies, land owners and the general public.

It would be anticipated that the Feasibility Study would be undertaken by Council officers. The Feasibility Study would involve gaining a better understanding on the recommended rezonings, amending development controls as well as having a greater understanding of the cost of land, current sales prices and construction costs in the area. Council officers are in the process of commissioning several residential studies as part of the LEP review. The Residential Development Strategy for the Miller Master Plan can be incorporated into these studies.

A Site Specific Development Control Plan is also recommended (by the Master Plan) to ensure the built form outcomes meet the desired future character as proposed in the draft Master Plan.

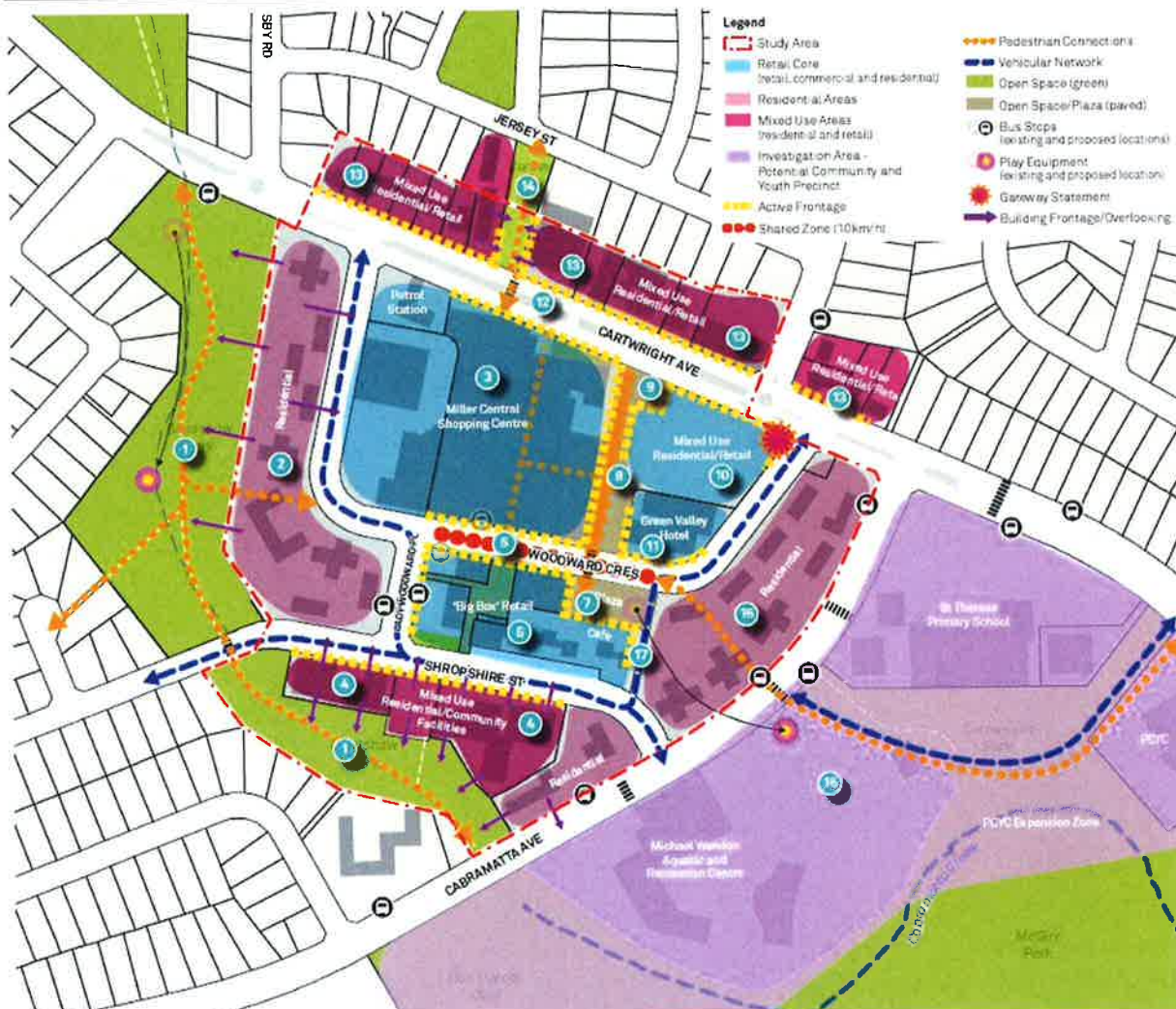


Figure 1 – Extract Draft Miller Town Centre Master Plan

Public Exhibition of the Draft Master Plan

Council received 9 written submissions and two Liverpool Listens comments. These are outlined in the attached Submissions Table (Attachment 2).

Of the 11 submissions received, there were:

- 5 submissions in support of the Master Plan; and
- 6 submissions were neutral of the Master Plan.

It should be noted that some elements of the draft Master Plan were commented on, but there were no strong objections.

One of the major concerns was the length of the exhibition period rather than the draft Master Plan itself. To accommodate these concerns, Council extended the exhibition period from the planned 25 November 2015 end date to 29 January 2016. The draft Master Plan was on exhibition for a total of 94 days. The legislated minimum exhibition period for an LEP or DCP amendment is 28 days.

During the exhibition process, Council also provided more than 40 copies to the Miller Library and The Hub, placed notices in the local paper, held a public information session and sent letters to the surrounding area. The draft Master Plan was also placed on Council's website and Liverpool Listens.

Two public information sessions were held on:

- 18 November 2015; and
- 7 March 2016 (The second information session was requested by members of the public).

Council officers prepared 2,000 flyers for this second information session and hand delivered these to residents in close proximity to the Miller town centre (approximately 750m radius) as well as local businesses and community services. The flyers were also translated in Arabic and Vietnamese.

The main themes of the written submissions and comments raised at the information sessions are outlined below with Council officer's response:

- **A desire to increase development potential to attract investment;**
Comment: The draft Master Plan states that further investigation should be undertaken in regards to rezoning some sites from R4 High Density Residential to B2 Local Centre as well increasing the FSR and building height controls. This report recommends that further studies be undertaken to further investigate the proposed amendments. It is noted, the Master Plan does not rezone or amend development controls.
- **The draft Master Plan is a positive step for Miller;**
Comment: The endorsement of the draft Master Plan provides a strategic framework for guiding future development options and improvements to the public domain within the Miller town centre.
- **The open space should be upgraded, safety of open space improved and greater Police presence in Miller;**
Comment: The draft Master Plan aims to improve public open space and increase passive surveillance through urban design outcomes and proposed new linkages. The draft Master Plan will provide a background document that can also help guide public space / domain improvements in the future.
- **Improved landscaping and green cover for Miller Town Centre;**
Comment: There are many benefits of increased tree planting such as shading of public areas and climatic benefits. Green cover and deep soil zones are also important in addressing stormwater runoff. It is recommended that the draft Master Plan be amended to emphasise the importance of increasing indigenous vegetation and green cover for the Miller town centre.
- **Car parking is an issue at Miller;**
Comment: Parking was a common theme raised during the information sessions and in some written submissions. All new development that occurs within the Miller town centre will need to address Council's car parking requirements. It should be stated

however that the proposed shop top housing development (DA-62/2015) above the existing car park will be providing in excess of 60 more spaces than what is currently required. Council has also recently increased the number of available on street car parking bays in response to some of these issues raised. The above stated additional car parking will help address car parking issues in Miller.

During the exhibition period and in some submissions received there was confusion between issues with the development application and the master planning process. In the information session, 7 March 2016, Council officers clarified that the two processes were different.

- **Concern that 'The Hub' (The Hub Community Health Centre) may close;**
Comment: The draft Master Plan does not propose to close any community service. The Hub Community Health Centre is a service provided by NSW Health. NSW Health is investigating the possibility of transferring the management of this service to a non-government organisation. However this is not a process linked to this Master Plan. In fact the Master Plan states on page 54.

"In the event that Council is required to close facilities, Council will endeavour to find appropriate alternative locations for these important community services. All monies raised from the sale of any council land within Miller will be reinvested back into community facilities for the benefit of the residents of Miller and surrounding suburbs."

This is a very important statement within the draft Master Plan that should reassure local residents that Council is not looking to close important community services.

- **The Miller Senior Citizens Centre is not shown in the Preferred Scenario;**
Comment: The draft Master Plan did not include the Miller Senior Citizens Centre in the Preferred Scenario. This is to be corrected in the Master Plan. To clarify, the draft Master Plan does not propose the closure any community service as part of this process.
- **Affordable housing should be increased;**
Comment: Council officers are currently preparing an Affordable Housing Policy for the LGA which will include examination of areas like the Miller Town Centre and surrounding suburbs. A future report will be brought to Council.

The recommendation in the Master Plan to increase FSR and building heights could facilitate opportunities to redevelop land owned by Family and Community Services (and by others) by increasing development potential and in turn creating more affordable housing and housing choice.

- **Community Services need more space in Miller;**
Comment: The question of whether there needs to be more community space (facilities) in Miller is not assessed as part of this Master Plan. It is Council's aim to transform the community services locations currently provided in Miller and improve the facilities. Additional space will be considered as part of the redevelopment of these community facilities.
- **The draft Master Plan is too focused on development / developers; and**
Comment: The draft Master Plan looks at a number of options for improvements to the Miller Town Centre. Residential flat buildings are existing permitted uses within

the B2 Local Centre and R4 High density zones. The existing controls within LLEP 2008 allow residential flat buildings to be built to heights up to 21m (within the core).

It is acknowledged that the draft Master Plan recommends additional residential and commercial development, but with the aim of providing greater housing choice and a safer and more vibrant centre.

- **Liverpool Local Environmental Plan 2008;**

Comment: Concerns were raised during the exhibition period that the draft Master Plan was allowing additional building height and increased development. The draft Master Plan does explore the possibility of rezoning certain land from residential to business, increasing the Floor Space Ratio (FSR) and building heights.

It should be noted that the draft Master Plan does not increase building height or rezone land. There has yet to be any investigation into this proposed uplift in zone and proposed increases in FSR and building heights. These changes require further analysis.

Other Comments Received

Through the exhibition process, Council received a number of good suggestions that do not necessarily fit into the draft Master Plan itself; however they will be forwarded to relevant Council departments for action and comment. Some of the suggestions included;

- Possible community gardens / food production area near Cabramatta Creek;
- Creation of a 'technology hub' to connect with the new WSU campus in Liverpool;
- Open space infrastructure access for those with disabilities, and inclusion of public art; and
- Access to quality outdoor spaces and recreational activities such as outdoor gyms.

Agency / Stakeholder Information Session

During the public exhibition period, Council officers also arranged an Agency / Stakeholder Information Session on 24 November 2015. The following comments were raised:

Transport for NSW

Transport for NSW advised that they did not object to the draft Master Plan and provided the following comments:

- Buses should be retained on Woodward Crescent for routes 802 and 803;
- Following redevelopment route 804 may need to be relocated to Cartwright Avenue and shelters will be required;
- The bus company will need to undergo a risk assessment if a shared zone on Woodward Crescent was considered in the future.

Police Citizen Youth Club (PCYC)

The PCYC were enthusiastic and supportive of the draft Miller Master Plan.

Transit Systems (Local Bus Provider)

- Realigning routes onto the new street could present an opportunity.
 - Services within the town centre currently terminate at approximately 6:00pm due to historic social issues and safety concerns.

- Proposed changes to improve sight lines, lighting, streetscape and activity have the potential to re-introduce night services if safety improves.
- The service provider would like to operate along the same route all the time.

Comment: Improving safety and improvements to access to public transport are two of the guiding principles of the draft Master Plan. It is seen as a positive that the local provider would consider potentially increasing public transport services to the Miller Town Centre if the plan is implemented.

Department of Education and Training

- There needs to be additional community facilities aimed at children which would allow development of the arts.
- There needs to be much better awareness of the Miller Library (many do not know it is there).
- The Library should become the real focal point of Miller
- There is a need to attract people (particularly youth) to events who do not typically participate in community events (often same people and faces attend events).

Comment: The draft Master Plan should be amended to include a section outlining the importance of the local library to the community. Other comments raised will be forwarded to Council's Community and Culture section for comment.

Family and Community Services (Land and Housing Corporation)

Family and Community Services (FACS) have advised in writing of their support for the draft Master Plan.

Post Exhibition changes to the draft Master Plan

As a result of the public exhibition process the following minor amendments to the draft Master Plan are recommended:

1. Amend Option 8 of the draft Master Plan by relocating the north south pedestrian link within the shopping centre (Page 54). This was raised as an option in a meeting with the owners of the shopping centre and also raised as an issue by the owners of the Cash Convenience store.
 - a. Remove all comments which refer to acquiring the pawn shop;
Delete "It is recommended that the pawn shop site is acquired/redeveloped, in order to create a wider pedestrian corridor that is open and direct, with strong view lines through the space."
 - b. Remove any reference to "business premises being demolished" in reference to Cash Convenience store.
2. Include in the Master Plan increased indigenous vegetation and green cover;
3. Relocate (to the west) the small civic plaza fronting Cartwright Avenue;
4. Allow a potential space to be leased within Bradshaw Park for a café near the play equipment (Page 54);
5. Include Indigenous Culture / Art within the public art section (Page 37);
6. Include a section within the draft Master Plan that outlines the importance of the local library to the community;
7. Community facilities (services) should be central and accessible to the communities they are intending to serve – ideally along Cartwright Avenue near Jersey Park (amend second paragraph to option 6 (Page 54);
8. Existing bus stops and any new bus stops at Miller need to be improved and include weather protection;

9. Include the Miller Senior Citizens Centre (adjacent to Bradshaw Park) in the preferred scenario; and
10. Correct minor grammatical and spelling errors (as required).

Conclusion

This report recommends that Council endorses the Miller Master Plan, subject to the changes outlined in this report.

It is considered that the Miller Master Plan will assist in delivering appropriate redevelopment of the Miller Town Centre by improving the amenity of the physical environment, encouraging economic investment in the area, facilitating population growth and housing choice, decreasing anti-social behaviour and strengthening the community's sense of ownership and belonging to the area.

The next steps would require Council officers to undertake a Feasibility Study and a Residential Development Strategy to ascertain whether the recommendations of the draft Master Plan can be incorporated in the LLEP. The preparation of a site specific Development Control Plan may also eventuate.

CONSIDERATIONS

Economic and Financial	<p>Further develop a commercial centre that accommodates a variety of employment opportunities.</p> <p>Deliver and maintain a range of transport related infrastructure such as footpaths, bus shelters and bikeways.</p> <p>Enhance the environmental performance of buildings and homes.</p> <p>Deliver a high quality local road system including provision and maintenance of infrastructure and management of traffic issues.</p> <p>Facilitate economic development.</p>
Environmental and Sustainability	<p>Raise community awareness and support action in relation to environmental issues.</p> <p>Promote an integrated and user friendly public transport service.</p> <p>Support the delivery of a range of transport options.</p>

Social and Cultural	<p>Raise awareness in the community about the available services and facilities.</p> <p>Provide cultural centres and activities for the enjoyment of the arts.</p> <p>Support policies and plans that prevent crime.</p> <p>Regulate for a mix of housing types that responds to different population groups such as young families and older people.</p> <p>Support community organisations, groups and volunteers to deliver coordinated services to the community.</p> <p>Promote community harmony and address discrimination.</p> <p>Support access and services for people with a disability.</p> <p>Deliver high quality services for children and their families.</p>
Civic Leadership and Governance	<p>Act as an environmental leader in the community.</p> <p>Undertake communication practices with the community and stakeholders across a range of media.</p> <p>Foster neighbourhood pride and a sense of responsibility.</p> <p>Facilitate the development of community leaders.</p> <p>Encourage the community to engage in Council initiatives and actions.</p> <p>Provide information about Council's services, roles and decision making processes.</p>

ATTACHMENTS

1. Miller Town Centre Master Plan (Under separate cover)
2. Submissions Table